

Addressing the Challenge of the Back-to-Backs in Leeds



Volume One: Strategy
November 2008

This report has been prepared by Janey Barraclough, David Horner and Huw Jones of Renew Leeds Ltd on behalf of Leeds City Council. It has benefited from the guidance, ideas and support of a multi-agency Steering Group. Market research exploring perceptions of, and attitudes towards, back-to-back housing was conducted specifically for this study by SWIFT Research, Wetherby. The views expressed in the report are those of the authors and do not necessarily reflect the policies of Leeds City Council, Renew Leeds Ltd, SWIFT Research or the members of the Steering Group.

The report is presented in two complementary parts:

Volume 1 – Strategy

Volume 2 – Background Research

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Renew Leeds Ltd
Mill 1, Floor 3
Mabgate Mills
Leeds
LS9 7DZ

0113 380 0864

www.renew-leeds.co.uk



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Steering Group

A multi-agency Steering Group was established to guide the project. The authors acknowledge with gratitude the commitment, insight and support received from the Group members during the course of the research and preparation of the strategy.

Steering Group Members

Janey Barraclough	re'new
Andy Beattie	Leeds City Council, Environmental Health
Richard Burnham	Home Group
Garry Corbett	English Heritage
Neil Diamond	Aire Valley Homes Leeds
Ernie Gray	Leeds City Council, Environments and Neighbourhoods
David Horner	re'new
Maggie Gjessing	Leeds City Council, Regeneration
Sally Hinton	West Yorkshire Housing Partnership
Mark Ireland	Leeds City Council, Environmental Health
Huw Jones	re'new
Brian Sloan	Leeds City Council, Civic Architects
Ron Strong	Unipol
Richard Taylor	Leeds City Council, Planning
Chris Town	Residential Landlords Association
Rachael Unsworth	University of Leeds / Leeds Initiative
Matthew Walker	Leeds Federated Housing Association
Steve Williamson	re'new

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However, the content of the Report, including interpretation of views expressed by interviewees, remains the responsibility of the authors alone, and does not necessarily reflect the policies of Leeds City Council, re'new or Steering Group members.

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Foreword

In 2007 Leeds City Council commissioned re'new to undertake comprehensive research into back-to-back housing in the city, identifying the various constraints of the house type, and to develop a forward strategy to tackle these issues.

A Brief for the project was negotiated (attached as Appendix A), with the following key elements:

- Baseline Data
- Literature Review/Back-to-Backs in context
- Housing Market Intelligence
- Technical Options
- Cases
- Strategy Development

The progress of the research, and various drafts of the text, were submitted to review and comment by a multi-agency Steering Group set up for the purpose, and reflecting the multi-faceted nature of the topic.

In addition, the other local authorities in West Yorkshire, coordinated by West Yorkshire Housing Partnership, undertook some parallel work to identify the scale of back-to-back housing across the sub-region. It transpired that there remain an estimated 50,000 back-to-back houses in West Yorkshire, with the largest proportion, 19,500, in Leeds.

The publication of this Report is the start of a process. It provides up-to-date baseline information on the numbers of back-to-back houses in Leeds, where they are located, views on the different types and styles of back-to-back property, and ideas to make them a more popular product in the housing market. Volume 1 of the Report, 'Strategy', sets out various realistic interventions which are required, ranging from minor repairs and refurbishment, through more substantial remodelling, to demolition and redevelopment in the context of urban regeneration. The outline programme is costed over some 20 years. This Strategy responds to the detailed 'Background Research' reported in Volume 2, which establishes the nature and scale of the challenge presented to Leeds by the legacy of back-to-back housing.

The Report should provide robust evidence for further development of detailed housing strategy by the City Council and other housing partners; it should also stimulate and inform debate on the challenge of the back-to-backs, and the need for sustained and coordinated action and investment to tackle the range of issues identified.

re'new, September 2008.

Executive Summary

There are 19,500 back-to-back terraced homes in Leeds in a mixture of types, sizes and locations. They were predominantly built before 1919 but back-to-backs were built up to 1937, despite being made illegal in 1909. Back-to-back houses do not exist outside of West Yorkshire, excepting a handful in Birmingham now owned by the National Trust. The research undertaken found that while back-to-backs in their current form and condition are unsustainable, with targeted intervention and investment, including relatively modest but sustained public funding, they could become attractive starter homes for households on below average incomes, again forming a key part of the overall housing provision for Leeds.

Key Issues to Address

Back-to-backs in Leeds vary in condition and popularity. The recent stock condition survey found that 73% of back-to-backs fail the Decent Homes Standard or the Home Health and Safety Rating due to lack of thermal comfort, presence of Category 1 hazards, especially lack of fire safety, excess cold, falls on the very steep stairs and disrepair. A significant number of these, also regardless of location, are occupied by vulnerable residents, especially older people.

Thermal efficiency of back-to-backs is poor and improvement works to improve energy efficiency to SAP 65 could reduce running costs from between £1,580 and £2,243 per year to between £600 and £950 per year depending on the type of back-to-back.

Over 12,000 (62%) back-to-backs are located in inner urban areas, often with high levels of deprivation, in very high density and very poor environmental conditions. Over 40% of all back-to-backs are in areas that have long been regeneration target areas (Harehills, Beeston Hill, Holbeck, Cross Green and East End Park).

Many back-to-backs have been bought over recent years by speculative investors seeking to capitalise on capital growth in Leeds, while many others are also owned by long standing but low quality private landlords. With private rented housing prone to higher levels of turnover this is adding to the 'churning' and instability in inner urban areas and the lack of a settled and cohesive community.

The presence of high concentrations of poor quality back-to-backs in a very poor environment has reduced demand for back-to-backs, while the escalating price (the average inner urban back-to-back now sells at about £70,000), excludes first time buyers who would be their natural purchasers.

Despite back-to-backs no longer being the popular starter homes they were, this strategy indicates that there could be demand for back-to-backs if they were in better condition and in a more pleasant environment, and they could be more popular than the very small (and expensive) apartments in Leeds City Centre that many back-to-backs are located close to.

Moreover, 38% of back-to-backs are in suburban or outer areas, and provide entry level housing in areas with buoyant demand. These are popular with first time buyers and starter households moving from flats. They are also home to longstanding and older residents -

some owners and some tenants. Larger Type 3 back-to-backs have small front gardens or yards and are also much more popular and attractive to first time buyers.

Options for Intervention

The research undertaken showed that there a number of options for intervention ranging from:

- minor interventions (work to address hazards and risks) in 12,140 back-to-backs
- medium level interventions(work to address hazards and risks, facelift improvement and some group repair) to 6,297 back-to-backs
- major level interventions (major improvements, conversion and clearance and reprovion) to 1,067 back-to-backs

Investment and improvement programmes should be accompanied by a mixture of environmental improvements, enhanced housing and neighbourhood management, increased Accreditation of private landlords and encouragement of community engagement mechanisms.

Intervention Packages

The research showed clearly that the costs of whole scale radical action was prohibitive; conversion of all back-to-backs would cost £1.3 billion; clearance of all back-to-backs would cost £936 million without the cost of new build; while major refurbishment of back-to-backs in the Leeds Rim only would be £2.4 billion.

The research and the results of the Leeds Stock Condition Survey has found that 7,000 back-to-backs in suburban or outer areas, and Type 3 back-to-backs in the Leeds Rim, do not need such levels of investment. Many will be improved by owners and landlords. However, financial assistance through access to enhanced equity loans funding at a regional level may be needed to assist low income owner occupiers to remove the hazards inherent in them.

This strategy therefore proposes that investment be focused on the less sustainable back-to-backs in the Leeds Rim. This, it is felt, would allow synergy with other renaissance activity and the intention of developing those neighbourhoods as attractive places to live and stay. The strategy proposes a mix of works to address hazards and risks that render them incapable of meeting the Decent Homes Standard, group repair, facelift and environmental improvement along with smaller scale (and longer term) radical approaches.

Resources and Options for Resourcing

This strategy estimates that over £520 million would be needed to invest in back-to-back housing across the city, but investment should be focused on inner urban areas where property and environmental conditions are worst but where investment would add value to wider renaissance activity and investment. This would equate to £382 million or £15.3 million a year over 25 years. The strategy estimates that £1.4 million of public funding each year for 25 years could, in normal lending conditions, lever in £13.4 million per year of private finance.

Current Governmental priority is being given to the building of new homes with less emphasis being placed on refurbishing existing homes in order provide more sustainable housing opportunities to meet needs and requirements. However, with the housing market

downturn and the credit crunch severely restricting new development programmes, and with a large proportion of Housing Corporation funding for the next 3 years unallocated, this may be a good opportunity to seek more public funding to finance the significant investment needed.

