UNISON OPEN COLLEGE

BLOCK HP.105
A CASE STUDY

Preface

This block has been designed to help you prepare to do your first assessed assignment: Profiling an Area. Because of this practical emphasis, you will find that the material is presented in a different way from the material in the blocks you have worked on so far.

This block provides you with a model case study of two areas in Newcastle which you can use to help you compile a profile of an area of your own choice; it gives detailed guidance on how to set about collecting, interpreting and presenting the information required for your assignment; and it also gives summaries of the major changes in housing policy this century.

Learning Outcomes

The objective of this block is to help you to undertake your first assessed assignment with confidence, and to complete it successfully.

Contents

A. How to Use this Block

1. What the Block is For

This block is intended to help you undertake your first assessed assignment: **Profiling an Area.**

The assignment asks you to plan and produce indicative material for an exhibition portraying the development of housing provision in the area. The aim of the exhibition is to show residents of all ages in the area why the current mix of housing provision exists and how the area has changed and developed over time.

The assignment requires you to perform three different kinds of task: firstly, **collecting information** about your chosen area from a range of sources; secondly, **interpreting this information**, for example, making sense of statistics provided by your local authority; and thirdly, **presenting the information** you have collected in such a way that other people will be able to understand and relate to it.

The block is designed to help you carry out all three aspects of the assignment.

2. What the Block Consists of

A large part of the text of this block is composed of information which we have gathered about the two areas we chose for our model case study. This is to give you an idea of the sort of information you should be looking for, and how to build up a profile of an area through words and images. We give guidance at every stage about how to collect, interpret and present this kind of information effectively.

Interspersed throughout the text, as usual, you will find numerous activities. **The activities all refer to our model case study, set in Newcastle**. They ask you to think about the information which you have just read or the pictures or tables which we have provided, in order to give you practice in interpreting this kind of information. In addition to the activities, you will also find a number of tasks. **The tasks are geared specifically towards your own assignment**: they ask you to make decisions about how to conduct the assignment, or they ask you to collect certain information which you are likely to need in completing the assignment.

Finally, for your reference, we have included summaries of all the major housing legislation this century, and explained the effects of the various changes in housing policy.

3. How the Sections are Organised

We will now describe what each of the following sections of this block is designed to achieve.

Section B. The First Steps

This section presents the preliminary information which we found out about the two areas which we selected for our case study.

There are a number of tasks to help you choose your own area to investigate and decide what approach to adopt.

There are also some activities based on our model case study to give you practice in interpreting visual information about an area.

Section C. The Present Day

This section presents the information which we found out about the current situation in our chosen areas: the kind of people who live there, the type of housing they live in, and the overall environment.

There are tasks to help you clarify what sort of information you should be seeking about the current situation in your own area, and where to find this information.

The activities are intended to give you practice in interpreting statistical information, such as population and tenure figures. This will help you to make sense of the facts and figures which you collect about your area.

Section D. The Past: The Effects of Changing Housing Policies

This is a long and important section which aims to help you understand how your area has changed over time and the different factors which have made it what it is today.

We present the information which we found out about how our two areas have changed during the twentieth century as a result of social and economic developments. In particular, we look at the impact of our areas of changes in central and local government policy.

For your convenience, we summarise all the main effects of changes in housing legislation in England and Wales this century, even when these changes had no particular impact on our chosen areas.

Once again, there are tasks to help you decide what historical information to look for regarding your chosen area, and where to find this information. You are asked to investigate how your area has been affected by changes in central and local government policy.

The activities in this section give you further practice in interpreting statistical and other information. You are asked to study housing and population records over a period of time, and to consider these facts and figures in the light of changing housing policies. This will help you develop the skills you need to build up an accurate understanding of the historical developments in your area through the use of archive material. The activities also ask you to consider the social and environmental effects of different housing policies.

Section E. A Look at Scottish Housing

This section highlights the main ways in which housing legislation and practice in Scotland differs from housing legislation and practice in England and Wales.

Section F. The Future

This section presents the impressions we have formed of likely future developments in our chosen areas.

You are asked to investigate any plans for future developments in your area and to consider what the impact of these plans might be.

Section G. The Brochure

This section gives guidance on how to select appropriate information and present it effectively in appropriate format.

B. The First Steps

1. Setting the Case Study in Context

This brief introduction is intended to give you the background to our case study so that you can read the information we present in its proper context.

The context of any case study is important because the wider setting affects the nature of the area chosen. We will show that certain features we found during our investigation can only be explained through looking at this wider context.

The areas featured in our case study are located in the heart of Newcastle, which is often referred to as the capital of the North East of England.

Newcastle used to be dominated by heavy industry including ship building, coal mining, engineering, etc. Now, as in many places, this has been reduced or has even disappeared altogether. Leisure and service industries have replaced old style industries as Newcastle attempts to meet the challenges of the new century.

Unemployment in the city is high and many people are dependent on state benefits. During the last decade Newcastle has seen many government attempts to revitalise its decaying urban centre which have had significant effects on housing provision.

2. Choosing Your Area

In our case study we chose to examine two areas, in order to show you the range of options available and problems you may come across. Obviously, you only need to choose one.

You need to think carefully about which area you choose.

Task 1

List the factors you think you should take into account when choosing your area.

Time allocation: 10 minutes

The factors we took into account were:

•   easily definable boundaries;

•   a diversity of house types;

•   a long history of people living there;

•   a mix of tenure types;

•   the area being representative of the city/town/village in which it is situated.

The two areas we chose are Arthur's Hill and Shieldfield in the west end and east end of the city respectively. These are both areas of predominantly social housing, which has obviously affected our approach. However, the methods we have used will still be valid even if you have chosen an area with a lot of private housing.

Figure 1: Outline plan showing position of Arthur's Hill and Shieldfield in relation to Newcastle city centre

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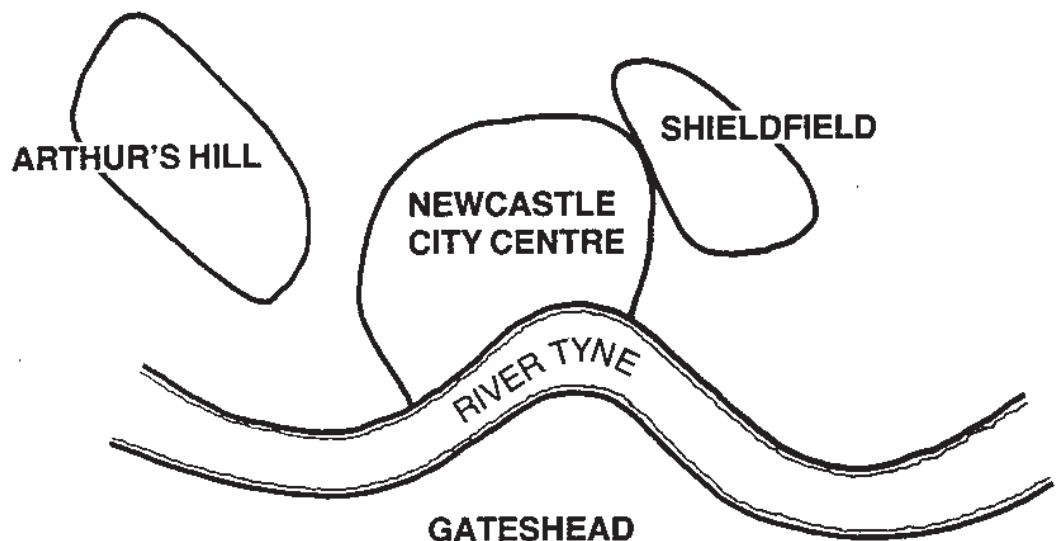
Task 2

After careful consideration, write down the name of the area you have chosen to focus on for your assignment.

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3. Deciding On Your Approach

Before we even visited our chosen areas we decided on our approach. This provided us with a theme for the whole case study which helped to give us a clear focus for our investigations.

Our approach was to ask three basic questions:

- Who lives there?

- What sort of houses do they live in?

- What is the immediate environment like?

We applied each of these questions to the present, past and future and were also constantly asking why things had changed in the way they had.

There are many possible approaches and it is important that you decide on one that you are comfortable with. You must also be prepared to be flexible in your approach, according to what information is available.

Task 3

List any approaches you can think of.

Time allocation: 10 minutes

Some other approaches that we considered included:

- A purely historical approach.

- Looking at the changes through the eyes of a particular group of people, for example, women or an ethnic community.

- A more technical approach, for example, changes in building techniques.

- The effect on local housing policies of conflicts between central and local government.

Remember, whichever approach you decide on, it must reflect the requirements of this assignment, namely:

to gather material on the area of your choice in order to produce an information pack.

Task 4

Now that you have given it some thought, write down the approach that you have decided to adopt.

Time allocation: 15 minutes

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4. Getting An Overview

The next thing we did was to go and visit our two areas. This was for us to get a general impression of them and enable us to know what types of housing and environment we were dealing with.

Although at this time we did not have any precise knowledge of what we were looking at, we kept asking ourselves questions and taking notice of small details which might not seem relevant at first but might prove important later on.

Task 5

Write down the questions you think you should ask yourself on your first visit to your chosen area.

Time allocation: 10 minutes

The type of questions we asked were:

- What is the character of the buildings? Do they look nice to live in?

- How old are they? Can you tell this through the design of the building? e.g. if they have mono-pitched roofs you can probably presume they were built in the 1970s.

- How spacious do the buildings look? This can give you more clues as to when they were built. You should also take notice of the size of gardens if there are any.

- How were they built? e.g. using traditional brick, or more modern concrete building techniques.

- Are there any obvious defects to the buildings?

- What state of repair are they in?

Apart from the buildings themselves, you should also take notice of the setting of your area. Ask yourselves the following:

- What facilities are available? e.g shops, pubs, health centres, play areas, public transport, etc.

- What is the layout of the area? Take notice of roads, open spaces, the positioning of the buildings, etc. How do you think this might affect the way of life of the people that live there?

- What is the environment like? Does the area initially feel harsh or welcoming? What causes this feeling? e.g. trees and shrubs soften the environment, whereas expanses of concrete and even open green spaces can be imposing and intimidating.

- What relationship does the area have to the main centre of the city/town/village?

5. Initial Observations

We are now going to tell you what our initial observations were on our two areas.

5.1 Initial observations of Shieldfield

The first thing you see when you walk towards Shieldfield is a number of multi-storey blocks. This makes you think that this is going to be a typical inner city development. However, once you actually get there, it becomes obvious that the tower blocks are only a small part of its make up. Most of Shieldfield is a series of low-rise developments.

We will now take you on a pictorial tour of Shieldfield.

Photo 1

In the foreground you can see the main shopping street with maisonettes on top of the shops. By the year 2000 many of these shops had closed and were boarded up as shopkeepers found it more difficult to compete with the city centre of supermarkets. Behind this is the first major area of housing that we want to talk about.

Activity 1

What does Photo 1 show you about this area?

Time allocation: 5 minutes

The things that you should have noticed are:

- Traditional brick built houses in small terraces.

- Generous garden sizes.

- The layout of the estate makes it easily definable and the position of the houses in relation to each other encourages a community feeling.

- The physical environment has plenty of greenery and the landscaping is well established.

All these provide clues to the age of this particular development. We think this was probably built in the 1940s.

Photo 2

Activity 2

What does Photo 2 show you? Think about what we have just discussed.

Time allocation: 5 minutes

The main feature of the photograph is the three tower blocks. The photo does not show it but in 1999 the housing immediately to the left of the tower blocks, in front of the church was demolished due to its poor condition and problems letting it. You should also notice a number of other things in this photo.

In the foreground you can see where the 1940s estate shown in the previous photo ends. The physical closeness of these two completely different types of housing clearly shows the contrasting trends in the policy and development of housing design. What do you think is the time span between the completion dates of these two developments?

If you look carefully, immediately behind the blocks you can see the back of a row of Victorian terraced houses.

In the background you can see the city centre. This shows how close Shieldfield is to Newcastle.

Photo 3

Activity 3

Photo 3 shows another typical part of Shieldfield. What can you see?

Time allocation: 5 minutes

In the centre of the photograph there is a series of houses with mono-pitched roofs. Contrast this with the estate in Photo 1. Notice that the houses and gardens are much smaller. The space between houses is also less well defined; the layout is not well designed and does not help to encourage a sense of community. Generally this estate is much more drab and monotonous.

The presence of mono-pitched roofs suggests that the houses are of modern design and construction.

Behind this you should see a triangle of Victorian terraces and to the right of the photograph is an interesting crescent of more Victorian houses. It is an indication of the increasing crime rate in the area, that the pub which can be seen in the bottom left hand corner of the photo suffered an arson attach in the mid 1990s. By 2000 it had neither been repaired and reopened or been demolished.
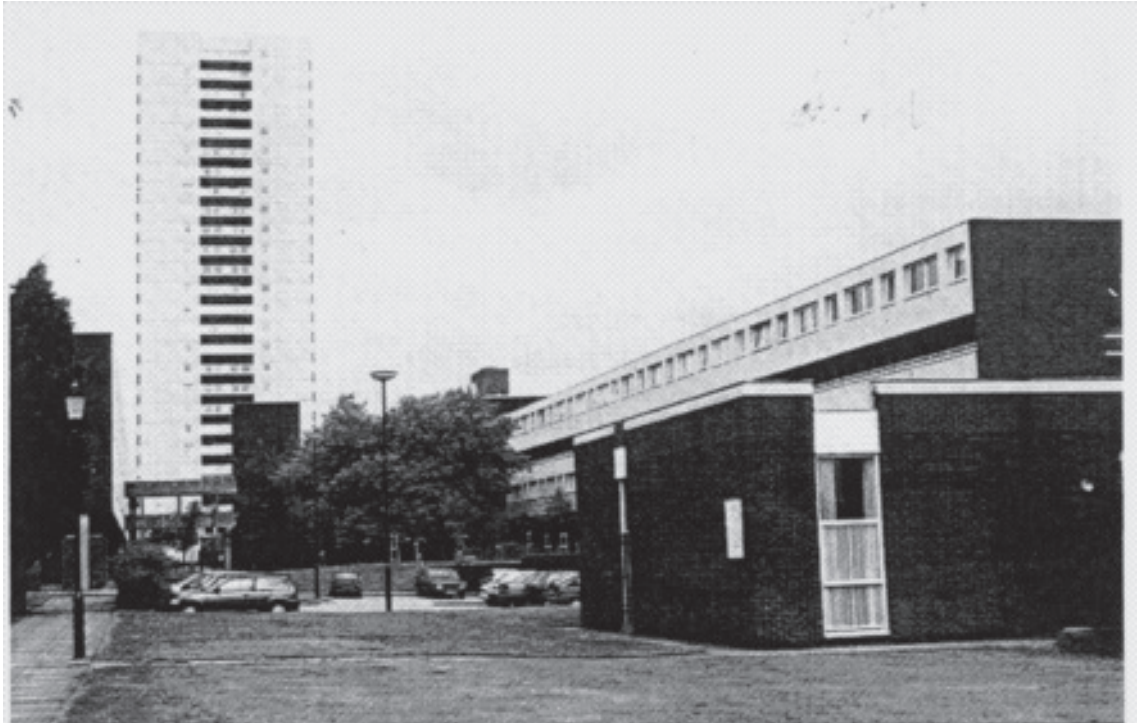
Photo 4

Photo 4 shows another series of quite modern, high-density developments on the other side of Shieldfield.