Scheduling of Action

With increased public funding a programme of improvement should be initiated as suggested in the Strategy for Back-to-Back Housing drawn up by re'new, an approach should be pursued including:

Based on assessments by Council officers of capacity to deliver (both on the part of Council officers and the construction industry) the Council would seek over the next 5 years:

In suburban and outer areas:

- Access to £2.34 million of loan finance through the Regional Equity Loans scheme for vulnerable and low income homeowners among the 6,760 owners of back-to-backs in suburban and outer areas to remove hazards and risks from their homes.

In Inner Urban areas:

- £2.3 million a year to remove risks and hazards in 5,390 back-to-backs in inner urban areas compliant with the decent homes standard
- £3.3 million a year for a programme of group repair to 1,000 homes with incentives to owners or landlords to take up loans to undertake internal improvements
- £1.2 million a year for 'facelift' external improvement to 600 properties with incentives to owners or landlords to take up loans to undertake internal improvements
- £200,000 a year for environmental improvements to benefit 120 properties

Over the following to twenty years, group repair and facelift improvements would be accelerated and property acquisition, clearance and redevelopment programme considered.

Seeking Resources

In the short to medium term

- i) Discussions need to take place immediately with the new Homes and Communities Agency, whose Chief Executive, Sir Bob Kerlake, has indicated publicly that the refurbishment of existing housing is as important a priority as building new homes. The Council needs to strongly and robustly make the case for increased public funding to support substantial refurbishment programmes for back-to-backs. It should be strongly argued that back-to-backs are a 'special case' and can contribute significantly to meeting housing growth targets by providing sustainable housing for the small households that are expected to increase over the coming years.

- ii) A case needs to be made to protect and increase the Single Regional Housing Pot funding for private sector housing improvement that will be continued to be controlled through Communities and Local Government Department.
- iii) A case needs to be made for financial provision for environmental improvement to complement the refurbishment of housing
- iv) The Council and its partners should lobby for a substantial reduction in the rate of VAT on housing refurbishment

Over the longer term, the Council and its partners need to engage with private lenders and the construction industry to seek support for accelerated refurbishment programmes and more radical remodelling including conversions and redevelopment.

Conclusions

This strategy sits within a regional and sub regional context as the improvement of older housing is a substantial issue particularly for the West Yorkshire local authorities. This research has found that the issues facing back-to-back housing are unique to West Yorkshire and that this should constitute a 'special case' worthy of specific government funding.

This strategy emphasises that the improvement and renovation of back-to-backs will contribute to wider corporate strategic objectives. It will help support economic growth by providing good quality, affordable and accessible housing to working households on below average incomes; it will contribute to objectives to 'narrow the gap' between affluent and deprived communities; it will help the creation and maintenance of thriving places, harmonious communities; it will help support initiatives aimed at stimulating community pride, cohesion and engagement and will contribute to the improved health and well being of those living in back-to-backs, now and in the future.

1. INTRODUCTION



View through the bin yards from Recreation Street to Brown Lane East, Holbeck, Leeds.

1.0 Introduction

The term back-to-back terrace is often taken to mean through terraced homes lying back-to-back separated by an alleyway or 'ginnel'. 'Real' back-to-backs were built on either side of a spine wall, so they have no rear windows, back doors or back gardens. It is almost 100 years since the Housing and Town Planning Etc. Act 1909 prohibited the building of back-to-back terraced homes. Despite that piece of legislation, which was largely ignored in Leeds until 1938, and the clearance of many back-to-backs during the 1970s, there are still around 19,500 in Leeds.

Back-to-backs are a legacy of the industrial past of Leeds, built cheaply and numerous, to house the workforce needed for the textiles and other manufacturing industries. 100 years on and the role and function of back-to-back housing has changed. Leeds no longer has a large textiles and manufacturing industrial base, and instead has built its recent economic growth on its financial and legal sector, and its future growth will be in the high skill and value 'knowledge economy' while there will also be huge growth in jobs in service, retail, entertainment and catering industries.

Changing personal and household expectations and housing requirements and aspirations have led to the back-to-back terraced home becoming less popular as a 'starting place' for many new households and first time buyers, especially where they are in heavy concentrations in inner urban areas. Ironically, they are also becoming increasingly unaffordable as house prices have increased driven in particular by speculative investment and the buy to let market.

Rising house prices and inadequate provision of affordable housing for rent have led to acute problems of access to affordable housing for households on below average incomes, with the potential to hinder Leeds' economic growth. While back-to-backs are at the bottom of the housing market and are a 'staple' of the private rented sector, rents for back-to-backs and mortgage costs to buy are fast becoming unaffordable to the very households who would be their natural purchasers or renters; and while prices are currently stabilising and are expected to fall over the coming three years or so, it is likely that prices will then start to rise again probably ahead of increases in earnings.

Back-to-backs are also largely located in areas with significant multiple deprivation and high levels of private renting, resulting in high levels of 'churning' of the population. This in turn frustrates attempts to improve health and well being, and promote and maintain community cohesion and engagement, in those areas.

This leaves Leeds with a challenge: how to enable back-to-back housing in Leeds, especially that in inner urban areas, to be replaced, or remodelled, refurbished and re-branded into a form of housing that can once again be attractive to starter households and first time buyers and young working households. It also presents a significant challenge for West Yorkshire and the emerging Leeds City Region as, along with the 19,500 back-to-backs remaining in Leeds, an additional 30,000 or so remain across the rest of West Yorkshire. It is imperative to address the issues and problems identified below to ensure that back-to-backs can contribute to a housing offer that can meet housing need and support economic and employment growth.

This will not be easy and will require imagination, risk taking and effective partnership working. It will not be achieved by massive injections of public funding alone, but by relatively more modest amounts of public funding used to pump prime private sector investment.

2. PURPOSE AND SCOPE OF THE STRATEGY



Blind Back, Anderson Mount, Leeds 9

2.0 Purpose and Scope of the Strategy

The purpose of this strategy is to propose a feasible approach combining a range of interventions that can enable the replacement or remodelling, refurbishment and re-branding of the 19,500 back-to-back houses in Leeds. This should provide a revitalised and vibrant form of housing that can not only provide better housing for existing inhabitants, but also can attract starter households and young workers, and may be sustainable, perhaps, for another 100 years.

It aims to link to other key strategic aims for Leeds including those set out in the Vision for Leeds, Renaissance Leeds, the Leeds Strategic Plan, Leeds Housing Strategy 2005-2010 and the emerging Leeds Rim study. Specifically this strategy document aims to:

- Review and summarise data and information on the number, type, location and condition of back-to-back terraced housing in Leeds. A pilot historic area assessment of the Holbeck area has been undertaken in parallel to this strategy, which 'characterises' the nature and history of the area and helps to identify heritage priorities for master planning and regeneration.
- Identify the long term sustainability of back-to-back housing in the locations in which they are found, also identify how their existing format could raise barriers to meet the city's requirements for housing and economic growth.
- Identify the reasons why taking action to replace, remodel or refurbish back-to-backs is necessary.
- Identify how programmes of action to improve, reconfigure or replace back-to-backs can help meet other key strategic objectives arising from the Leeds Strategic Plan and help deliver the key indicators that form part of the Leeds Local Area Agreement.
- Identify what mix of interventions may be needed to enable back-to-backs to provide an attractive, safe, high quality and affordable housing option and what the unit costs of those improvement packages may be.
- Identify what packages of interventions may be needed in the various areas in which back-to-backs are located and what those packages may cost.
- Identify sources of investment to deliver the packages of options identified.
- Identify potential delivery mechanisms and timescales.

3.0 ISSUES RELATING TO BACK-TO-BACK HOUSING



The 'Harolds', Burley, Leeds 6

3.0 Issues Relating to Back-to-Back Housing

This section summarises key issues and information arising from the background research for this study, reported in greater detail in the companion Volume 2: Background Research.

Background Data

Numbers: (See Volume 2: 3.0, pg 19) The number of back-to-backs in Leeds reached a peak of 108,000 in 1920, and constituted 70% of the housing stock at the time. This number has reduced dramatically through clearance and redevelopment projects, often replacing rows of poor quality back-to-backs with more modern council houses and neighbourhoods. A study commissioned by West Yorkshire Housing Partnership, using mapping software to identify the 'footprints' of back-to-backs, estimates that there are now 19,500 back-to-backs in Leeds (Table 1.1).

Identification of Back-to-back Types: (see Volume 2: 3.0, pg 19) There are a number of back-to-back typologies:



Type 1 back-to-backs have only 1 ground floor room entered off the pavement, and the blocks are inter-spersed with communal bin yards (originally dry toilet privy yards) These tend to be less attractive to purchasers



Type 2 back-to-backs have 2 ground floor rooms, comprising a living room and scullery. These also tend to be unpopular with purchasers and are often in large concentrations in unattractive locations.



Type 3 back-to-backs (left) have two ground floor rooms, but also benefit from a relatively large front yard which offers external access via a flight of steps to a basement WC and are more popular with purchasers. Pseudo Type 3's (right) vary from Type 3's in that they were only built with a single ground floor room.



Modern back-to-backs were built without cellars/basements, all have internal WC's, 2 ground floor rooms, and yards. They are very popular with first time buyers especially where located in the 'fringes' of popular suburban areas



'Blind Backs' are of a similar typology to back-to-backs; however, there is no adjoining house on the rear just one large wall unbroken by doors or even windows. They therefore have the same fire safety hazard characteristics as traditional back-to-backs.

Condition: (See Volume 2: 3.0, pg 26) The 2007 Private Sector Stock Condition Survey randomly sampled 2,200 properties to assess the condition of the stock having particular regard to the Housing Health & Safety Rating System (HHSRS), the Decent Homes standard and Energy Efficiency standards.

The survey found that 73% of private sector back-to-backs fail the decent homes standard. Failure of the thermal comfort criteria was the biggest single reason for failure at 50% of the stock. This was followed by the presence of Category 1 hazards at 14% and disrepair at 11%. Only 3% of the stock was found not to have reasonably modern facilities, taken to be a modern kitchen or bathroom. In relation to Category 1 hazards, of the 29 hazard categories there were three main areas of failure, excess cold (45%), falls on stairs (36%) and restricted means of escape in case of fire (28%). To put this into context the next highest category was falls on the level at 4%

Energy costs and savings from programmes of decent homes improvements: Thermal efficiency of back-to-backs is poor and SAP ratings are low, although back-to-backs tend to have higher levels of energy efficiency than some large terraced houses and semi detached homes (see Volume 2: 5.0, pg 47)

A series of case studies (see Volume 2: Appendix G, pg 156) looking at how improvements to energy efficiency in back-to-backs can raise SAP ratings and achieve significant savings in fuel costs, shows that improvement in SAP ratings to 65 could reduce running costs from between £1,580 and £2,243 per year to between £600 and £950 per year depending on the type of back-to-back.

Back-to-backs have a problem with fire safety: (see Volume 2: 5.0, pg 49) and is the third highest risk (under Category 1 hazards) as they only have one point of egress. The Fire Service is reported to be seeking to address the issues of fire safety in back-to-backs.

Location of back-to-back housing: Table 1:1 shows the breakdown of the numbers of back-to-backs located in different parts of Leeds. A recent electronic map study undertaken by the West Yorkshire Housing Partnership estimates that there are still 19,500 back-to-back properties in Leeds, forming 7% of the total private housing stock in the City.

The largest concentrations of back-to-backs are located in Harehills (4,189), Beeston Hill (2,090), Armley (1,681), Morley (1,619), Burley (1246) and Holbeck (1,191).

Table 1:1 Location of Back-to-back Properties

Area	No.	%
Leeds Rim		
Harehills	4189	21.5%
Cross Green	339	1.2%
Burmantofts	52	0.3%
Beeston Hill	2090	10.7%
Armley	1681	8.6%
Holbeck	1191	6.1%
Burley Lodge	842	4.3%
Richmond Hill	436	2.2%
Hyde Park	349	1.8%
East End Park	341	1.7%
Woodhouse	260	1.3%
Woodhouse Ridge	60	0.3%
Hunslet	246	1.3%
Hunslet Hall	78	0.4%
Sub Total	12154	62.3%

Area	No.	%
Inner Suburbs		
Burley	1246	6.4%
Beeston	753	3.9%
Bramley	552	2.8%
Kirkstall	489	2.5%
Wortley	245	1.3%
Farnley	238	1.2%
Chapel Allerton	186	1.0%
Meanwood	186	1.0%
Headingley	152	0.8%
Intake/Stanningley	140	0.7%
Oakwood	40	0.2%
Chapelton	23	0.1%
Cross Gates, Colton, Halton	12	0.1%
Sub Total	4262	21.9%

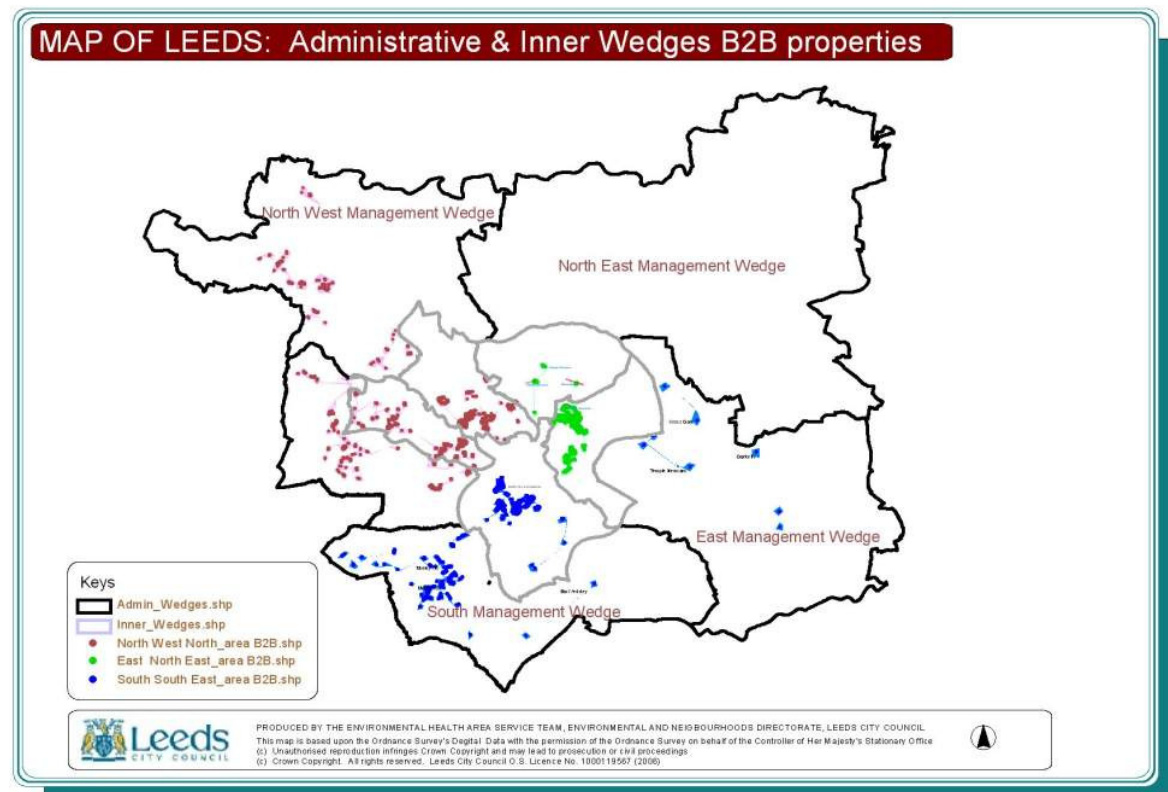
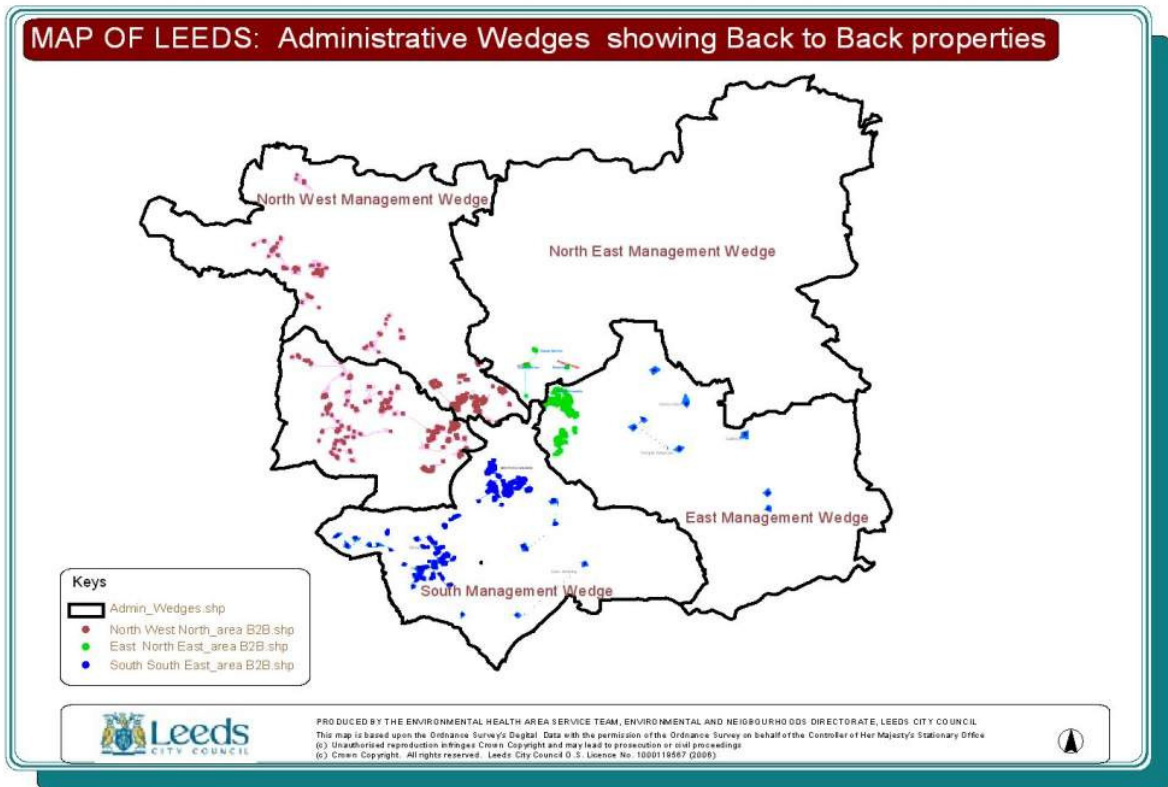
Area	No.	%
Outer Areas		
Morley	1619	8.3%
Pudsey	315	1.6%
Yeadon	297	1.5%
Farsley	213	1.1%
Rodley	150	0.8%
Horsforth	148	0.8%
Otley	94	0.5%
Guiseley	90	0.5%
Calverley	53	0.3%
Rawdon	50	0.3%
Drighlington	35	0.2%
Garforth/Kippax	16	0.1%
East Ardsley/Tingley	5	0.0%
Rothwell	3	0.0%
Sub Total	3088	15.8%
Total	19504	100.0%