Notice the difference in construction and appearance of this high-rise block to the three found in the second photograph. Which do you think is the most modern?

Although the photograph does not show it too clearly, the housing in front of the tower block comprises two stilt blocks, i.e. maisonettes and flats raised on concrete stilts.

The environment here again is very monotonous, with not much landscaping to break up the area. Where recent environmental improvements have been carried out they include exterior painting of the tower blocks and some interior works such as lift renewal.

Facilities in Shieldfield

When we were looking around we also took notice of the facilities available to people who live in Shieldfield, in order to see if the immediate environment could give us some clues to what it is like to live in the area.

The main shopping centre can be seen in Photo 1. It once had a good mixture of shops including a post office. However, by late 1999 many of the shops had closed or sold only basic goods, as shopkeepers found it difficult to compete with the city centre or supermarkets. Newcastle city centre is within walking distance and well served by public transport.

Shieldfield has its own health centre which incorporates a local social services office. Next door to the health centre is the local neighbourhood housing office where people can pay their rent or council tax and claim housing benefit.

There are four churches in Shieldfield, including not only English speaking Church of England and Methodist churches but also a German speaking Lutheran church and a Chinese speaking Church of England church.

There are three pubs in the area, two of which are popular with people from outside Shieldfield, including one that serves particularly good real ales! There is also a community hall which, judging by the publicity we saw whilst walking around the area, is very busy.

Shieldfield has a primary school within its boundary serving the immediate local area and good play facilities for children.

Overall, Shieldfield appears to have a good mixture of facilities and goes quite some way towards meeting the needs of its community.

5.2 Initial observations of Arthur's Hill

Arthur's Hill is different from Shieldfield in a number of important respects. It is much larger, more spread out and its main clusters of housing are more distinct. This makes Arthur's Hill less integrated than Shieldfield.

For this reason, and also to show an alternative way of describing an area, we chose to talk about Arthur's Hill in terms of its distinctive housing patterns.

Photo 5

At the top of Arthur's Hill there are rows and rows of Victorian terraces. Can you see from the photograph the high density of these dwellings and their lack of garden space? Walking around the area, we felt the streets were very monotonous although not unpleasant.

It is interesting to compare these with another development of housing further down the hill.

Photo 6

Activity 4

What are the differences and similarities between the two areas shown in Photos 5 and 6?

Time allocation: 5 minutes

The main similarity is that both developments are low rise but of very high density.

The big difference, however, is that the erratic design of the houses in Photo 6 makes the environment much more interesting and breaks up the monotony. The large number of shrubs and trees in this area softens the visual impact and disguises the fact that it is of a very high density.

Which area would you prefer to live in?

Arthur's Hill also has its fair share of flats. We found three tower blocks very similar to those in Shieldfield. Their location was not as pleasant because the immediate setting was rather bare and surrounded by drab unconventionally built housing.

Other developments in Arthur's Hill reminded us that not all blocks of flats have to be in high rises.

There were many different designs of various ages. These ranged from quite large modern looking blocks to dwellings which you might not even recognise as flats.

Photo 7: Stanhope Street Flats

Photo 8: Sutton Housing Trust Flats

Activity 5

What are the main points of interest in Photos 7 and 8?

Time allocation: 5 minutes

We found it quite hard to decide which was the most recent development. In design terms the Stanhope Street flats look much more 'modern', whereas the Sutton Housing Trust flats seem more old-fashioned, and look quite similar to houses.

The outward appearance, however, of the Sutton flats suggests that they are more recent.

In order to discover the true ages it was obvious that we could not rely on the visual information and would have to use other sources.

We then went to look at another area of traditional housing which was marked on our map. However, when we got there we found it had been demolished and the surrounding houses were all boarded up!

Photo 9

We had to find out what had happened there, and what was the future of the remaining houses.

This showed us how the reality differed from our preconceptions of the area and also the importance of actually knowing what is in your area. This can only be achieved by going to look.

Facilities in Arthur's Hill

As with Shieldfield, whilst we were walking around Arthur's Hill we took note of the facilities available to people who live in the area.

The main shops in Arthur's Hill are all concentrated on one street. They include small shops/off licences selling a wide variety of goods, small greengrocers, a big supermarket, laundrettes and many fast food take-aways. There are many specialist shops catering for the specific needs of ethnic minority groups. What do you think this mixture of shops tell us about the type of people who live there?

There are four schools in the area, including a special school and a community school. Again, there is a health centre and a local housing office, but there are no local social services. This area has good bus links to the city centre.

Surprisingly, there are five churches in Arthur's Hill but we could only find two pubs. We do not think this reflects the nature of the population in Arthur's Hill!

We did feel that in relation to size, Arthur's Hill was not as well served as Shieldfield, although it did have many of the same facilities.

5.3 Conclusion

The aim of this section was simply to give you an idea of what you can discover about your chosen area just by using your eyes. You do not need masses of information to start your assignment - just get out there and have a look!

C. The Present Day

The next step was to discover more about our areas in terms of who lives there, who owns what housing, when the dwellings were built and who built them.

1. The People

We decided to find out about the people first.

1.1 Gathering information about the local population

Task 6

Write down any ideas you have for sources of information about the local population.

Time allocation: 5 minutes

The most obvious source for population statistics is **census** material. The main problem with this data is that it can be out of date: for example, we had to use the 1991 figures from the most recent census published in 1992. Since then there have been further boundary changes which affect the grouping of data. We were lucky, because Newcastle City Council had published city profiles based on census data. The census is available in most libraries or from your local council. The people there will show you how to access the information.

Another problem that you will come across is that the local information is broken down into the existing ward boundaries. Wards are the sub-divisions into which an area is divided for administrative purposes; the best known use of wards is for local elections.

Figures 2 and 3 show the two wards that our chosen areas fell into. Shieldfield and Arthur's Hill have been marked out.

Figure 2: Sandyford Ward. Shieldfield is the shaded area
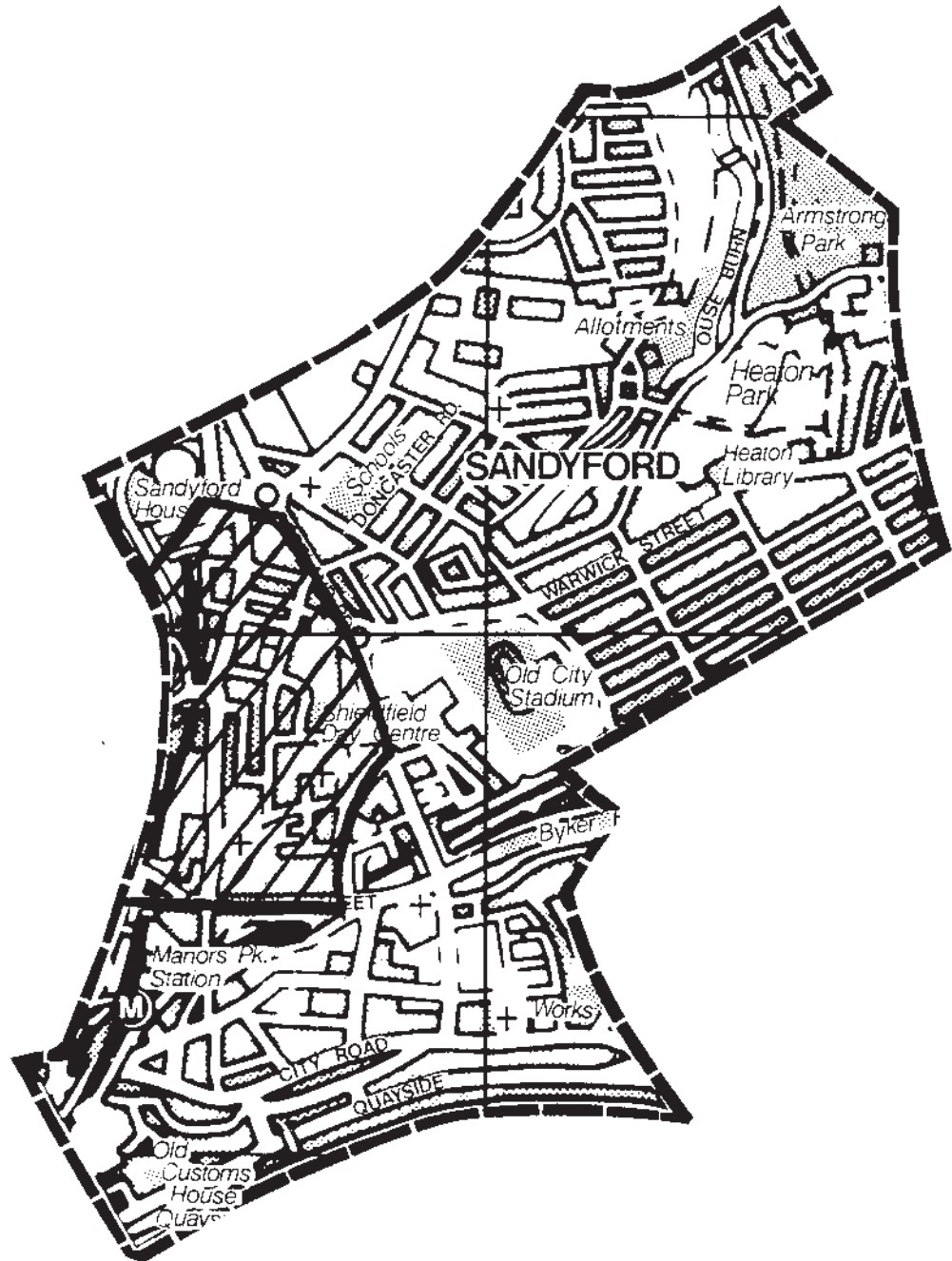
Figure 3: Moorside Ward. Arthur's Hill is the shaded area
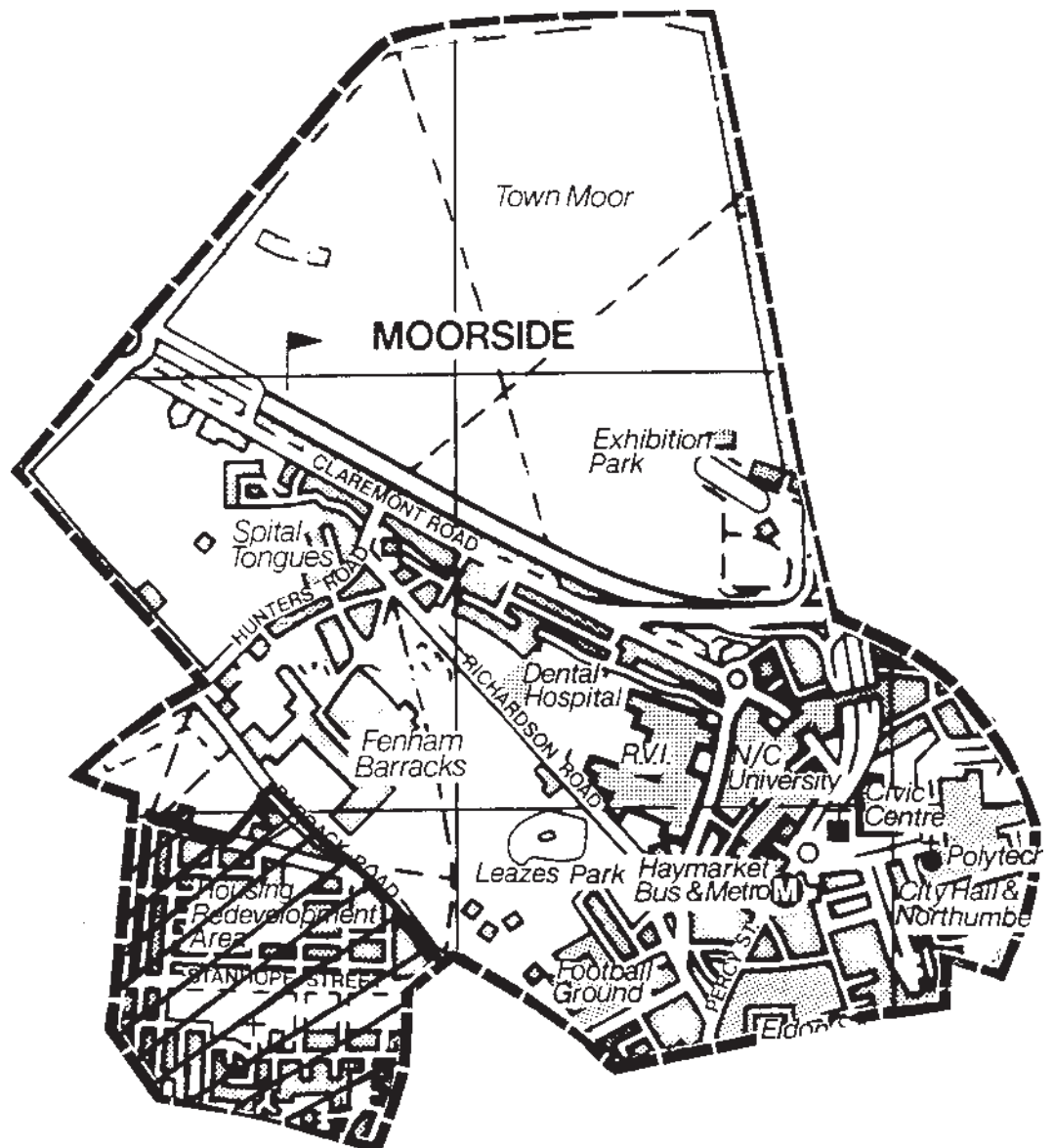
Activity 6

Study Figures 2 and 3. What problems can you see in using population information which relates to local wards?