Note: the estimation of numbers and location is based on digital mapping technology which can identify the characteristic 'footprint' of back-to-back housing. Raw data has been checked against available historical data and local knowledge, but must be viewed as a working estimate rather than an exact figure.

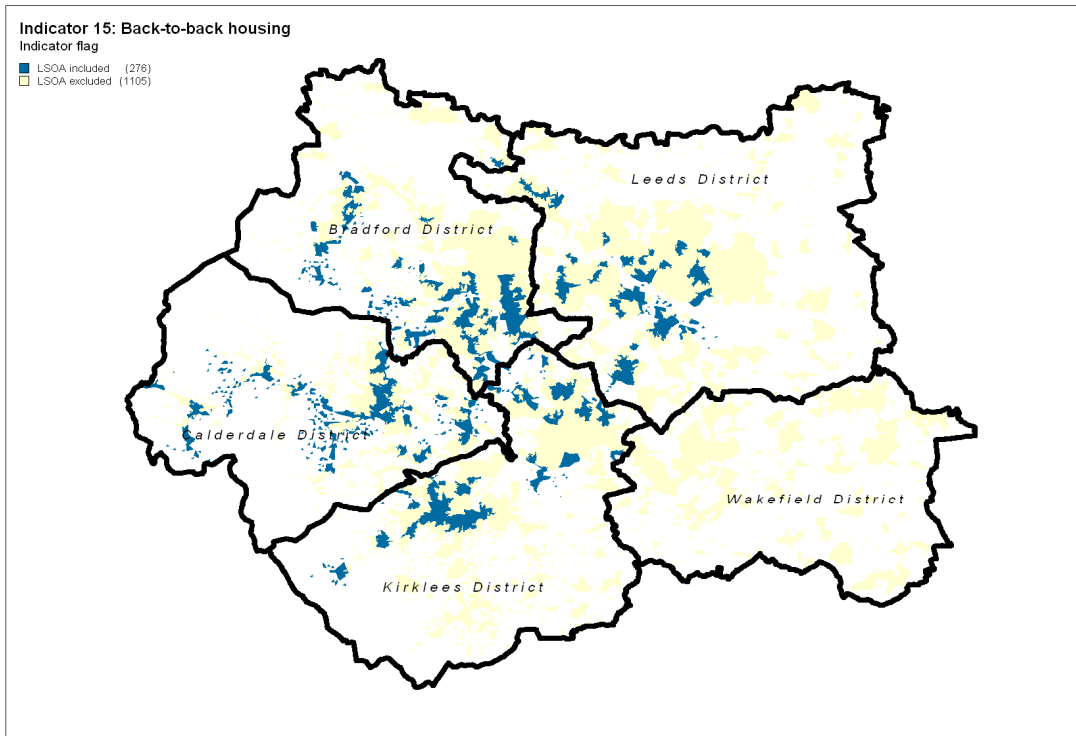
Maps of locations and concentrations of Back-to-Backs in Leeds and West Yorkshire

(Further maps are located within Volume 2: Background Research).

Leeds:



West Yorkshire:



Note: This map was developed for West Yorkshire Housing Partnership by Ed Ferrari at the University of Sheffield, Town and Regional Planning (using information provided by 'Dotted Eyes'). It demonstrates the number of back-to-back houses as a percentage of the total housing stock in each ONS 'Lower Super Output Area' (these are used to define neighbourhoods). The map shows the widespread distribution of back-to-back homes in four of the West Yorkshire Districts.

[Historical changes in position /use of back-to-backs:](#) (see Volume 2: 2.0, pg 19) Historically many back-to-backs in Leeds were built by speculative builders who purchased a field for this under expansion. The back-to-back pattern was an efficient use of the land available as it could maximum rent-bearing living space relative to unproductive street space, delivering the most economic return on investment for the building ground. However, forcing housing layouts to fit field patterns also made provision of connected streets and sanitation more difficult. As the city expanded and larger fields were developed it became more difficult to sustain such arguments to justify the affection for back-to-backs. Cultural factors may have played a role, including perhaps the desire for the level of domestic privacy which a self-contained home, even a humble back-to-back, could afford (Beresford, 1971; Power and Houghton, 2007: 16)

A bill was introduced into the Commons in 1841 containing a clause to outlaw back-to-backs. Following sustained opposition by builders (and indeed the Town Clerk of Leeds) on the grounds that rents would have to rise and would be unaffordable to many working class people, driving them into lodging houses, the entire Bill was dropped in 1842. "Between 1886 and 1914 there were 57,029 new houses built in Leeds, two-thirds being back-to-backs" (Thornton, 2002:160).

In 1909 the Housing and Town Planning Etc. Act forbade any further building of back-to-backs declaring such accommodation unfit for human habitation. Leeds City Council exploited a loophole in the Act permitting approvals prior to the legislation to be implemented. Subsequently the building of Type 3 and 'modern' back-to-backs continued in Leeds until 1937 (Thornton, 2002).

Large scale slum clearance and city redevelopment programmes during the 1920s and 1930s, and again in the 1960s and 1970s, resulted in a significant number of back-to-backs in the poorest condition being demolished and replaced with modern housing – much of it in Council estates. A survey in 1930 identified some 74,805 back-to-backs in Leeds; by 1979 this had fallen to 34,190.

Market Demand

Research undertaken by Swift research (see Volume 2: 4.0, pg 33) with residents of back-to-backs and a range of stakeholders and housing providers showed that there would be a growing demand for back-to-backs with the right levels of investment. Indeed some respondents saw them as being potentially more attractive than many small city centre apartments. The findings of the research revealed the following perceptions:

- Back-to-backs have a genuine role in Leeds, not just as part of the tradition and culture of the city but potentially as a modern day housing type. They are well built and affordable making them an essential part of Leeds' housing mix, ideal for first time buyers. They can also satisfy the accommodation need of students.
- Respondents felt that no more high-rise flats are wanted in the city, and houses generally are preferred to flats.
- Overall the research supports investment in renovation rather than large scale redevelopment, although selective demolition is desirable to introduce green space.
- Areas of focus for any 'remodelling' of back-to-backs would be areas with dense, older Type 2 housing where greater social issues exist, and which are more likely to be in the bottom 3% of Super Output Areas or selected pockets in wards in the bottom 10%.

Where replacement were to occur:

- Increasing personal space and green areas was considered essential.
- Replacement of back-to-backs should include a mix of house types to meet specific occupants needs, including bungalows, one- or two-bedroom houses and potentially low-rise flats, where the ground floor homes are reserved for the elderly or those with mobility problems.
- Rehousing some vulnerable existing residents as part of remodelling programmes could free some back-to-back properties to house more suitable occupants and allow an influx of aspiring first time buyers, increasing owner-occupancy and hopefully restoring pride in the properties aiding the regeneration of the areas. However the research also revealed that under 40s, who are the most likely to be first time buyers, were most critical of back-to-back houses, so encouragement by way of improvement grants may help make the homes more affordable and attractive propositions.
- It was essential that existing residents were not displaced and were able to remain in the areas where they chose to.

- Focus should be given to controlling the behaviour of some landlords who own back-to-backs. Newer landlords and those working to license standards tend to be responsible and implement higher standard improvements to ensure return on their investment. 'Itinerant or absentee landlords', and some longer-term landlords are considered the most negligent, either leaving properties unoccupied for investment purposes or investing in minimal maintenance to maximise personal profit. There is concern about this type of owner receiving any public money to support renovation.
- Some long-term residents report noticeable deterioration in areas of back-to-back housing, the loss of a strong community spirit and greater fear of personal safety and would have preferred to move out but could not afford to do so. Many of these tended to be old.
- The different groups interviewed tended to blame 'other residents' for generating transient, short-term residency in back-to-back houses, a lack of responsible ownership and diminished pride in the properties and areas, and the consequent degeneration arising from that.
- Poor housing, whether in back-to-backs or other property types, is an important factor in the overall quality of living in these districts, but is only one of several factors in need of attention and financial investment. The attitudes and behaviour of residents need addressing, along with the quality of the environment and the quality of local amenities.

The researchers recommended that

1. There should be an aim to achieve greater control to enforce higher quality standards of back-to-back houses let by private landlords.
2. Over-crowding should be managed through limiting the number and managing the quality of HMO conversions, or encouraging de-conversion to return to more traditional household formats.
3. When housing families with children, managing the household size allocated to back-to-back houses and restricting to districts with suitable facilities is important.
4. Responsibility for keeping houses, gardens and streets tidy should be enforced.
5. Back-to-back house improvements should be focused upon:
 - a) Introducing more space per house; a personal "buffer zone" and potentially an aim to reduce the steepness of external steps for improved access.
 - b) Undertaking safety work to internal staircase(s)
 - c) Repairing roofs and guttering
 - d) Damp proofing
 - e) Provision of central heating and improved quality of utilities
 - f) Insulation against heat loss and noise reduction
 - g) Improving the external appearance especially brickwork and chimneys
 - h) Door and window replacement against heat loss, security and safety
 - i) Checking dormer conversions for safety
 - j) Modernising and enlargement of kitchens

Current Housing Market Position

The relative position of back-to-backs in the housing market has changed over time. Originally intended as housing for industrial workers, in the 1970s and 1980s they became starter homes for young couples unable to buy other forms of housing. This began to change as, especially in inner urban areas, they became attractive to landlords and speculative investors; conditions of the homes and the environment they are located in deteriorated.

Back-to-backs provide *entry level housing in popular areas* with buoyant markets and house prices. They are affordable for two earners on average incomes in those popular suburban areas and are affordable and accessible in some inner suburban areas.

Back-to-backs also provide *short term housing options for mobile 'professionals' and working people* in shared housing for young workers or self contained housing for professionals, and *short term housing for mobile vulnerable households*. Purchase over recent years by landlords has accelerated with ready demand from students, homeless households, asylum seekers, refugees, and migrant workers.

Concentrations in areas with multiple deprivation and high levels of instability: Although a significant number of back-to-backs are located in 'less deprived' areas within Leeds, the large majority of back-to-backs are located on the fringe of the economically prosperous city centre, in the Leeds Rim. Leeds is witnessing the creation of a doughnut effect with a rim around the South and East of the Leeds city centre proving to be noticeably more deprived than the central city dwellers on their doorsteps, and those more established wealthier wards beyond the inner city.

Areas with high back-to-back densities all have low Income Domain scores in relation to both Leeds and National figures. Low income jobs may leave owner occupiers in these wards facing barriers to housing of a better standard, forcing them into properties of last resort and removing the element of choice.

Wards with a high concentration of back-to-backs also have a higher unemployment rate than the rest of the city. This too could be related to the shift in workforce demand from manual to skilled. Many people may not hold the skills now required and therefore face difficulties in finding employment within this rapidly growing employment sector.

Health issues are also a concern for people living in areas with a high number of back-to-backs. General health is ranked much lower for these areas in comparison to the rest of the city. Hunslet and Richmond Hill are ranked amongst the worst wards in the city and the country. Housing conditions in this area may contribute to poor health, along with the overall environment of the streets, roads and access to health care amongst others.

Wards with a high concentration of back-to-backs are amongst those with the worst educational attainment figures, and Beeston Ward and Richmond Hill Ward have been ranked the lowest for educational attainment of any in the city.

It is clear that areas with a high concentration of back-to-backs face many issues shared by deprived areas generally. The key point to raise here is that vulnerable tenants, living in deprived areas need support. This is characteristic of deprived areas and the fact that many tenants within back-to-backs face these issues is due to the location of the property, rather

than the property fabric. A tenant occupying a back-to-back house in wealthier areas such as Otley may not face these issues.

Back-to-backs also tend to be located in areas with high crime rates and high rates of domestic burglary. This is especially true for the back-to-backs located in inner North West Leeds but also for other areas where a mobile unconnected population predominates.

Location adjacent to housing growth areas: Areas with high concentrations of back-to-backs are located adjacent to potential housing growth areas. Beeston Hill and Holbeck and Cross Green/East End Park are adjacent to the Aire Valley, while Harehills and Cross Green/East End Park are part of the EASEL housing growth area. Programmes of improvement and remodelling of back-to-backs could make better use of such stock, and add to the capacity to achieve housing growth.

Empty back-to-backs and links to Empty Homes Strategy: Findings from the Leeds Stock Condition Survey and from monitoring of empty properties undertaken through the Leeds Empty Property Strategy show that back-to-backs are more likely to be empty than other types of houses. Wards with relatively high levels of back-to-backs also have the highest levels of empty properties (outside Leeds City Centre). Programmes of property and environmental improvement could help bring empty back-to-backs into use, assisting with meeting need for affordable housing.

Affordability issues: The strength of the overall housing market in Leeds is such that most back-to-backs still find purchasers. Location is an important factor. Some are stone-built and occur in small numbers in highly desirable parts of the city (Morley, Otley, Horsforth etc); these provide a first rung on the housing ladder for first time buyers. In some areas (mainly within North West Leeds, Headingley and Hyde Park) there is a vibrant student rental market (though this is starting to change as mandatory licensing of HMO's drives up standards, students aspire to better quality, and modern purpose designed student living flats in the city centre offer a contemporary alternative). Larger back-to-backs with small front gardens in some areas offer economic family accommodation.

However the majority of smaller back-to-backs concentrated in areas experiencing multiple deprivation occupy the bottom of the market; there is evidence in areas such as Beeston Hill of a significant shift in the past few years from owner occupation to private rental with increasingly transient resident population; more and more of the back-to-backs in some priority areas are becoming the refuge of those with limited choice. Such areas are thus experiencing imbalance in tenure, limited choice of housing type/size and significant problems of social-economic exclusion and deprivation.

The table below (Table 1:2) shows the income levels needed to afford back-to-backs in different locations. Using the Government recommended formula of 3.5 times a single income and 2.9 times a joint income, this shows that even in areas with the cheapest back-to-backs those on bottom quartile incomes (£14,500 single and £22,000 joint) could not afford to buy back-to-backs.

Table 1:2 Back-to-Back Affordability

Area	Price	Single income	Joint Income
Holbeck	£70,000	£20,000	£24,148
Cross Green	£75,000	£21,428	£25,862
Beeston Hill	£85,000	£24,285	£29,310
Richmond Hill	£87,500	£25,000	£30,172
Harehills	£90,000	£25,714	£31,034
Armley	£95,000	£27,143	£32,759
Hyde Park	£110,000	£31,418	£37,931

(Price data based on average house prices sources from rightmove.com. Income data sourced from the Leeds Economy Handbook, 2008)

The recent 'credit crunch' bringing the requirement for deposits for mortgages and the restriction of the availability of mortgage finance, especially to those considered to be a credit 'risk', may have an impact on the affordability of back-to-backs. As shown above, prices of back-to-backs are already too high for many households on below average incomes. These households, who would be the 'natural' purchasers of back-to-backs would probably be amongst those potentially considered as 'bad risks', and would have difficulties in raising the deposit required (currently this would range from £10,000 to £13,000 in Leeds Rim areas). If first time buyers are 'priced out' of the market for back-to-backs, then the only likely purchasers would be investors. If investors, in the light of the credit crunch and a fall in property values, were to sell up or no longer invest then it is not clear where demand for back-to-backs would come from.

Why act?

It is certainly the case that only minimal interventions are needed in outer suburban areas and most inner suburbs to remedy issues of safety and hazard in back-to-backs. In these areas demand for back-to-backs is strong and they provide entry level housing in popular locations. In these areas improvement will be limited to remedying the hazards inherent to back-to-backs, and would be more likely to be afforded by homeowners, or met by landlords to attract more 'affluent' professional tenants. This is not the case in inner urban Leeds. Doing nothing in those parts of the Leeds Rim where 12,150 of the 19,500 are located, is not really an option.

Developing programmes of improvement and remodelling of back-to-backs would also contribute to a range of key strategic priorities set as part of the Leeds Strategic Plan and other key strategies including.

Supporting economic growth through providing housing options for those in low paid work. A failure to invest or intervene to significantly improve the condition, amenity and local environment where back-to-backs are located could have significant implications. It could, for instance, lead to a lack of affordable housing options open to lower paid workers in Leeds City Centre and the Aire Valley, who may either not take up jobs in Leeds as they are unable to find anywhere to live, or will look for jobs elsewhere.