Time allocation: 5 minutes

The problem is that our two areas do not constitute the whole of the wards in which they are situated. Unless you are lucky enough to have chosen an area that covers a complete ward, figures relating to wards can only be used to show general trends. We did find it was possible to use the ward figures to represent Arthur's Hill quite accurately, as it is the largest populated area in the Moorside ward, but Shieldfield only makes up a small part of the Sandyford ward, so the figures are not so representative.

Don't forget that the census contains a wide variety of information, not just population statistics. For example, more recent editions contain tenure breakdowns of areas.

Another useful aspect of the census is that it has been published every ten years since 1801 and therefore can be used to show historical trends and changes.

We are now going to look at some figures for Shieldfield and Arthur's Hill. Remember that we are using ward figures and, as mentioned before, Arthur's Hill can be used almost interchangeably with Moorside ward, but Shieldfield cannot be solely represented by the Sandyford ward.

Most of the tables which follow compare the 1981 ward profiles with their 1991 updates.

To show whether our two areas are representative or not of Newcastle, we have included figures for the whole of the city.

Don't be scared about using tables: they often contain a lot of useful information. For more advice on how to use tables, see **Skills Workbook 15**.

1.2 Examining population structure

We'll look at population structure first.

Table 1: Population Structure %

Age	Moorside 81	91	Sandyford 81	91	City 91
Under 5	4.6	5	4.2	4	7
5-15	10.9	9	10.4	8	13
16-24	18.1	20	14.4	16	13
25-49	28.7	33	27.8	36	34
50-64	17.5	11	19.5	10	13
65-74	11.4	13	14.4	14	13
75+	8.9	10	12	12	8

(Source: 1981 Census and 1991 City Profile.)

Activity 7

Compare the figures in this table. What can you discover?

Time allocation: 10 minutes

Generally, in those five years there has not been much change. The most significant points are:

• In Arthur's Hill there has been an increase in the 16-24 age group which now accounts for 20% of the total population in this area. The same figure for the city as a whole is 13%: try and think of some reasons for this difference.

• Sandyford has a high proportion of elderly people as compared with both Arthur's Hill and the city.

1.3 Examining tenure structure

Next we'll look at the tenure breakdown.

We were able to get more exact figures for Shieldfield on this matter from the Shieldfield Neighbourhood Housing Office. They are several years old but the information they yield remains valid.

Table 2:   % Tenure

	Arthur's Hill	Shieldfield	City
Owner occupied	11	7	46
Local authority	37	88	40
Private rented	22	3.5	8
Housing association	25	1.5	4

(Source: City Profile and Shieldfield Neighbourhood Office.)

Activity 8

What differences can you see between the two areas and the city as a whole?

Time allocation: 5 minutes

The most significant differences are that in both areas there is a lower proportion of owner-occupation than in the city as a whole.

- For Shieldfield this is because it has an extremely high percentage of council property.

- For Arthur's Hill this is due to the high presence of both the private rented sector and housing associations.

Activity 9

Look at the answers you have given the last two activities. What do you think they can tell you about how the different types of tenure are related to the population structure?

Time allocation: 10 minutes

The high proportion of young people (16-24) in the Moorside ward suggests that there might be a large student population in this area; this impression seems to be confirmed by the high proportion of private rented property available in Arthur's Hill.

The Sandyford ward has a higher than average proportion of elderly people (65+). From the table on tenure, it can be presumed that these people are housed predominantly in local authority stock.

We are now going to look at the changes in tenure structure between 1981 and 1991 in Arthur's Hill alone.

Table 3:   % Tenure change Arthur's Hill 1981-91

	1981	1991
Owner occupied	8	17
Local authority	43	37
Private rented furnished	12	12
Private rented unfurnished	4	4
Housing association	27	28

(Source: City Profile 1991.)

Activity 10

What changes can you see? Can you think of any reasons why these changes have taken place? Bear in mind there has been no new building in this area.

Time allocation: 5 minutes

We can see that there has been a slight increase in owner-occupation and a slight decrease in the council stock. One explanation for this is the effect of council house sales during the 1980s.

If you look at the figures for the private rented sector, you can see that whilst the furnished sector is growing the unfurnished sector is declining. The decline in the unfurnished sector is probably due to landlords selling their properties into owner- occupation; the growth in the furnished sector is probably due to the high incidence of students as mentioned above.

Activity 11

If you draw all this information together, what overall picture does it give? Try and summarise all the previous answers into a couple of sentences.

Time allocation: 10 minutes

We summarised that the Sandyford ward has a large elderly population and Shieldfield itself is still composed predominantly of council housing.

Arthur's Hill is a little more complex; it is not dominated by any one tenure, and one of the characteristics of this area is the high level of non-council renting, i.e. private renting and housing associations. Furthermore, the large numbers of 16-24 year olds combined with the significant furnished private rented sector in this area can be explained by its popularity with students.

1.4 Building up a picture from statistical data

Other information can be gathered from the census and you can also use any other sources of statistical data you can find such as more detailed figures that your local authority may have on particular areas, results from surveys or studies that have been undertaken previously in your area. Keep you eyes open for any source. Most local authorities have a range of information available.

By comparing different sets of figures you can build up a detailed and accurate picture of what is going on in your area. For example, by comparing the different rates of growth in population and number of households you may find that although you have a stable population there is a growing number of households.

By using historical data you can identify the different trends affecting your areas. This does not necessarily have to be over a long period: in this instance we chose to compare figures over a five year period; later we will be using longer historical periods.

Obviously, many more explanations can be explored for why certain trends are occurring; the ones we gave above are particular to our areas.

2. The Housing

Having found out some information about the local people, we will now look at their housing in more detail.

From walking around the areas, we had already made a few guesses about when the dwellings were built and who owned them; now we needed to know for definite.

Task 7

Write down any ideas you have for sources of information about local housing stock.

Time allocation: 5 minutes

We were lucky, as Newcastle City Council produces a list of all its stock and the dates it was built. You could try your own local authority for this information; it may mean just talking to somebody in the relevant department in your chosen local authority.

Finding out about private housing may prove to be more difficult: perhaps the best source would be to ask someone who lives there.

If it is housing association owned, the association will be able to tell you when it was built or when it came into their ownership.

Other sources include: annual reports of the housing department, housing committee minutes and the Local or Development Plans for your city/town/village.

Once we had collected this information, we found that Shieldfield and Arthur's Hill had a wider range of dwellings than we had originally thought when walking around. There was an extremely wide variety in the ages of the dwellings and in who owned them, and there had also been a lot of renovation work done, particularly in Arthur's Hill, which had totally changed the nature of the dwellings affected. We'll explore this in more depth in Section D.

To display this information in a coherent and simple way we chose to draw maps of each area representing each different housing type pictorially. These maps are shown in Figures 4 and 5.

Figure 4:   *Shieldfield house types*

Shieldfield House Types

PORTLAND ROAD

Chester Crescent

Harrison Place Action Area

70's Houses

Sheltered Housing

60's Maisonettes

70's Slab High rise block

1940's Council Houses

70's Deck Access Flats

60's Point Block High Rise

Motorway

Flaconer Terrace

70's Houses

70's Maisonettes

Figure 5:   Arthur's Hill house types

Arthur's Hill G.I.A.

Leaze's Dwellings – 1920's

Arthur's Hill H.A.A.

Point Blocks 1960's

Housing Association Flats – 1970's

Sutton Dwellings

New Mills Estate – 1970's

Non-traditional Housing –
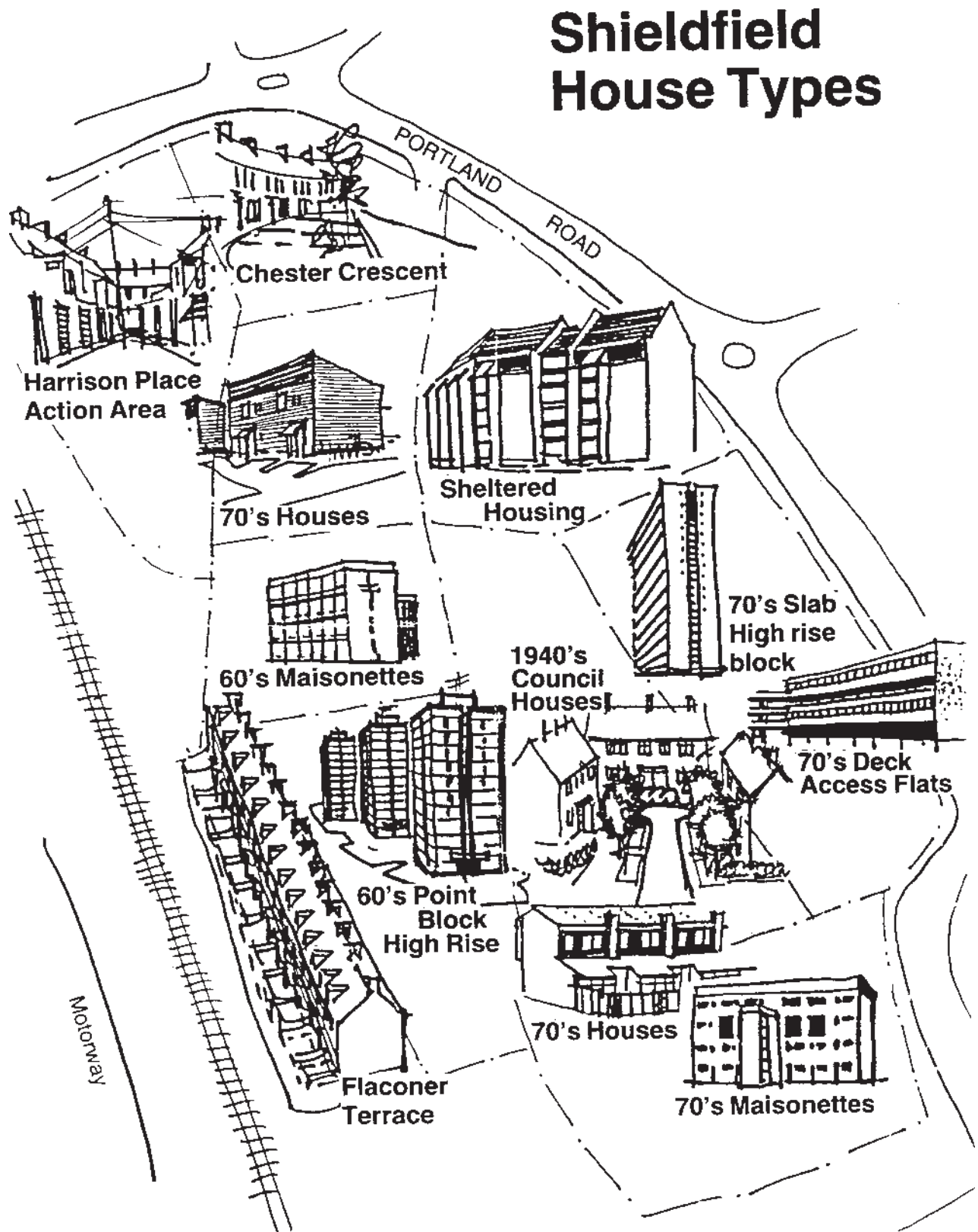
Queens Court – 1950's