Providing a key component of renaissance of the Leeds Rim linking growth in Leeds City Centre through to the suburbs. Remodelling and refurbishing older pre-1919 back-to-back and terraced housing and poor quality council housing to create new housing forms, and a new 'brand' for back-to-backs ('street flats') would provide attractive, affordable housing for

households on low to average incomes, while also providing opportunities for employment and training in construction trades. Failure to invest would hinder a major contribution to the renaissance of the Leeds Rim and provision of a bridge between Leeds City Centre and suburban Leeds.

Addressing issues of social and community cohesion in areas with a concentration of back-to-backs. Taking action to improve or reconfigure back-to-backs could help tackle wider issues of poor social and community cohesion in a variety of ways:

- Tackling the ‘churning’ that comes with the high turnover of private rented back-to-backs through a mix of property and management improvements could help improve stability and assist social cohesion
- Reducing the concentrations of back-to-backs in areas of multiple deprivation could help reduce recorded levels of deprivation
- Tackling poor housing conditions in relation to cold, dampness and potential hazards in back-to-backs would have a positive impact on health and well being of residents, especially older or vulnerable residents
- Achieving improvements in the energy efficiency of back-to-backs could help reduce fuel poverty and realise significant savings for residents. Evidence shown in Volume 2 shows that following improvements to achieve the ‘decent homes’ standard savings of between £960 and £1,300 per year could be achieved
- Mitigating the potential impact of disinvestment by overseas/absentee speculative investors arising from macro economic trends, the current ‘credit crunch’ and any downturn in attractiveness of property financial returns

Contributing to long term sustainability through addressing the impact of the combination in some areas of concentration of back-to-backs, poor condition and amenity, poor quality of environment and location; finding ways of reducing the impact of increasing house prices and mortgage costs and achieving substantial renewal/remodelling/re-branding to ensure future sustainability.

Supporting delivery of other key policy priorities including:

- contributing to the *housing growth* agenda as constraints on Greenfield development require more development opportunities in inner urban areas (with emphasis remaining on Brownfield sites) and through better use of existing housing
- contributing to programmes aimed at ‘*narrowing the gap*’ between affluent and deprived areas
- helping create and maintain ‘*mixed income communities*’ through encouraging owner occupation in back-to-backs and renting by young workers
- contributing to *environmental strategy and carbon reduction policy*, through achieving greater energy efficiency, reducing the numbers in fuel poverty and enabling residents to realise significant energy savings
- Bringing *empty homes* back into use

4. OPTIONS FOR INTERVENTION



Back-to-back with original windows and front door, 18 Tilbury Terrace, Holbeck, Leeds

4.0 Options for Intervention

The following options for intervention for the 19,500 back-to-back homes in Leeds have been identified that could help improve their attractiveness, boost demand, for rent or purchase and create new forms of housing and housing layout to attract new markets into areas with large numbers of back-to-backs. These interventions can be classified as minimal, medium and major and have been arrived at following a consideration of relative costs and capacity to deliver across the city.

Minimal Intervention (12,140 properties)

This option would apply to the 6,760 back-to-backs located in popular areas with buoyant housing markets, with few problems with turnover and empty properties, and where back-to-backs provide entry level housing for people seeking access. In these areas back-to-backs are not in large concentrations and but located in odd streets. In these areas the occupiers of back-to-backs could be older people or could be renting privately, as well as being first time buyers. There are also 5,380 back-to-backs in the Leeds Rim which are either in popular pockets or not in concentrations.

There is a need to address fitness/safety issues and those risks that render back-to-backs unable to meet the Decent Homes Standard (relating to fire safety, affordable warmth, safety in the home) and provide support to owners unable to afford to carry them out, or incentives to landlords to undertake the improvements required. Interventions could include:

- *Encouragement to private landlords:* to undertake improvements to the Decent Homes Standard
- *Providing access to home improvement equity loans:* to meet cost of 'decency improvements' of £3,470 per property to achieve the Decent Homes Standard, and £790 per year over 10 years to maintain that standard.

Medium Level Interventions (6,297 properties)

This option applies to back-to-backs located in inner suburban areas, or parts of the Leeds Rim where housing market conditions are positive and where there is a rental and ownership market for them, especially first time buyers.

In such areas, there may be patches of back-to-backs where demand is mainly from the investment market, or where turnover is higher than average and where some issues with empty homes exist. These areas are popular with first time buyers, but could also be occupied by older people or by people renting privately.

There is therefore, a need to address fitness/safety issues and those risks that render back-to-backs unable to meet the Decent Homes Standard relating to fire safety, affordable warmth, safety in the home, and provide support to owners unable to afford to carry them out, or incentives to landlords to undertake the improvements required. There may also be a need to consider more substantial improvement to tackle small numbers with demand problems. The aim would be to enhance the attractiveness of back-to-backs in inner suburban areas to broaden appeal to first time buyers and improve conditions for existing residents.

- *Refurbishment of properties to meet 'basic decency standard':* through removing Category 1 Hazards (types of work). The costs of refurbishment would £3,427 per property to bring compliance with the Decent Homes Standard and £7,900 over 10 years to maintain them at a decent standard. Access to home improvement equity loans could be made for homeowners on low incomes or who are vulnerable.
- *Refurbishment to meet decency requirements plus facelift improvements (4,468 properties)* at a cost of £10,000 per property.
- *Refurbishment above decent standard: (1,790 properties)* for street lined through removal of Category 1 hazards and undertaking enveloping work as undertaken under Group Repair improvements (£22,000 to £28,000 per property depending on the configuration of dormers). For back-to-backs with yards/gardens, this would be complemented by improvements to yards (£26,000 to £34,000 depending on size of the yard). Access to home improvement equity loans could be made for homeowners unable to afford to enable internal refurbishment.
- *De-conversion (39 properties):* targeted in inner North West Leeds, where back-to-backs will have been converted to HMO's or altered to account for the demands of HMO licensing. Access to loans would be made to cover costs of de-conversion works (£10,000 per property).

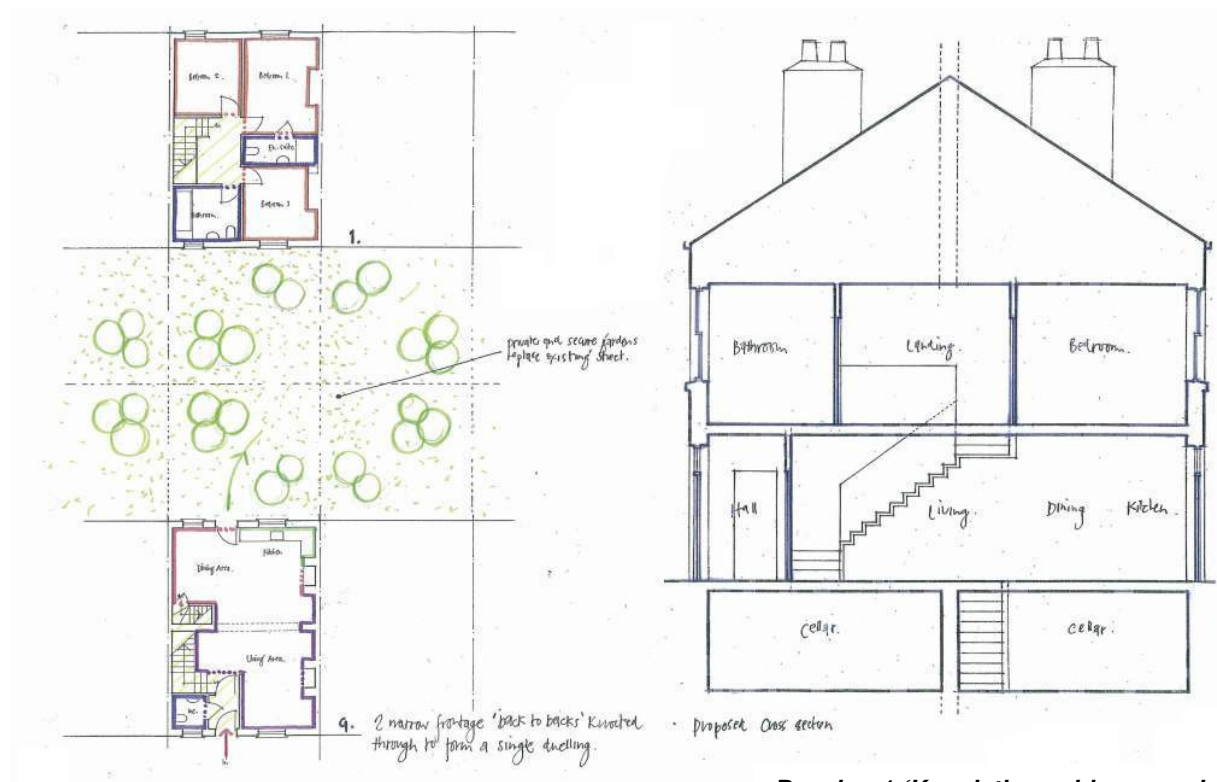
Major Level Interventions (1,067 properties)

In some inner urban areas the sheer number of back-to-backs combined with poor quality, low levels of demand or high levels of turnover mean that more radical interventions may be needed. These interventions would involve either clearance and re-provision, or conversion and major refurbishment (internally and externally) or major refurbishment.