Arthur's Hill House Types

Flats and Maisonettes – 1930's & 1940's
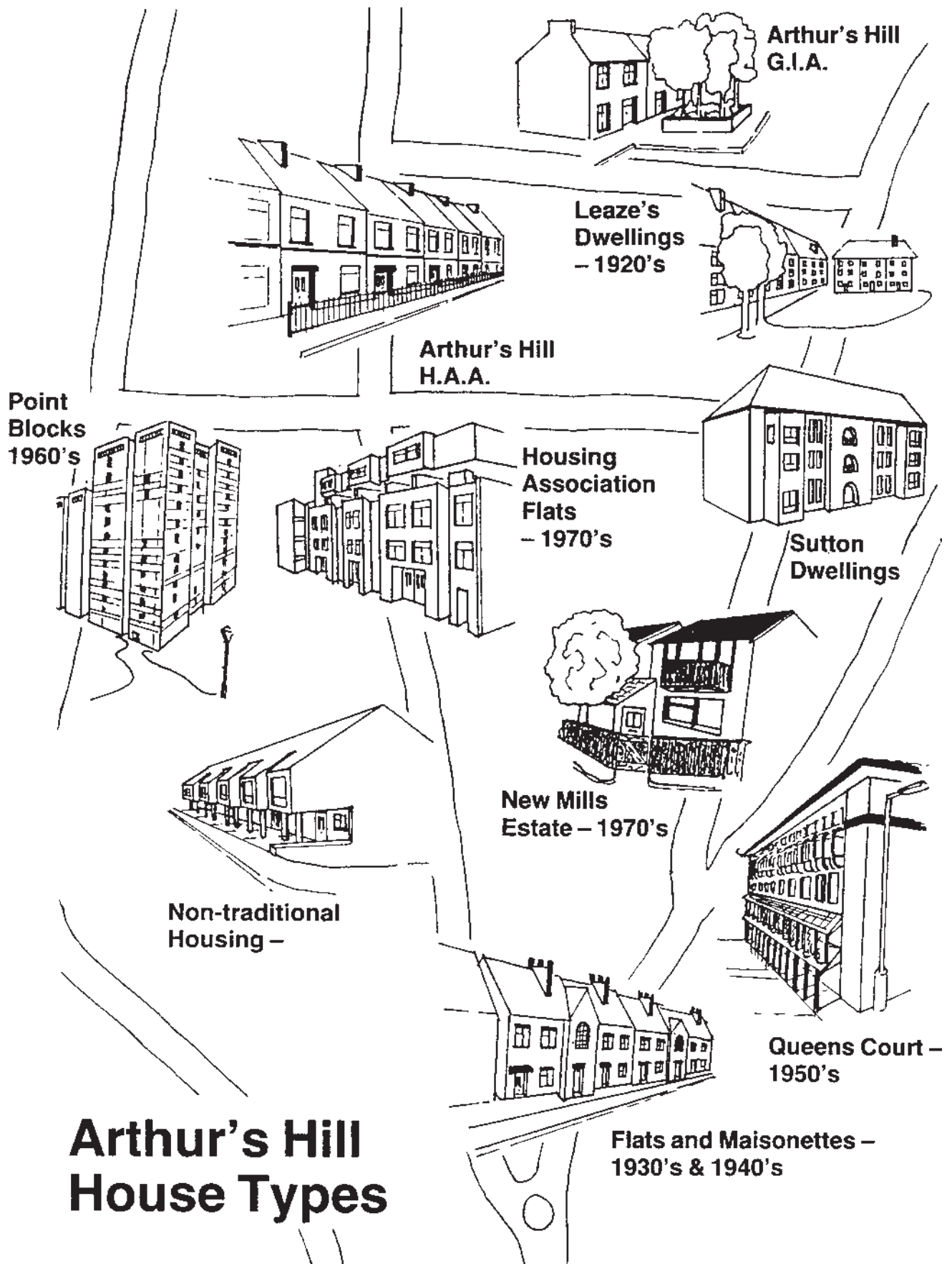
Activity 12

Bearing in mind the information we have given previously, try and identify where the photos in Section B fit into the maps in Figures 4 and 5.

Time allocation: 15 minutes

3. The Environment

Now let us look at the environments of these areas.

Activity 13

Using the photographs, the maps and all the other information we have given you, try and describe what you think each of the areas is like in terms of environment, i.e. what it is like to live there.

Time allocation: 15 minutes

3.1 The environment of Shieldfield

We felt that Shieldfield was an attractive area, even though it contained many ugly buildings. Either through careful planning or, as is more likely, by chance, the mixture of housing types seems to have blended well producing an area full of contrasts and interest.

In addition, it seems to have retained a community identity. We have been told by the Housing Manager responsible for the area that it has a stable population, the majority of whom have lived there for some considerable time. She also told us that there were many active residents involved in a tenants' association, a disabled forum, elderly people's groups and so on.

The old Victorian terraces interspersed about the area, as well as the retention of churches and pubs, seem to have allowed Shieldfield to keep some of its old character.

The popularity of Shieldfield is further enhanced by its proximity to the city centre. (It's only a two minute walk!) This ensures that the council houses are not hard to let, and few of the problems associated with difficult to let estates are found here. It is interesting to consider whether Shieldfield would be successful if situated further from the city centre.

3.2 The environment of Arthur's Hill

Even though it is similar in some respects to Shieldfield, for example the low level of owner-occupation, Arthur's Hill feels very different. By being spread out with more distinct areas of different housing types, Arthur's Hill does not seem to have an overall community feeling.

The environment in the area is quite bare and the only landscaping which exists relates to particular housing developments, rather than contributing to the whole.

Running through the middle of Arthur's Hill there is a main road which gives the area a feeling of hustle and bustle. This also means it is only a few minutes' bus ride from the city centre.

The Victorian terraces with their long back alleys present constant problems of litter accumulation, which make the otherwise quite pleasant area look shabby.

Arthur's Hill is also notorious for its high crime rate, which particularly affects the student population.

Where there have been attempts to improve the housing stock and its environment, these have been successful. You will see examples of this later in the case study. This has resulted in parts of Arthur's Hill looking 'smart' and more desirable.

D. The Past: The Effects of Changing Housing Policies

1. Researching the History of an Area

After spending a considerable time finding out about Shieldfield and Arthur's Hill today, we wanted to know why these two areas had become what they are. Using our three themes of housing, people and environment we set about our investigation.

Task 8

Write down any ideas you have for sources of information about how your chosen area has changed over time.

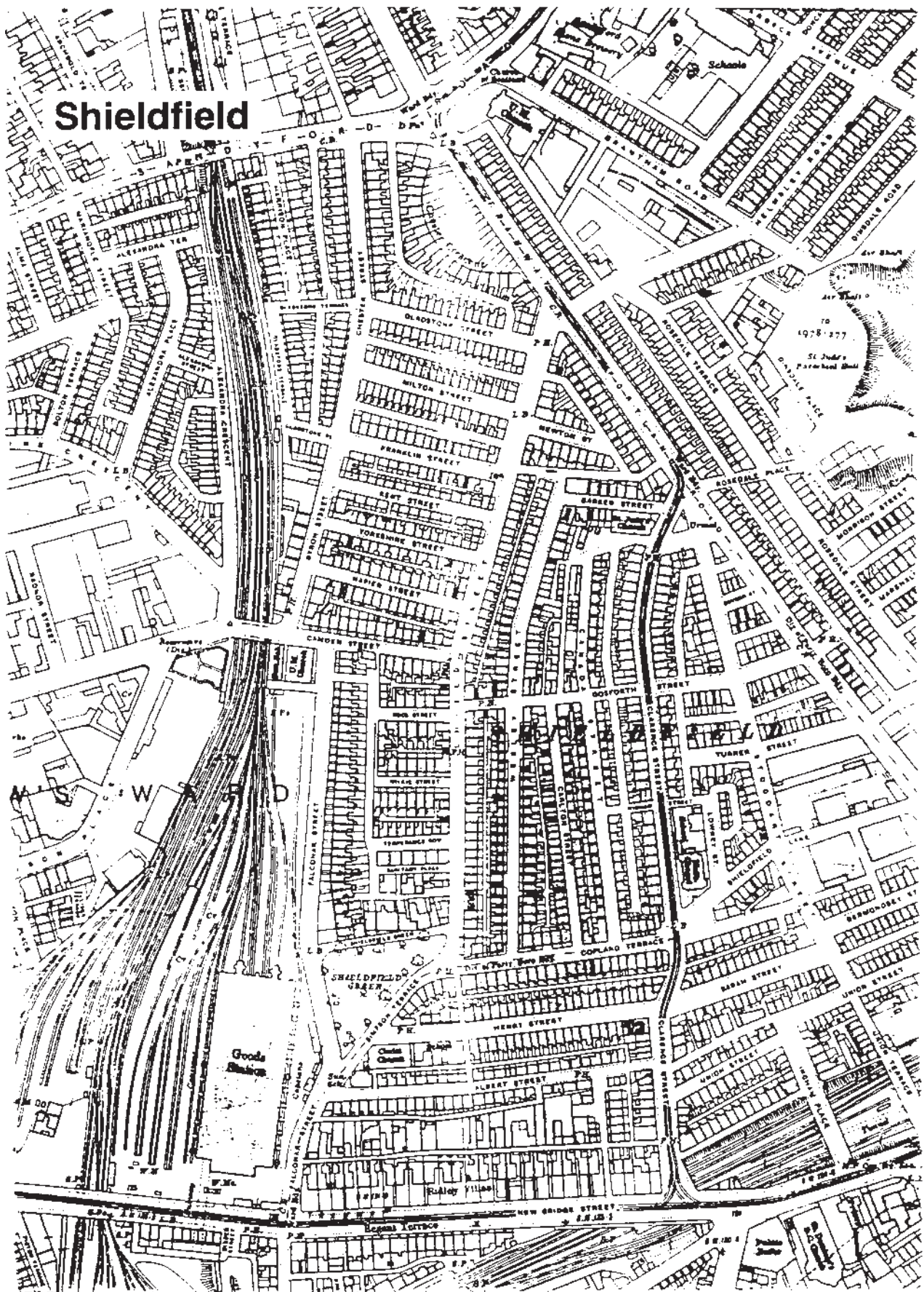**Time allocation: 10 minutes**

We got our information from a variety of sources:

- The local history section of our local library. We found local planning documents useful, especially the Structure Plan and Local Plans for different years. Local authority annual reports and committee reports should show policy changes over time. The librarian will help you to get the relevant documents.

- A local history group. Check to see if one exists in your area.

- We spoke to elderly residents of the area who were a good source of anecdotal evidence, which brought the facts and figures alive. You could also approach established community figures, for example, religious leaders, publicans, etc.

Obviously, for your assignment you can choose how far back you want to go. We chose to look at Shieldfield and Arthur's Hill from the turn of the century, as this is when these areas really began to change into what they are today. Here is the information we found.

We found maps of the areas, dating from about 1910, which are shown in Figures 6 and 7.

Figure 6:   Shieldfield c.1910

Figure 7:   Arthur's Hill c.1910
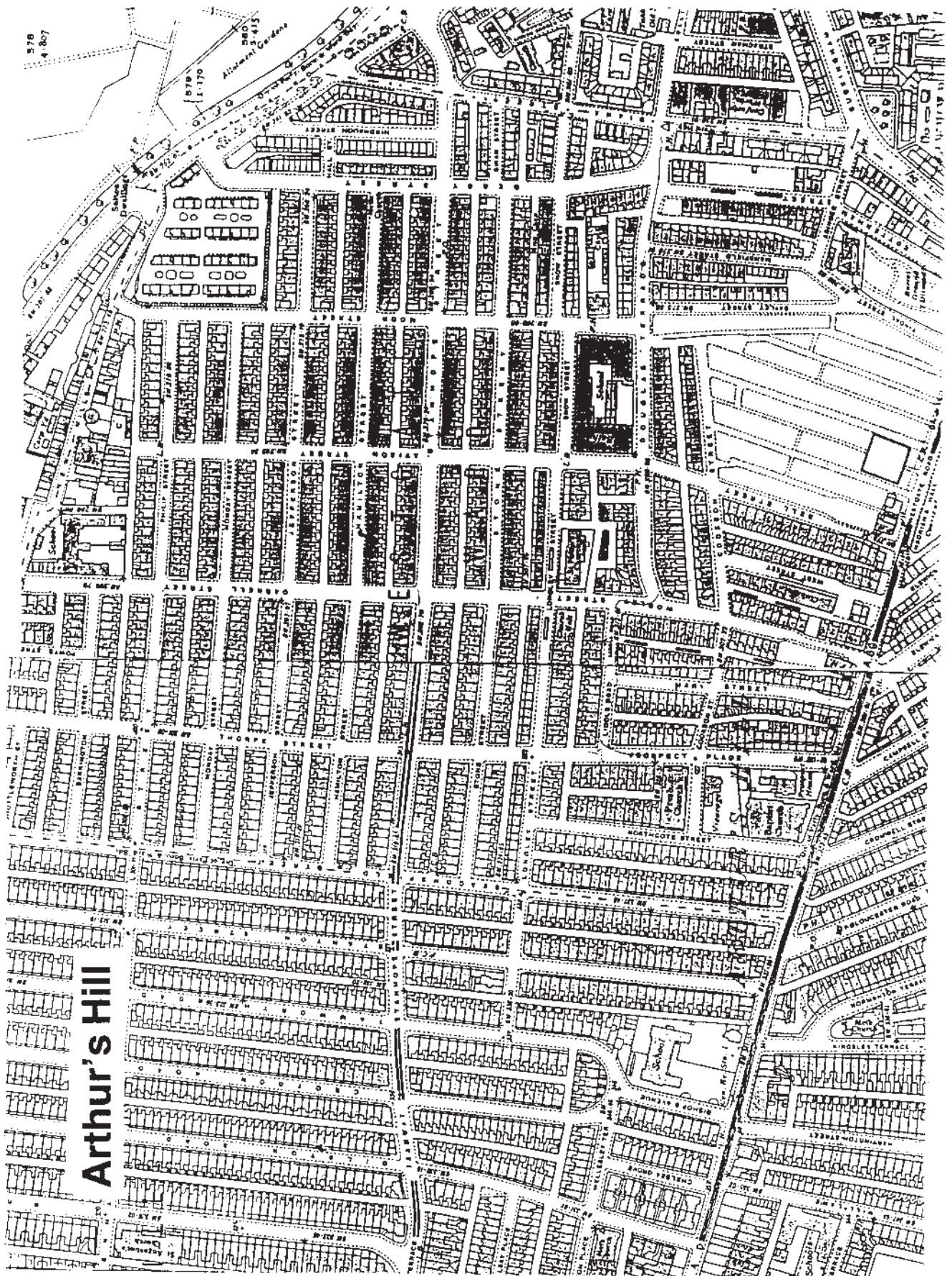
Activity 14

Study the maps in Figures 6 and 7. What do they tell you about Shieldfield and Arthur's Hill in 1910?

Time allocation: 10 minutes

As you can see, both areas appear to have the same street patterns and type of housing. If you compare this to the Victorian terraces we talked about in Arthur's Hill, you will see it is the same.

This is because during the nineteenth century, Newcastle developed its own distinctive form of housing called Tyneside flats.

Photo 10

Look at Photo 10. What do you see? A standard terrace house?

It is in fact a pair of Tyneside flats, basically a terrace house divided horizontally into upper and lower flats. Each time we have mentioned Victorian terraces, we usually mean a terrace of Tyneside flats.

Tyneside flats presented Newcastle with a particular housing problem which ultimately required a distinctive solution which you will find out about later.