The aim would be to create new forms of housing and more attractive housing aimed at attracting new markets (especially to encourage young couples, first time buyers and families) while also radically improving conditions for existing residents.

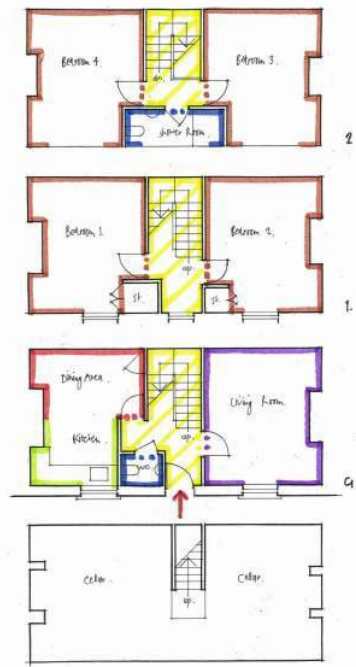
- *Clearance and housing re-provision (497 properties):* This would involve acquisition, demolition of back-to-backs and re-provision with new housing for affordable rent, equity stake and housing for market sale. This could include:
 - Selective demolition of limited numbers of streets of back-to-backs to create squares with managed communal open space. This would cost approximately £110,000 per property (£90,000 acquisition, depending on location, £20,000 for clearance, site preparation and home loss and compensation) and £200,000 for communal garden provision (managed through community social enterprises and using local labour). For example clearance of 2 streets of 24 properties and creation of a communal garden would cost in the region of between £700,000 (if all properties were in council ownership) and £2,120,000 (assuming a 67%-33% private/public ownership).
 - Clearance of back-to-backs for site assembly for new housing provision and individual and communal garden space (again managed through community social enterprises and using local labour). This would cost approximately £11 million per 100 properties for acquisition and clearance (assuming a 67% / 33% private/public ownership), home loss and compensation and site preparation and £18 million for 150 new properties.

- *'Knock through' conversion and major refurbishment: (54 properties)* Conversion through 'knocking through' into through terrace properties, enveloping works, changed internal arrangement and internal improvements. Costs per property would be £100,000 for acquisition of privately owned properties (depending on location) and conversion costs of £95,000 per pair of properties. Conversion of 24 back-to-backs into 12 through terraces would cost just under £3 million (assuming a 67%/33% private/public ownership).

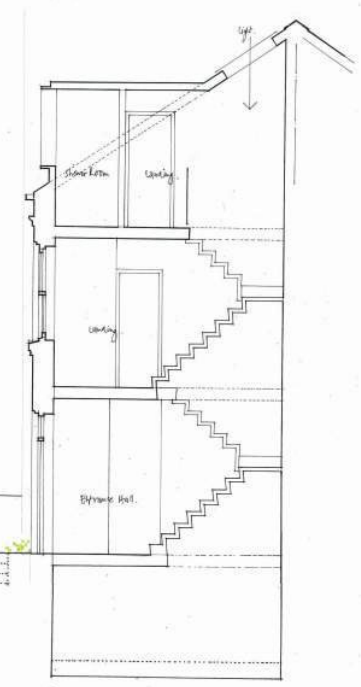
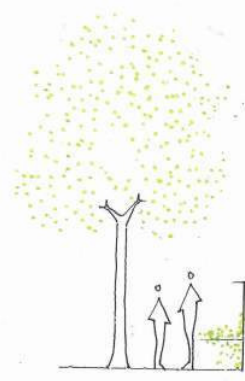


Drawing 1: 'Knock through' conversion

- *'Knock along' conversion into larger units and major refurbishment; (56 properties)* Conversion into large dwellings plus enveloping and changed internal arrangement and internal improvements. The costs per property including acquisition costs would be £95,000 per property plus £100,000 acquisition costs for privately owned properties (depending on location). Conversion of 24 back-to-backs to 6 large properties would also cost in the region of £3 million (assuming a 67%/33% private/public ownership).



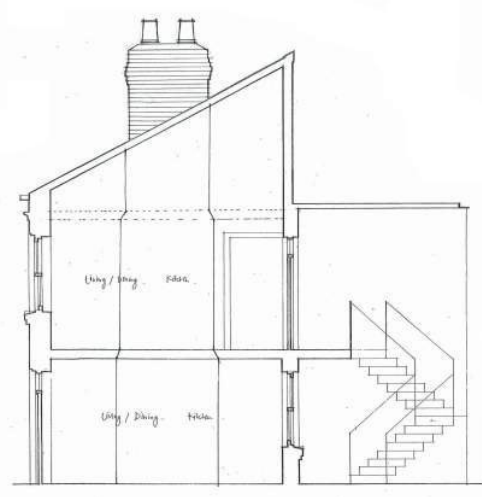
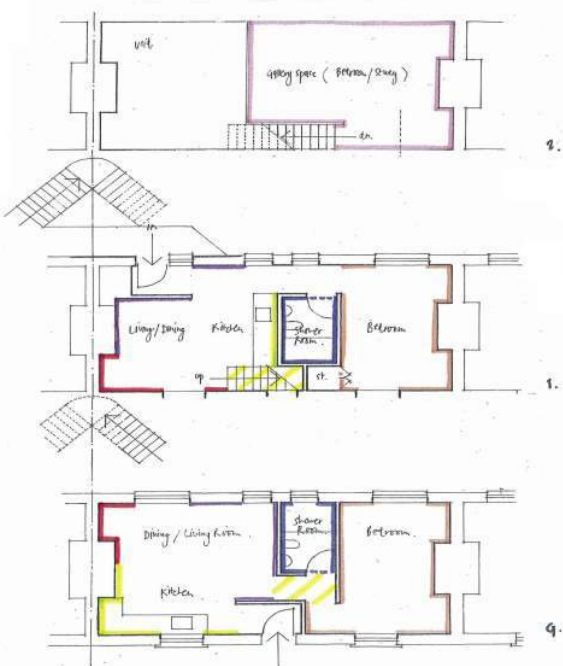
• wide front - 4 bedroom - type 2
 • proposed floor plans



• wide front - 4 bedroom - type 1
 • proposed cross section

Drawing 2: 'Knock along' conversion

- *Conversion into two flats and major refurbishment; (56 properties)* Splitting two back-to-backs into two flats along with external and internal improvements (See drawings in Volume 2: 5.0, pg 53). Costs per property would be £50,000 plus acquisition costs of around £90,000 for privately owned properties. Conversion of 24 back-to-backs into 12 flats would cost just under £2.5 million (assuming a 67%/33% private/public ownership).



• wide front 'Backs' adapted to become studio flat and left spare above with external access stairs

Drawing 3: Flat Conversion

- *Major refurbishment: (404 properties)* to provide enveloping and external fabric improvements to Type 2 back-to-backs with narrow fronts, along with changed internal arrangements and improvements. Costs of this intervention would be £88,000 to £90,000 per property plus acquisition costs (£100,000 per property). For 100 properties this would cost £16.1 million (assuming a 67%/33% private/public ownership), excluding environmental improvement costs.

Major and medium interventions would also be accompanied by a package of the following neighbourhood based revenue funded interventions:

- *Environmental improvements to streets:* to provide streetscape improvements including 'greening', parking bays and 'home zone' changes at a cost per property of approximately £5,000.
- *Enhanced housing and neighbourhood management:* The city council and housing providers would be encouraged to provide intensive neighbourhood and housing management and support provision in these areas.
- *Private Landlord Accreditation:* Encouragement of accreditation of private landlords and delivery of improvements to quality, condition, amenity and standards of management.
- *Encouragement of community engagement mechanisms:* to strengthen or re-establish community pride and participation. This could include encouragement of social enterprises to undertake environmental maintenance.

The next section looks at the balance of these interventions in relation to the type of back-to-backs and their location and the costs of packages of interventions in the various areas that contain back-to-backs.

5. INTERVENTION PACKAGES FOR AREAS WITH BACK-TO-BACKS



End back-to-back, The 'Quarrys' Leeds 6

5.0 Intervention Packages for Areas with Back-to-Backs

In Section 4 various options have been presented for interventions that could be used to address immediate issues of poor stock condition to ensure long term sustainability and to enable back-to-back housing to become attractive inner urban housing close to the city centre and main transport routes. Appendix B shows a breakdown of the programmes of delivery and numbers of properties involved for the main areas where back-to-backs are located. These areas have been grouped into three main 'zones';

- the Leeds Rim (those communities immediately adjoining Leeds City Centre)
- Inner suburban areas adjoining the Leeds Rim
- Outer suburban areas and villages

During research into the characteristics, conditions and market position of back-to-backs and following analysis of the costs of the various types of intervention open, it became clear that following a single radical approach of acquisition and clearance or conversion, even if targeted to those concentrations in inner urban areas could be unfeasible:

- Conversion of all back-to-backs in the Leeds Rim would cost £1.3 billion
- Clearance of all back-to-backs in the Leeds Rim would cost £935.89 million without the cost of new build
- A mixture of 50% clearance and 50% conversion of back-to-backs in the Leeds Rim would cost £924.6 million excluding any costs of new build
- Major refurbishment of all back-to-backs in the Leeds Rim would cost £2.4 billion

Such a radical approach is clearly not affordable nor is it needed as almost 7,150 are located in inner or outer suburban markets where they serve as either long term housing for existing stable households or as entry level housing and require investment only to undertake works to remedy the hazards inherent in that along with some 'facelift' investment.