During the early part of this century, Tyneside flats were synonymous with overcrowding. This was due to their small size, many with only one or two rooms, and high densities. In many ways this made the housing conditions in Newcastle during the 1920s some of the most overcrowded in the country.

Is your area identified with any particular type of housing? For example, parts of Scotland are renowned for tenement blocks.

2. The Effects of Central Government Policy

We are now going to look at how housing in our areas has been affected by central government policy.

At suitable points in the following text we will provide you with overviews of housing legislation this century which applies to England and Wales. We have included these overviews for your own reference, so they cover all legislation, whether or not it had an impact in our chosen areas. Scottish legislation is covered separately in Section E.

2.1 The inter-war period

After the first world war and throughout the 1920s the standards of the council housing built varied according to the amount of subsidy central government was prepared to give. In the immediate aftermath of the war the Addison Act gave generous subsidies: this was when local authority housing was established as a real alternative tenure to the private rented sector. Following the **Tudor Walters Report** there was a general move towards spacious leafy cottage type estates. Look for this type of housing in your area.

Tudor Walters Report 1918

The government committee behind this report was meant to find ways of producing housing quickly and economically after the war.

Instead, it took a more forward looking line and considered estate layout and ideal housing. This included:

- minimum room sizes

- recommendations on cooking and heating

- general design matters.

This became the *Official Housing Manual* for local authorities in 1919, and eleven Regional Housing Commissioners were set up to make sure it was followed.

In 1921, another government committee reported on *The High Cost of Building Working Class Dwellings*. This effectively brought an end to central government's insistence that Tudor Walters be followed. Standards were relaxed as the eleven Regional Commissions were closed.

In our two areas, the only example of 1920s council housing is found in Arthur's Hill.

Photo 11

However, this is not particularly representative of the types of housing built during this time.

The photo shows three storey tenements consisting of 84 dwellings, built to rehouse people displaced from a slum clearance area in another part of the city.

These dwellings are still structurally sound, probably due to the fact they were built with generous subsidies under the Labour government's **Wheatley Act 1924**, and remain a popular development.

Table 4 gives the figures for local authority house building in Newcastle during the 1920s.

Table 4:   Newcastle House Building 1920s

Housing Act	Number of dwellings
1919	1,110
1923	146
1924	802
1925	546

(Source: Newcastle Housing Committee Minutes 1926.)

These figures show that the Acts under which the most houses were built are those with the more generous subsidy levels, for example, the 1919 and 1924 Acts.

At the end of the 1920s there was a change in housing policy.

It was argued that the worst of the immediate post war housing shortage had been dealt with and attention was turned to slum clearance. Subsidy arrangements in the **1933 Housing Act** meant that local authorities could now only build to rehouse people from slum clearance areas.

Emphasis moved away from provision for the working classes to rehousing only the poorest members of society.

Activity 15

Can you guess the effect of this change of emphasis in housing policy?

Time allocation: 5 minutes

This change in policy led to a fall in standards for two main reasons:

• It was felt that the poor could not afford to pay for better quality housing.

• There was a feeling that perhaps poor people did not deserve better quality housing.

Can you see examples of this in your area?

The only example we could find in our areas was in Arthur's Hill.

Photo 12

Photo 12 shows Buckingham Street, which has now been demolished. Although the buildings look like quite spacious houses, they are in fact a series of flats and maisonettes.

Inter-War Period - Legislation affecting England and Wales

Characteristics of pre-1919 housing:

Victorian and Edwardian terraced housing often with solid external walls of locally produced bricks, no damp courses and slate or clay tiled roofs.

1919 Housing and Planning Act (Addison Act)

Introduced subsidies for local authority housing, lower levels of subsidy for Scotland. The houses were generally well built, semi-detached and of low density.

1923 Housing Act (Chamberlain Act)

Introduced a more limited subsidy, mainly to stimulate private builders.

1924 Housing Act (Wheatley Act)

A significant increase in the amount of subsidy available for local authority housing which led to a massive council house building programme.

Houses built under this Act were of better quality, benefiting from advances in building techniques including the use of cavity walls, damp proof courses and suspended floors.

1930 Housing Act (Greenwood Act)

This Act promoted slum clearance and the subsidy levels were based on the number of people rehoused from clearance areas.

1933 Housing (Financial Provisions) Act

Withdrew subsidy for general needs. Local authorities had to concentrate on slum clearance.

1935 Housing Act

Introduced new subsidies for dealing with overcrowding.

The slum clearance and overcrowding subsidies were eventually merged in 1938.

The housing built in this period is often said to be of high quality. However, that built to rehouse people from clearance areas often suffered from reduced space standards.

2.2 The immediate post-war period

The Second World War caused an even greater shortage of housing than the first because of the great bomb damage. As in the 1920s, local authorities were chosen to meet this need. Because of shortages in materials and labour, building licences were issued, which severely restricted private sector building.

In order to meet the demand, huge programmes of housing were planned; local authority housing was no longer thought of as solely for the working classes.

Generous subsidies allowed high quality houses to be built. Yet, due to shortage of materials and the pressure on time, new factory based pre-fabricated building techniques were experimented with on some estates; this was to cause a lot of problems in the future.

The Dudley Report 1944

As with the Tudor Walters Report of the early 1920s, the Dudley Committee reported on house standards.

This committee's main recommendation was an increase in house size, laying down minimum room sizes and circulation space amongst other things.

This became the *Housing Manual.* This was issued to local authorities in 1944 only as a guideline, but to qualify for subsidy the local authorities had to meet at least the minimum standards.

The Dudley Report really lost its influence in 1951. A Conservative government, with MacMillan as the Housing Minister, won the 1951 election on the promise of building 300,000 houses a year. To achieve this smaller dwellings were built at higher densities.

Look back to Photo 2 in Section B, showing the very traditional looking estate in Shieldfield. This is a good example of the high quality housing of this era.

Here is another example of housing built at this time in Arthur's Hill.

Photo 13

This looks very different from how it would have looked when first built as it has recently had a lot of improvement work done, but it should still give you an idea of the experimental feeling of the time.

Task 9

Find out what houses were built in your chosen area just after the Second World War. What are the characteristics of these houses?

The Immediate Post-War Period – Legislation affecting England and Wales

1946 Housing Act

Introduced generous subsidies for local authority building and restricted the private sector through a system of building licences to avoid competition for scarce resources.

1949 Housing Act

Local authorities no longer had to build only for the working classes.

Generally the housing in this period was built to high standards in low densities and with generous gardens.

2.3 The 1950s-1970s

Policy change in the 1950s reflected what had gone on previously in the 1930s. The government encouraged the private sector to meet general needs through the abolition of building licences. This resulted in a boom in suburban house building which saw owner-occupation become the dominant tenure. As our chosen areas are predominantly social housing this did not affect them at all.

Local authorities were again reduced to providing only for people from slum clearance areas, with lower subsidies and standards after the **1956 Housing Subsidies Act**.

Both the private sector and local authorities maintained a high level of output during this period, with housing being a top political priority. The slum clearance programmes were massive, reflecting the attitude that in a prosperous society people should not be living in such conditions.

The subsidy structure of the 1956 Act encouraged the development of high-rise building. All the tower blocks in our areas were built under this Act. The first blocks ever built in Newcastle are the three point blocks found in Shieldfield completed in 1958.

Task 10

If there are any tower blocks in your area, try and find out when and how they were constructed.

High-Rise Flats

Factors that contributed to high-rise development:

- Central government had become increasingly concerned about the potential loss of agricultural land and therefore encouraged high density building in urban areas.

- Central government was also keen to find a cheap, high technological answer to the provision of mass housing.

- Large construction companies emerged which saw local authority housing as a potential market for high-rise, system building techniques which had been developed in the field of office building.

- Architecture at the time was influenced by a movement that made the tower block the symbol of modernity.

Contrary to expectations, high-rise developments proved to be more expensive than traditional building techniques. Therefore the government introduced higher subsidies between 1956-1967 for high-rise building.

The fashion for high-rise building began to decline at the end of the 1960s, especially after the Ronan Point disaster in 1968 when a gas explosion caused the collapse of a tower block in East London. Concern was also growing about the sheer cost of high-rise development and the fact that similar densities could be gained through low to medium-rise buildings.

The Parker Morris Report 1961 - England and Wales

It was felt that another report on housing quality was required because living standards had risen, leaving housing standards behind.

The report was called *Housing for Today and Tomorrow*. Its main recommendations were on space standards (including storage space) and heating.

Many local authorities followed the Parker Morris proposals. They were not made compulsory until the **1967 Housing Subsidies Act** was passed which came into force in 1969.

To get subsidy local authorities had to adopt at least the minimum standards.

To keep levels of subsidy down, a 'cost yardstick' was applied at the same time by central government. This limited the level of subsidy on each dwelling. This had two effects:

• local authorities could only really build to the minimum Parker Morris standards; and

• cheaper materials and designs, for example flat roofs, were used.

Parker Morris and the cost yardstick were abolished in 1981.

The boom in high rise was also fuelled by the reintroduction of general needs subsidies at the beginning of the 1960s. Now high rise was not only used to rehouse people from slum clearance areas.

In 1961, in order to build on a large scale, Newcastle developed a twenty year slum clearance and redevelopment programme. Its aim was to do away with bad housing conditions within twenty years. Newcastle's policy at this time was particularly interesting. There was a new approach to housing and planning in the city. A consensus between the housing and planning committees appeared to exist at this time based very much on an Utopian belief in modernising the fabric of the city and the lifestyles of its inhabitants. A systematic approach to housing developed encompassing the then new and modern ideals of high-rise living and consequently clearance was high on the agenda.

Internal politics and a clash of interests brought an end to these types of policies and although the basic elements of the urban development plan of this period remain essentially the same today, it would be hard to imagine what Newcastle city centre would have looked like if they had been followed to the letter. Newcastle would look completely different today.

Task 11

Look at the planning policy for your area during the 1960s. Can you see similar trends to the policy in Newcastle? You will find this by looking at the planning committee reports, the Structure Plans and Local Plans for this period in your area.

Both in Shieldfield and Arthur's Hill, large areas were cleared to make way for new developments. This map shows how this twenty year plan would have affected Arthur's Hill if it had been completed.

Figure 8: Arthur's Hill proposed clearance 1962-1981

Arthur's Hill Proposed Clearance 1962 – 1981

Key:—
Due to be cleared
1962 – 67
1971 – 76
1976 – 81
Already cleared:
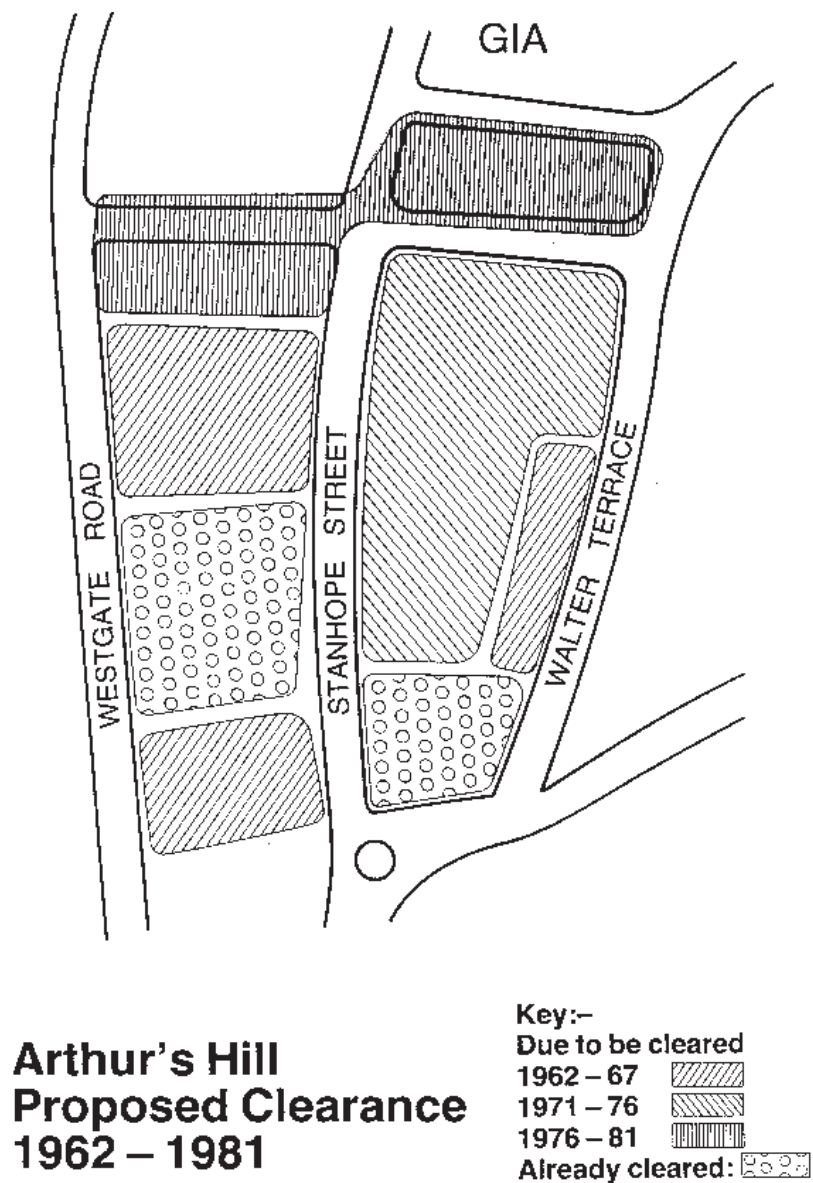
It is important to remember that not all dwellings built at this time were high rise; the extent to which high rise was used varied between different regions. The only examples we could find of housing built under the 1961 Act were low-rise developments, such as the following in Shieldfield.

Photo 14

The end of the 1960s saw a cut in the rate of housing investment due to the country's economic problems. Also the sheer size of the problem of unfit dwellings was found to be much larger than anticipated when the first *English House Condition Survey* was carried out in 1967. This meant new policies had to be implemented.

Activity 16

What direction do you think these new policies took?

Time allocation: 10 minutes

The new policy framework was based on the idea of improving existing houses rather than slum clearance and redevelopment. The **1969 Housing Act** introduced **General Improvement Areas (GIAs)**, which were intended to secure the improvement of whole areas of older housing. They were based on individual owners receiving improvement grants to modernise their property. The local authority role was kept to environmental improvements, i.e. smartening up the streets and providing the environmental amenities such neighbourhoods lacked. It was hoped that this would provide an impetus to owners to take up the grants.

A GIA was declared in one part of Arthur's Hill following this Act.

Photo 15

Activity 17

Look at Photo 15 showing the GIA in Arthur's Hill. Can you guess what environmental improvements the local authority undertook?

Time allocation: 5 minutes

These were the environmental improvements:

• Trees and shrubs were planted to soften the environment and break up the monotony of the landscape.

• Streets were blocked off to reduce the volume of through traffic.

• Parking lay-bys were created throughout the area (see the paved areas in the foreground).

• Roads were narrowed to reduce the traffic speeds.

Tables 5 and 6 show you the tenure structure and age structure in Arthur's Hill GIA.

Table 5: Tenure structure in Arthur's Hill GIA; 1981

Owner-occupation	Council	Housing assoc	Unfurnished rented	Furnished rented
44%	1%	2%	9%	44%

(Source: S Cameron/R Stuart, *Housing Review* 1982.)

Table 6: Age structure in Arthurs Hill GIA; 1981

0-16	17-29	30-44	45-60/65	60/65+
11%	64%	7%	11%	8%

(Source: S Cameron/R Stuart, *Housing Review* 1982.)

Activity 18

Study Tables 5 and 6.

What do they tell you about the type of person living in this area? What effect do you think this may have had on improvement policy?

Time allocation: 10 minutes

The significant points we found here are:

- The high incidence of furnished rented accommodation coupled with the large percentage of 17-29 year olds shows that the GIA houses a lot of students.

- There is also a high level of owner-occupation, dominated by people who are over 45 years old.

This illustrates the fact that GIAs failed to be targeted in areas of greatest housing need. Often they resulted in the gentrification of the GIA areas; that is, instead of the housing improvements serving the established local communities, other, higher income groups were drawn in. This can be seen in the high levels of owner-occupation and furnished private renting to students who, collectively, can pay higher rents.

In response to these worries, the **1974 Housing Act** brought in **Housing Action Areas (HAAs)** to supplement the GIAs. HAAs extended the idea of area improvement to areas of older, poorer housing and greater housing stress.

A HAA was established in Arthur's Hill in 1974; it was situated right next to the GIA, in an area which had been earmarked for clearance since the 1960s.

Tables 7 and 8 show tenure and age structure for the HAA.

Table 7:   **Tenure structure in Arthur's Hill HAA; 1981**

Owner-occupation	Council	Housing assoc	Unfurnished rented	Furnished rented
13%	3%	40%	20%	24%

(Source: S Cameron/R Stuart; *Housing Review* 1982.)

Table 8:   **Age structure in Arthur's Hill HAA; 1981**

0-16	17-29	30-44	45-60/65	60/65+
15%	42%	11%	13%	19%

(Source: S Cameron/R Stuart, *Housing Review* 1982.)

Activity 19

Compare the tenure and age structures in the HAA (tables 7 and 8) to the tenure and age structures in the GIA (tables 5 and 6). What are the differences?

Time allocation: 10 minutes

The most significant points we found were:

• In the HAA there is a much lower level of owner-occupation than in the GIA. There is also a relatively high incidence of more traditional renting, that is unfurnished renting and a surprisingly high level of housing association provision.

• The age structure in the HAA shows a mixed population: there are more children and more old people than in the GIA, and although there is still a large proportion of 17-29 year olds, this is by no means the overwhelming feature.

Overall these figures represent what you would expect to find in an established lower income Newcastle community such as Arthur's Hill.

We'll now look at what actually happened in the HAA.

An important part of this improvement policy was the high profile that local authorities took. They were given an impressive range of new powers that allowed them to force individuals to improve their properties through the issuing of legal notices requiring them to undertake the desired work. If the owners still did not improve them, the local authority could use its compulsory purchase powers to buy the property from the owner and do the necessary work itself.

In Arthur's Hill many of the properties taken over by Newcastle City Council in this manner were transferred to North Housing Association. In addition many private landlords sold their houses directly to this organisation. This accounts for the high housing association presence in the tenure breakdown for the HAA.

Newcastle's HAAs were particularly successful, and this is a good example of how local policy can affect and improve central housing policy.

The following factors were instrumental in Newcastle's success:

*   Special Area Improvement Teams were set up. These co-ordinated the different agencies involved, oversaw the improvement works and were responsible for serving the repairs notices and compulsory purchase orders.

*   The areas which were improved mainly consisted of Tyneside flats (see above). A pair of flats would be improved together, therefore two improvement grants would be available for what was essentially one building. In each case the roof would be renewed and damp proofing installed, and a two-storey extension was built in the backyard to provide a new bathroom and kitchen for each flat.

*   The Newcastle region was also marked for its low building costs, therefore improvements could be carried out within the grant limits set by central government.

Task 12

If you have got an HAA in your area try and appraise its success in terms of what improvement work was done, whether all the properties in the designated area were improved and whether the area managed to house the existing population without any gentrification taking place.

Look for other examples of successful policy implementation in your area (not just HAAs).

Photo 16 shows part of the Arthur's Hill HAA.

Photo 16

In Shieldfield there was also an HAA in Harrison Place, shown in Photo 17. This was in an area of traditional Victorian terraced housing.

Photo 17

Tables 9 and 10 show the change in tenure structure between 1974 (when the HAAs were set up) and 1980.

Table 9:   Arthur's Hill tenure change 1974-1980

	1974 %	**1980 %**	**Change %**
Owner-occupied	13	12	-1
Council	23	1	-22
Absentee landlord	53	29	-24
Resident landlord	11	10	-1
Housing association	0	49	+49

(Source: S Cameron, Unpublished Research.)

Table 10: Harrison Place tenure change 1974-1980

	1974 %	**1980 %**	**Change %**
Owner-occupied	28	47	+19
Council	30	34	+4
Absentee landlord	39	16	-23
Resident landlord	2	2	0
Housing association	1	1	0

(Source: S Cameron, Unpublished Research.)

Activity 20

Compare tables 19 and 20. What do they tell you about the differences between Harrison Place and Arthur's Hill HAAs?

Time allocation: 5 minutes

The most significant points we gained from the tables were:

• In Arthur's Hill owner-occupation has been maintained at quite a low level but there has been a lot of movement in the rented sector. Note the rise of housing associations.

• In Harrison Place there has been an increase in owner-occupation, at the expense of the private rented sector.

We would assume that the trend in Harrison Place has continued up to the present because of the desirability of the dwellings (i.e. they are houses rather than flats, in a popular location), as well as the promotion of home ownership throughout the 1980s.

The 1950s-1970s - Legislation affecting England and Wales

1954 Housing Repairs and Rent Act

Restarted slum clearance and encourage private sector improvements.

1956 Housing Subsidies Act

Removed subsidy for all general needs housing except for one bedroomed properties. The remaining subsidy structure encouraged slum clearance and the development of high-rise building.

The 1960s saw the use of industrial building techniques involving modular construction and the maximum use of factory production.

1961 Housing Act

Reintroduced general needs subsidy but at two different rates.

1967 Housing Act

More generous subsidies were introduced with expense to central government controlled by 'cost yardstick'.

1969 Housing Act

Raised level of improvement grants and introduced General Improvement Areas (GIAs).

The 1970s saw the movement back to traditional construction, building to mandatory standards for space, heating, insulation, etc.

1972 Housing Finance Act

Changed rent and subsidy system for local authorities in order to raise rents and to reduce the amount of subsidy available.

1974 Housing Act

Introduced Housing Action Areas (HAAs).

1975 Housing Rents and Subsidy Act

Overturned provisions introduced under the 1972 Act.

2.4 The 1980s

The 1980s saw a great deal of change in housing policy and more particularly in the role of local authorities in housing provision.

There was a breakdown in the political consensus towards housing policy that had existed since the Second World War, namely that local authorities should provide affordable housing to rent.

This meant radical policy changes.

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Activity 21

Write down any changes in housing policy during the 1980s which you can think of.

Time allocation: 10 minutes

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The main change was a realignment of who should provide what housing. The government attempted to achieve this through changing the whole financial framework of housing in order to encourage or discourage certain types of activities.

The Conservative government, through its reduction in capital expenditure for house building, made building by local authorities very difficult. Some did continue to build a lot in their districts by using complex financial arrangements.

There were attempts made to revitalise the private sector. This was extremely successful in terms of owner-occupation but the private rented sector did not respond well to financial incentives.

Housing associations became regarded as the new providers of social housing and as such are received an increased proportion of available resources.

All housing policy in the 1980s was geared towards this major financial realignment.

Let's look at how this affected our areas.

The Right to Buy

The **Right to Buy** for council tenants was introduced in the **1980 Housing Act**.

It was further promoted through the **Housing and Building Control Act 1984** which increased the maximum discount from 50% to 60% and reduced the qualifying period from three to two years.

The **Housing and Planning Act 1986** brought in an even more generous maximum discount of 70% for flats to encourage the tenants of such properties to buy. It also reduced the period during which the owner was liable to repay the discount if they sold, from five to three years, for both houses and flats.

Task 13

Try and find out the figures for Right to Buy sales for your area or local authority.

The following tables demonstrate the Right to Buy sales in our areas. The figures are not directly comparable, as the format for displaying Right to Buy sales in Newcastle's Housing Department annual reports changed in 1986/87. The figures for some years are missing as the information was not available. The latter years show the figures in terms of ward boundaries, in our case Sandyford (Shieldfield) and Moorside (Arthur's Hill). Before 1986/87 the figures were given for the housing management areas; Shieldfield came within Area 2 and Arthur's Hill came within Area 3.

The ward figures are more closely representative of our districts.

Table 11: **Right to Buy sales from 1982-1986**

Year	Total sales in Newcastle since 1981	Percentage of total 1981 stock	Area No.2		Area No.3	
			Number sold	Percentage of total sales in that year	Number sold	Percentage of total sales in that year
82-83	2,468	5	190	7.69	34	1.38
83-84	3,200	7	79	8.37	24	1.81
85-86	4,175	8.6	No figures given			

(Source: Newcastle Housing Department Annual Reports.)

Table 12: **Right to Buy sales from 1986-1992**

Year	Total sales in Newcastle since 1981	Percentage of total 1981 stock	Sandyford		Moorside	
			Number sold	Sales as percentage of 1981 stock in this area	Number sold	Sales as percentage of 1981 stock in this area
86-87	4,485	9.3	67	3.3	42	3.0
87-88	4,847	10	69	3.4	46	3.3
88-89	5,487	10.8	86	4.3	50	3.6
90-91	7,099	13.9	133	6.6	79	5.7
91-92	7,465	15.5	150	7.4	86	6.2

(Source: Newcastle Housing Department Annual Reports.)

Activity 22

What do these figures tell you about Right to Buy sales in our areas: How do they compare with your area?

Time allocation: 10 minutes

The most significant points are that in comparative and absolute terms Shieldfield had a greater number of Right to Buy sales than Arthur's Hill.

There are two main reasons for this trend:

• The popularity of Shieldfield due to its location.

• The stock in Shieldfield, especially the estate of very traditional houses, made it more attractive to prospective owner-occupiers.

Although the figures fluctuated throughout the 1980s, the trend is still upward, now accounting for 15.5% of the total 1981 stock. This might appear high but in comparison with other regions in England and Wales, Newcastle has had a low Right to Buy take up, reflecting the relative unpopularity of home ownership in this area.

There was been a definite downturn in the mid nineties, reflecting the lack of movement in the private housing market. There has been no significant upturn despite the recent buoyancy of the private housing market in many areas of the UK.

We will now look at the Right to Buy figures in terms of the type of properties sold. These figures are only available for Newcastle as a whole.

Table 12: Newcastle Right to Buy sales - types of property

Flats	2 Storey	3-7 Storey	Multi	Total
1 bed	47	8	2	57
2 bed	286	74	8	308
3 bed	51	20	-	71
4 bed	11	-	-	11
				507
Maisonettes				
2 bed		4	-	4
3 bed		15	1	16
				20
Bungalows				
2 bed				51
3 bed				25
4 bed				2
				78
Houses				
1 bed				3
2 bed				843
3 bed				5,483
4 bed				420
5+				111
				6,860

The type of stock which has sold the most, perhaps inevitably, is the three bedroomed house. Indeed, far more houses of all sizes have been sold than any other kind of dwelling.

Interestingly, flats take second place (although a long way behind), and maisonettes and bungalows have had negligible sales. As one would expect, it is the flats in lower rise developments that have been sold: only ten multi-storey flats have been sold in the whole city.

New building

In our areas there has been virtually no new building by the local authority. The only developments have been sheltered housing for the elderly. This is because the elderly are seen as being in particular need in Newcastle.


Task 14

Find out whether any dwellings were built by the local authority in your area during the 1980s. What policy did your local authority pursue? Did it continue to build generally, or, like Newcastle, restrict its new build to those seen as being in particular need?

Improvements to housing stock

Another response to the restrictions in capital expenditure was that Newcastle City Council improved existing stock to make better use of resources. This was in line with a more general belief that more dwellings could be brought into circulation through improvement rather than new build.

Photo 18: Queens Court
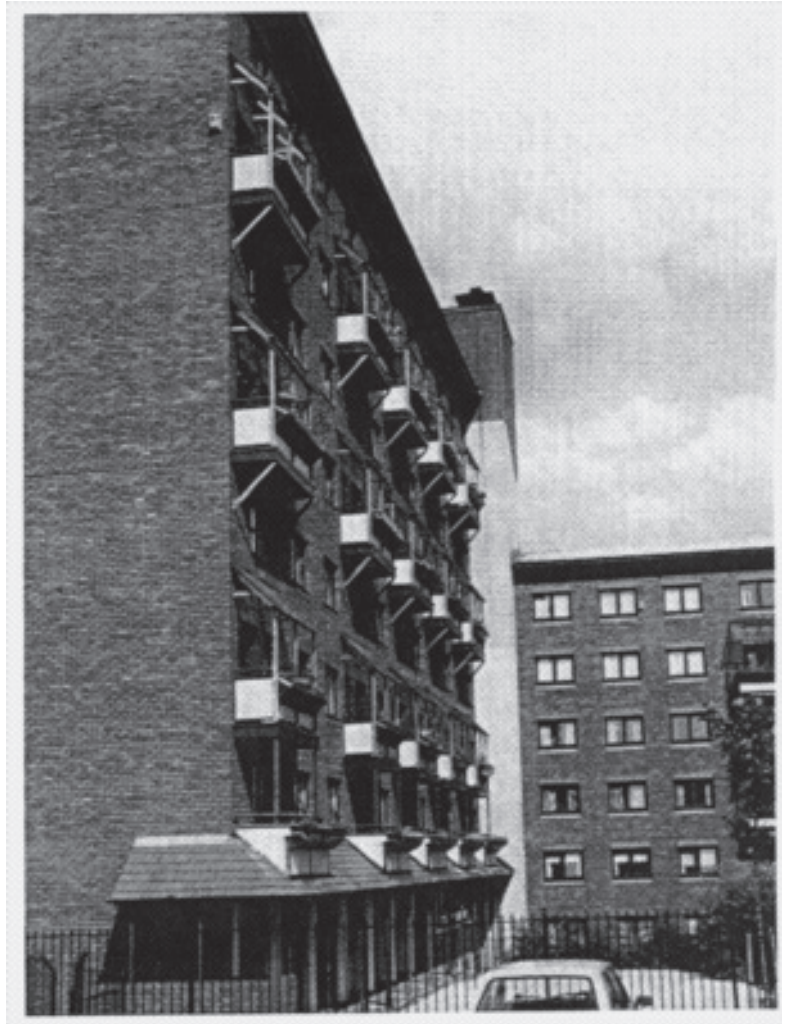
This included relatively minor works such as insulation, heating and security works on the tower blocks in both our areas and more major projects such as the Queens Court rehabilitation (see Photo 13 above).

Newcastle has made great improvements to its housing stock since the turn of the century. We will now show you how Newcastle has attempted to solve more recent problems with its stock.

Task 15

What are the major problems that your city/town/village faces in terms of its housing stock? Try and think of some ways that these problems can be seen in your area.

Time allocation: 10 minutes

In Newcastle, overcrowding is no longer a major problem and most dwellings now have at least the basic amenities. Slum clearance has removed the worst housing, and improvement programmes have ensured that the remaining houses are up to an acceptable standard.

It must be remembered, however, that housing renewal is an ongoing process. The major problems Newcastle now faces are ones of disrepair. This includes structural unsoundness, bad internal layout and lack of modern facilities such as central heating.

This affects both old pre-war housing (for obvious reasons) and more modern 1960s and 1970s housing, due to the non-traditional building techniques and materials used.

Newcastle has increasingly concentrated part of its resources on solving this disrepair problem through a range of programmes:

*   Capital expenditure has been used to address particular problems. Perhaps the most impressive project in our areas has been the refurbishment of Queens Court in Arthur's Hill. Here a staged modernisation and external fabric renewal programme took place. Other projects have included insulation and heating programmes in all the multi-storey blocks in our areas and door security improvements.

*   Newcastle is part of an **Inner City Partnership**. This is a central government renewal policy aimed at bringing the private sector into urban regeneration. It only operates in England and Wales.

    Shieldfield is within the Inner City Partnership's boundary: this means it has been designated a **Priority Team Area** by Newcastle City Council and so has access to extra funds. Over the years this money has been used to improve the environment alongside modernisation programmes. The use of Priority Area Teams is a practice specific to Newcastle, and is an attempt to target resources on areas in need.

*   Both Shieldfield and Arthur's Hill have 'Area Housing Management Committee Pools', which have a certain amount of money to be spent on addressing local issues. The Leazes Dwellings in Arthur's Hill gained a controlled entry system through this.

Task 16

Find out what sources of funding have been used to improve housing in your area.

In England and Wales, sources of funding include:

(1)   Estate Action funding

This was set up in 1985. Local authorities submit improvement proposals to the **Department of the Environment**. If accepted, the DoE will allocate additional credit approvals (permission to borrow) to the local authority to do this work.

The accepted bids usually include three elements:

- localised housing management;

- transferring part of their stock either into owner-occupation or to a different landlord, for example, a housing association;

- improved tenant participation in the running of the housing service.

(2)   Urban Development Corporations (UDCs)

This is a method of renewing inner city areas with the main emphasis on the private sector to promote and facilitate the change. Usually only small areas of housing are included as the UDCs are more concerned with economic regeneration.

(3)   City Challenge

This is the government's latest urban renewal policy set up in 1991. Local authorities have to bid in competition with each other to get this funding. This policy is more geared to the 'social' side of regeneration and as such will affect housing areas greatly.

There were numerous other regeneration policies that may have affected your area during the late 1970s and 1980s, including the **Urban Programme**, **City Grant**, **Task Force** and **Enterprise Zones**.

Scottish regeneration and renewal programmes are described in Section E.

Private sector

In our areas it is difficult to see the effect of the policy moves in relation to the private sector (both in terms of owner-occupation and private renting). This is for a number of reasons:

Both areas are well established communities and there is simply not the space for new private sector building.

Private renting has not been revitalised to any extent. This is similar to the nationwide trend which we will discuss later, in part 3 of this section, **Changing patterns of tenure**.

These two factors are compounded by the fact that both Shieldfield and Arthur's Hill are predominantly local authority areas.

Housing associations

In addition, you cannot see recent housing association developments in either of our areas. However, Shieldfield has a well established housing co-operative and in Arthur's Hill there was a lot of housing association activity during the 1970s. This was facilitated by the introduction of the **Housing Association Grant (HAG)** in the **1974 Housing Act** which gave more generous subsidies to housing associations and started the modern expansion of this movement.

Housing Associations

Housing associations are non-profit making organisations, usually with charitable status, that seek to provide housing for rent or low-cost home ownership schemes. The housing association movement is often referred to as the **voluntary housing sector** because it provides an alternative to both the private sector and local authority housing. Traditionally they have played a major role in providing specialist housing for groups often less well served by the other sectors.

Since 1974, housing associations registered with the **Housing Corporation**, or **Scottish Homes** in Scotland, have received government grants (HAG) now SHG (Social Housing Grant) to aid their development. However, since the **1988 Housing Act** housing associations now have to raise much more of their finance from the private sector.

During the 1980s the government looked to housing associations to take on roles more traditionally associated with the public sector.

Housing Co-ops

A housing co-op consists of a group of people who share in the responsibility and management of their own housing. In many ways housing co-ops are like housing associations, providing housing for rent on a non-profit making basis. However, co-ops are primarily about a collective response to housing problems.

There are a number of different types of housing co-ops:

Management co-ops

These co-ops do not own the property within which their members live but manage it on behalf of the owner, e.g. a local authority or housing association.

Short-life co-ops

These co-ops utilise empty properties, usually from a local authority or housing association, to provide short life housing.

Equity sharing co-ops

Each member has a financial share in the property and when they leave are bought out by the new member.

Non-equity co-ops

These co-ops have limited liability, this means each member takes out a £1 share for which they are liable. This is the most popular form of co-op because it can be registered with the Housing Corporation or Scottish Homes and receive grants.

There are four housing associations in Arthur's Hill and between them they make up 39% of all social housing in the area.

- The largest is **North Housing Association** which participated in the Arthur's Hill Housing Action Area. By working with the local authority, North Housing Association purchased properties from private landlords and owners, improved them to modern standards and then relet to new residents. In total, North Housing Association has 440 properties in the area, many of which are Tyneside flats.

- The Stanhope Street flats described and shown in the overview of Arthur's Hill are owned by **North British Housing Association**. This is another example of a housing association working in partnership with the local authority. The land was originally cleared by the local authority and then sold cheaply to North British in exchange for nomination rights. The development is designed as three villages consisting of 351 dwellings of one, two or three bed flats or maisonettes.

- The North British Housing Association has carried out environmental improvements at Stanhope Street such as replacing windows and doors, cavity wall insulation, shower and spray tap instalment to reduce the amount of water used. In addition to this there is a project underway to install district heating, where residents tap in to a communal source of heat thus reducing their heating costs.

- The oldest housing association development in the area is by **Sutton Housing Trust**. We have also already looked at these dwellings in the overview of Arthur's Hill. These dwellings were built just after the first world war, consisting of 78 one, two or three bed properties. In 1985 the scheme was extended through the building of 60 new homes including a sheltered housing scheme.

- The other housing association in Arthur's Hill is **English Churches**, which owns 22 self-contained sheltered flats for the elderly. These were built in the 1970s and, as with all the housing association developments in Arthur's Hill, demand continues to be high.

It must be remembered that housing association developments during the mid-1970s were a result of housing associations working alongside local authorities rather than in place of them.

This changed during the 1980s and culminated in the **1988 Housing Act** which introduced a new funding regime for housing associations. This has opened the way for housing associations to pursue the government's policy and become the main builders of new social housing.

Task 17

Look at any housing association developments in your area. How do they fit into the pattern described above?

The 1980s - Legislation affecting England and Wales

1980 Housing Act

Introduced **Right to Buy** for council tenants and a new subsidy system. For every Right to Buy sale the buyer must have been a local authority tenant for a qualifying period. Under the 1980 Act this was three years. On every eligible Right to Buy sale a discount was available to the buyer depending on the length of time they had been a council tenant, up to a maximum of 50% off the market value of the property. Improvement policy was changed to concentrate on individual dwellings and voluntary private sector involvement.

1984 Housing and Building Control Act

Extended maximum Right to Buy discount from 50% to 60% and reduced qualifying period from three to two years.

1985 Urban Housing Renewal Unit within the DoE becomes the **Estates Action Programme**.

1986 Housing and Planning Act

Extended maximum Right to Buy discount on flats to 70%. Reduced the period in which owners would have to repay the discount if they sold their property from five to three years.

1988 Housing Act

Local authorities to be seen as enablers rather than providers. Change to **Assured Tenancies** with no rent control, but with the idea of market rents.

New financial regime for housing associations.

1989 Local Government and Housing Act

New financial regime for local authority housing.

3. Changing Patterns of Tenure

The twentieth century has seen a great change in the tenure structure in housing. We will look at this in more detail as it affects Newcastle.

At the turn of the century, nationwide, about 90% of people were housed in the private rented sector. All the terraces and Tyneside flats in our two areas would probably have been of this tenure.

Our two areas were essentially working class communities at this time. The first big impact on them would have been the beginning of local authority building. This really started in Arthur's Hill in the 1930s and in Shieldfield in the 1940s.

Activity 23

What type of impact do you think the introduction of local authority housing would have had on the people living in these areas?

Time allocation: 10 minutes

Perhaps the greatest change would have been for the better off sections of the working class: they now had an affordable alternative to private renting.

A whole new form of housing had been opened up to these groups. The dwellings were modern, of a higher standard and had better landlords.

Local authority housing affected different groups in this way during its history.

The slum clearance programmes in the 1930s opened up local authority housing to much poorer sections of the community. This did not really give those affected any more choice of tenure but simply meant a change of landlord.

Slum clearance not only radically changed the actual dwellings, but also the whole setting. The terraced streets of our areas were altered out of all recognition.

Photo 18 shows slum clearance in Arthur's Hill.

Photo 19

Activity 24

Try to imagine what affect slum clearance and redevelopment programmes would have had on the people and the environment in the areas where it took place.

Time allocation: 10 minutes

During the 1960s there was a backlash against the large programmes of slum clearance. People felt that their communities were being disrupted and split up. In Newcastle, this was compounded by the fact that people were being housed in large, modern developments built miles away from the centre of the city. It was for these reasons that the residents of Arthur's Hill fought so hard to have their area turned into a Housing Action Area rather than let it be cleared as was planned.

By this time, particularly in areas like Newcastle, the local authority sector had grown dramatically since its beginnings in the 1920s. Alongside this growth in the local authority sector, and partly because of it, there was a steady decline in the private rented sector as a tenure. This can be seen with great clarity in Shieldfield where an area that was predominantly private rented at the turn of the century is now 86% local authority housing. This could only really happen in areas like Newcastle and parts of Scotland where the local authority had extremely large slum clearance programmes. These took properties directly out of the private landlords' hands into local authority ownership.

Other parts of the country have seen a decline in the private rented sector. Often this is due to the increase in owner-occupation as a tenure rather than the action of local authorities.

Particularly during the 1950s, as people's real incomes increased, there was a boom in home ownership. The private sector concentrated on building for this market and many landlords sold their properties, as the returns they could make through rental income fell and they saw the chance for a quick profit.

This trend has continued and hardened. The 1980s saw a massive drive toward home ownership. This can be clearly seen in the Right to Buy legislation of the early 1980s and in the relaxing of mortgage regulations for building societies and banks. Now, nationwide, more than 70% of people are buying their own homes.

Home ownership has also been extended to less well-off groups through such schemes as low-cost home ownership and shared ownership.

Look back to the overview of Shieldfield and to Photo 3 showing the modern looking houses with mono-pitched roofs. These were in fact very early attempts at a **low-cost home ownership scheme** by a private developer in the mid-1970s. Unfortunately, the scheme failed because of the general economic situation at the time, and the buildings had to be completed by the local authority.

Nowadays low-cost home ownership schemes are usually linked with housing associations which are able to negotiate land deals with local authorities.

An alternative to low-cost home ownership schemes are **shared ownership schemes** again involving housing associations. The housing association retains part ownership of the property and the tenant pays a rent on this proportion while raising a mortgage on the remainder. A tenant can usually alter the actual amount owned ('staircasing') until they have outright ownership, or reach a maximum level.

Task 18

You should have already found out the Right to Buy figures for your area. Look at these alongside any attempts at low-cost home ownership. What effect do you think these schemes have had on the people in your area?

Perhaps the most significant effect of Right to Buy sales and shared ownership schemes is that home ownership is now an option for people lower down the income scale than ever before.

These lower income groups have seen their choice widen. At the beginning of the century their only option was to enter the private rented sector; now (if they can afford it or fulfil the correct criteria), local authority housing and owner-occupation are open to them.

There has been another (potentially) fundamental change in tenure structure in recent years. Housing associations - although still a minority tenure - have made an impact. This can definitely be seen in Arthur's Hill where two housing associations own a substantial number of properties.

This change is set to continue as housing associations are being promoted as the chosen providers of social rented housing.

Local authority housing has over the last decade increasingly catered for poorer sections of the community. This trend seems set to continue, with the cuts in public expenditure on local authority housing. Most councils now find themselves in a position where they can only supply housing to those in greatest need.

See if you can identify this trend in your area. Perhaps the only real source for this information is if your local authority has undertaken a survey of the incomes and economic status of its tenants and of the people on its housing waiting list.

Task 19

Try and build up a picture of how tenure changes have affected different groups in your area, such as people in different income groups, or different ethnic communities.

For example, Arthur's Hill has a large Asian community, who are largely owner-occupiers. The Asian population of Newcastle is indeed concentrated in residential areas in the older, inner areas of the city. However, a recent study of Asian housing in Newcastle suggests that this does not mean that the housing conditions of Asian households are poor.

The study of two areas including Arthur's Hill with the highest concentration of Asian households in the city found 80% of Asian families were owner-occupiers. The houses they owned were mostly 19th century terraced houses, but almost all had been modernised, and 98% of Asian households had exclusive use of all housing amenities (bath, hot water system, etc.). Moreover, Asian households occupied their housing as single families, 98% were sole occupiers, their houses were not sub-divided and most Asian families had never taken in lodgers. Asian house owners often owned other houses in the same area, 30% owned other property and in the two study areas 43% and 54% respectively of houses were owned by Asians.

Conclusion

This last part of Section D should have demonstrated to you that tenure has never been static in the British housing system.

It should also have shown you that when you concentrate on one area it is possible to see what effect these tenure changes have had in practice both on the people and the environment.

E. A Look at Scottish Housing

In this section we want to make you aware of some of the differences between Scottish housing and housing in England and Wales. This will be useful to those who are undertaking their assignment in Scotland, and also provides some interesting comparisons for others.

We will look at this in terms of the agencies involved in Scottish housing policy and implementation and we will then concentrate on the example of Glasgow, to give you a picture of Scottish housing policy in action.

1. Scottish Housing Agencies

Scotland is quite different from England and Wales in terms of the agencies involved.

Until 1999 it had its own cabinet minister and administrative department, the **Scottish Office**. It now has its own parliament with responsibility for housing.

Public housing is not just limited to the councils in Scotland. This country has a long tradition of housing association and co-operative involvement, most notably the **Scottish Special Housing Association (SSHA)**. This was set up in 1937 and worked alongside the district councils to produce more public housing. Within their allocation policy there was a bias towards housing workers who were moving into areas to take up work.

Before the 1988 housing legislation, SSHA and all other Scottish housing associations were allocated funding (i.e. housing association grant) through the **Housing Corporation in Scotland (HCiS)**. After 1988 the SSHA and HCiS merged to form **Scottish Homes**.

Scottish Homes is responsible for allocating housing association grant which it now receives from the Scottish Parliament. Scottish Homes is essentially an enabling body and therefore SSHA is now in the process of disposing of its stock to other owners.

2. Renewal in Scotland

Scottish experience has again been very different from that in England and Wales.

The **Scottish Development Agency (SDA)** was set up in the mid-1970s, solely to deal with Scottish renewal problems.

The SDA's approach was based on the economic regeneration and area based initiatives. Perhaps its best known one was the **Glasgow Eastern Action Renewal Project** in the late 1970s.

The SDA had always been based on the idea of partnership between private and public sector bodies. Its history can be traced in terms of which of these partners had the upper hand. Throughout the 1980s there was a move to privatise renewal in Scotland and this led to the SDA changing its name and focus at the beginning of the 1990s. It is now called **Scottish Enterprise** and seeks to secure renewal of rundown areas through **Local Enterprise Companies**.

3. A Closer Look at Glasgow

The traditional urban dwelling in Scotland is the **walk-up tenement** usually three or four storeys high and built of local sandstone. The majority of tenements in existence were built during the 19th century, for rent. Standards of design varied dramatically from the best areas where six room flats, finished with fine Victorian craftsmanship predominate, to the poorest areas where a house consisted of one room and toilet facilities were shared with other households. There is a wide range of standards between these two extremes.

Glasgow experienced very rapid growth during the 19th century and many of the new city dwellers worked in heavy industry and occupied the tenement houses built by developers to accommodate working people.

Like Newcastle, Glasgow embarked on massive slum clearance programmes in the 1930s and mid-1950s. In 1957 the Glasgow authorities proposed to clear at least 30% of the city's urban area in their bid to tackle the worst housing problems.

Even with massive slum clearance programmes 85% of Glaswegian dwellings were still tenements in 1965, 40% of the whole housing stock still did not have a fixed bath and 20% an internal toilet.

The movement away from redevelopment in England during the late 1960s/early 1970s was also to affect Scotland.

Under the **Housing (Scotland) Act 1969** local authorities had to ensure all housing below tolerable standards was to be either closed, demolished or brought up to the tolerable standard. It also allowed local authorities to declare **Housing Treatment Areas** for either improvement, demolition or a mixture of the two. These are quite similar to the General Improvement Areas in England and Wales that we have discussed earlier.

Glasgow's early attempts at improvement were not very successful. It tried to implement the policy by extending slum clearance procedures through using compulsory purchase orders. This was not popular for a number of reasons: it required taking properties from many owner-occupiers and rehousing large numbers of people; the demolished sites left large tracts of derelict land, often with only churches left standing and no proposals for development. In addition, many of the tenement areas were tight-knit communities with extended families occupying different houses in the same 'close' or tenement. The dispersal of people to the large housing estates on the outskirts of the city broke up these communities and left people far from work, shops, social facilities and without the support of their friends and relatives.

In **1974** the **Housing (Scotland) Act** introduced **Housing Action Areas**, on a slightly different basis from those in England and Wales. At least 50% of the dwellings in a Housing Action Area fall below the tolerable standard or lack the standard amenities. This could comprise a small row of cottages in a rural village or a group of city streets with many tenement blocks.

In Glasgow the local authority and the Housing Corporation (now part of Scottish Homes) encouraged local groups to become involved in the improvement process and through this initiative, much of Glasgow's improvement programme has been carried out by community-based housing associations.

In some cases, local residents had formed groups to attempt to bring about some improvement in their areas. Reidvale Housing Association in the Dennistoun area of Glasgow, one of the earliest community-based associations, had its origins in a Residents Association. The Association became active at this time and discovered that not only was the Housing Corporation actively encouraging and supporting the development of management committees towards the establishment of housing associations, but that there was also money available to carry out rehabilitation and repairs.

The organisation of large-scale improvements in Scottish tenement property is complicated by the variety of ownership within each close. The ownership pattern in a tenement comprising 12 houses may include four owner-occupiers, two or three different private landlords and one or two houses in the ownership of the district council. In Glasgow private landlords use factors who act as agents to collect rent, let houses and carry out repairs.

The improvement process as carried out by community-based housing associations in Glasgow often involves a dramatic change in the pattern of ownership with some landlords selling

properties to sitting tenants, and the housing association acquiring a stock of properties either through direct purchase both from owner-occupiers and landlords, or by compulsory purchase at the end of the Housing Action Area process. Where the original houses were very small improvement may involve creating one house out of two small ones, or converting three flats into two.

Owner-occupiers within the area of a community-based housing association receive a great deal of support from that association. The housing association acts as agent for owner-occupiers in the improvement process, obtaining grants and loans from the district council and co-ordinating the work in each tenement block. Improvement of the association's own properties is funded by Scottish Homes (formerly the Housing Corporation).

Improvement of Glasgow tenements has included cleaning the external stonework of the buildings and making dramatic changes to the back-court areas, many of which had become totally derelict and insecure. As a result of this large areas of the city have been transformed and restored from smoke-blackened buildings in disrepair to streets where the stonework is revealed in its original warm tones and smart new windows and doors show a co-ordinated approach.

Glasgow's community-based housing associations have not only transformed the appearance of large areas of the city, providing modern, sound accommodation in the process, but they have also provided social facilities where possible and some are increasingly involved in developing employment initiatives to provide much-needed jobs in their areas.

4. Conclusion

If your case study area is in the older part of Glasgow, or any other Scottish city or large town, you may discover that all or part of the process that has been described above applies to your area, even if there is no community-based housing association operating in the area. You need to look at the change in patterns of ownership over the last 20 years, check whether the number of flats in each close is the same as it was and look at what other changes any improvement process has brought about. Older residents in the area will probably be able to give you a lot of information about what has taken place in recent years. You may well find that older people have lived in different houses within the one close or street and that the improvement process has resulted in them moving to a smaller, lower flat. You will certainly find plenty of people willing to voice an opinion on any changes that have taken place.

Although this is by no means a comprehensive look at Scottish housing, we hope it has given those who plan to base their assignment on an area in Scotland some ideas and some potential routes to follow up.

F. Policy Effects through the 1990s

The urban regeneration policies of the 1990s such as City Challenge and the Single Regeneration Budget all had an effect on our areas to some extent.

Buckingham Street in Arthur's Hill was demolished to make way for an expansion of our local brewers. The brewery was already a major landmark and now dominates the lower end of Arthur's Hill.

Arthur's Hill was included in the City Challenge boundary, which may be due in part to the urban unrest that this area suffered in 1991. However, it was only a very small part of that project and was not affected by it to any great degree

Following City Challenge, the Single Regeneration Budget project 'Reviving the Heart of the West End' focused on a more compact area further to the west and did not include Arthur's Hill to any great degree.

However, the much wider 15 year 'West End Regeneration Strategy' was developed during 1998/9. This strategy sets out the broad direction of regeneration policy for the west end area and covers housing, as well as employment, training and community issues. We will have to wait to see how well it addresses the problems of Arthur's Hill

A major change to Shieldfield which occurred in 1999 was the demolition of some of the low rise property built in the late 1960s. If you look again at Photo 2 you can see it, to the left of the three tower blocks in central Shieldfield.

The main worry for both these areas throughout the 1990s was the condition of the stock. Much of this, particularly the non-conventional housing, desperately needed an overhaul. As the stock deteriorates further even this once desirable areas may become less popular.

Another major change in Shieldfield during the 1990s was the conversion of a large industrial building to accommodate students.

Minor change in Shieldfield included improvement to the Shieldfield House entrance lobby, which was intended to make the entrance to the block safer. There was also a communal lounge installed to enhance the sense of community amongst the older residents of this block.

The change to the entrance was done in conjunction with environmental improvements through Inner City Partnership funding to make the whole area more attractive. The main core of this environmental improvement was a greening of the area.

Although Shieldfield was a prime site for a potential **Voluntary Transfer**, a process whereby the tenants vote to transfer the ownership of their properties to another landlord, usually a housing association, this has not happened.

The view of the Area Housing Manager of Shieldfield during the early 1990s was that the community was too settled and happy with their service to consider such a change, perhaps she was right.

This attitude may not rule out Voluntary Transfer as a future option: a sustained lack of capital investment in the area may mean that it becomes an attractive proposal, because of the financial benefits it brings.

G.The Future

In 1999 the Labour Government announced a new programme of funding for regeneration. The '**New Deal for Communities**' programme promised major funding for intensive regeneration of areas of no more than 1400 households.

Newcastle's New Deal for Community project focuses on the inner west end of the city and included some parts of Arthur's Hill and adjacent areas. The key objectives of the project include improving housing, improving the environment, promoting training, increasing employment opportunities and improving the image of the area, amongst other things.

Within this New Deal project, a community regeneration plan specifically for the culturally mixed area of Arthur's Hill was drawn up. It highlighted the resident's concerns about the image of the area, crime and the physical environment.

Towards the end of the 1990s the Government had launched a plethora of funding and policy initiative and established a number of Zones. Amongst these it is likely that Arthur's Hill will benefit from the **Health Action Zone**, the **Health Improvement Programme** and other city wide strategies such as the **Public Transport Strategy – Towards 2010**.

A major problem for both the two areas in the future is likely to be the deteriorating condition of their stock, which, if left un-addressed, is likely to result in these two popular areas becoming stigmatised and difficult to let. We have already seen the demolition of relatively modern units in Shieldfield

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Task 20

Find out whether there are any future proposals for your area. How do you think these are going to affect it?

H. The Information Pack/Brochure

1. What Information To Include?

We would ensure that the pack contained plenty of up-to-date information and would give historical information where directly relevant, such as when the and why the houses were built and what standard they were.

2. The Audience

The pack is designed for people visiting a museum exhibition about the area. It is important that you try and envisage what people would want to know. We decided it would be along these lines:

•   what type of housing there is;

•   what type of people live there;

•   what particular problems the area faces;

•   what recent changes to the area there have been; and

•   what the future of the area is going to be.

The format we chose is to deal with each of these in separate sections so the user can concentrate on different topics.

We decided that it was also important to include a small map of the area, both to show people how the housing stock fits together. We would use similar maps to the representational ones included in Section B, figures 4 and 5.

Summary

Now that you have worked your way through this block we hope that you feel confident about undertaking your first assignment.

Our model case study has given you an idea of how to set about constructing a profile of an area: what information to look for and where to find it. The activities have given you practice in interpreting the information which you collect. The tasks have helped to focus your mind on the specific requirements of the assignment. If you have completed all the tasks, then you have already collected much of the information which you will need to use, and you have already made some of the most important decisions about how to select and present the information effectively and appropriately.

We hope that you enjoy doing your assignment as much as we have enjoyed doing our case study.

Good luck!