In the Leeds Rim, many back-to-backs (7,000 or so) are sustainable in the longer term with some medium 'facelift' or basic 'decency' refurbishment. Accordingly a mix of interventions outlined in Section 4, provides the best approach.

Leeds Rim (See Case Studies on Beeston Hill/Holbeck, Cross Green/East End Park and Harehills in Volume 2: 7.0, pg 78 & 83)

Within the Leeds Rim there are 12,153 back-to-backs including high concentrations of 'street lined' back-to-backs set in a poor environment; more sustainable type 3 back-to-backs with gardens or yards and with a market from students and young workers, and some patches which act as entry level housing for starter households and first time buyers.

Therefore a mix of interventions involving clearance and re-provision, conversion and various levels of refurbishment are needed, with more radical approaches targeted at areas with high concentrations, poor physical environments, high levels of local deprivation and instability. Conversions, clearance and new build and major refurbishment would be aimed at creating 'squares' or other formats where housing would overlook communal garden and play space, potentially managed through community /social enterprises and using local labour.

Group repair and facelift schemes would need to be on a substantial scale to make the maximum visual and conditional impact. Environmental improvements would include Home Zone provision, parking bays, bin store provision and reuse of bin-yards as 'pocket gardens' and 'greening' of streets with planters and trees.

Cross Green (337 properties)

- Acquisition and clearance of 51 properties at a cost of £3.9 million
- Acquisition and conversion of 8 properties at a cost of £1.3 million
- Major refurbishments (external and internal) to 14 properties at a cost of £2.7 million
- Group repair and decency improvements to 112 properties at a cost of £3.9 million
- Facelift refurbishment and decency improvements to 51 properties at a cost of £915,000
- Decency improvements only to 102 properties at a cost of £1.2 million
- Environmental improvements/home zoning to benefit 237 properties at a cost of £1.2 million
- 51 new homes built at a cost of £6.12 million

Total cost of £21.24 million

East End Park (342 properties)

- Acquisition and clearance of 34 properties at a cost of £2.63 million
- Acquisition and conversion of 8 properties at a cost of £1.2 million
- Major refurbishments (external and internal) to 17 properties at a cost of £3.4 million
- Group repair and decency improvements to 85 properties at a cost of £2.8 million
- Facelift refurbishment and decency improvements to 61 properties at a cost of £1.1 million
- Decency improvements only to 136 properties at a cost of £1.5 million
- Environmental improvements/home zoning to benefit 205 properties at a cost of £1.02 million
- 34 new homes built at a cost of £4.1 million

Total Cost of £17.75 million

Richmond Hill (436 properties)

- Facelift refurbishment and decency improvements to 174 properties at a cost of £3.1 million
- Decency improvements only to 262 properties at a cost of £3.0 million
- Environmental improvements/home zoning to benefit 174 properties at a cost of £872,000

Total Cost of £6.97 million

Harehills (4,189 properties)

- Acquisition and clearance of 84 properties at a cost of £6.45 million
- Acquisition and conversion of 84 properties at a cost of £12.6 million
- Major refurbishments (external and internal) to 209 properties at a cost of £41.9 million

- Group repair and decency improvements to 754 properties at a cost of £24.9 million
- Facelift refurbishment and decency improvements to 1257 properties at a cost of £22.6 million
- Decency improvements only to 1801 properties at a cost of £20.4 million
- Environmental improvements/home zoning to benefit 2388 properties at a cost of £11.94 million
- 84 new homes built at a cost of £10.1 million

Total Cost of £150.89 million

Burmantofts (52 properties)

- Facelift refurbishment and decency improvements to 52 properties at a cost of £936,000
- Environmental improvements/home zoning to benefit 52 properties at a cost of £260,000

Total Cost of £1.196 million

Holbeck, Beeston Hill, Hunslet Hall (3,359)

- Acquisition and clearance of 328 properties at a cost of £25.26 million
- Acquisition and conversion of 66 properties at a cost of £9.86 million
- Major refurbishments (external and internal) to 165 properties at a cost of £32.8 million
- Group repair and decency improvements to 755 properties at a cost of £24.9 million
- Facelift refurbishment and decency improvements to 695 properties at a cost of £12.5 million
- Decency improvements only to 1,351 properties at a cost of £15.3 million
- Environmental improvements/home zoning to benefit 2008 properties at a cost of £10.04 million
- 328 new homes built at a cost of £39.36 million

Total Cost of £170.02 million

Hunslet (246 properties)

- Facelift refurbishment and decency improvements to 123 properties at a cost of £2.2 million
- Decency improvements only to 123 properties at a cost of £1.4 million
- Environmental improvements/home zoning to benefit 123 properties at a cost of £615,000

Total Cost of £4.215 million

Armley/New Wortley (1,681 properties)

- Facelift refurbishment and decency improvements to 756 properties at a cost of £13.6 million
- Decency improvements only to 925 properties at a cost of £10.5 million
- Environmental improvements/home zoning to benefit 756 properties at a cost of £3.8 million

Total Cost of £27.87 million

Hyde Park/Woodhouse/Burley Lodge (1,511 properties)

- Group repair improvements to 84 properties at a cost of £2.8 million
- Facelift refurbishment and decency improvements to 747 properties at a cost of £13.4 million
- Decency improvements only to 680 properties at a cost of £7.7 million
- Environmental improvements/home zoning to benefit 831 properties at a cost of £4.12 million

Total Cost of £28.02 million

Total investment need in Inner Rim areas = £428 million or £17.1 million per year for 25 years.

Inner Suburban Areas (See Case Study on Headingley in Volume 2: 7.0, pg 73)

Within the inner suburban areas there are 4,262 back-to-backs, with fewer large concentrations of 'street lined' back-to-backs set in a poor environment, and more sustainable Type 3 with gardens or yards; in inner North West Leeds back-to-backs still cater for students and, increasingly, sharing households of young workers and many provide entry level housing for starter households.

Across the areas intervention is needed mainly to remove Category 1 hazards. In some 'patches' with poor physical environments, evidence of local deprivation and instability or where 'revitalisation' would be part of regeneration programmes (such as the IMPaCT programme in Chapeltown, and the Leeds – Bradford Corridor and West Leeds Gateway regeneration programmes) 'facelift' improvements and targeted environmental improvements will be required.

In Central and South Headingley where there may be disinvestment by landlords and where intervention may be sought to bring those properties back from HMO to residential use, environmental improvements would be targeted to make the environment of those properties more attractive to potential residents. Equity loans to finance de-conversion of properties converted to HMO's could be made to help attract residential households unable to afford de-conversion costs on top of the high relative house price in the area.

Chapel Allerton, Chapeltown, Oakwood (249 properties)

- Facelift refurbishment and decency improvements to 30 properties at a cost of £195,000
- Decency improvements only to 219 properties at a cost of £2.9 million
- Environmental improvements/home zoning to benefit 30 properties at a cost of £147,500

Total Cost of £3.3 million

Central Headingley, Meanwood, Burley, Kirkstall (2,070 properties)

- Deconversion works to 39 properties at a cost of £ 878,500
- Facelift refurbishment and decency improvements to 135 properties at a cost of £1.36 million
- Decency improvements only to 1897 properties at a cost of £25.19 million

- Environmental improvements/home zoning to benefit 176 properties at a cost of £874,200

Total Cost of £28.3 million

Beeston (753 properties)

- Facelift refurbishment and decency improvements to 151 properties at a cost of £1.5 million
- Decency improvements only to 602 properties at a cost of £8.0 million
- Environmental improvements/home zoning to benefit 151 properties at a cost of £753,000

Total Cost of £10.3 million

Bramley, Wortley, Farnley, Stanningley, Intake, Swinnow (1,175 properties)

- Facelift refurbishment and decency improvements to 235 properties at a cost of £2.4 million
- Decency improvements only to 940 properties at a cost of £12.5 million
- Environmental improvements/home zoning to benefit 235 properties at a cost of £1.2 million

Total Cost of £16.0 million

Crossgates, Colton, Halton (12 properties)

- Decency improvements only to 12 properties at a cost of £159,240

Total Cost of £159,240

Total investment need in Inner Suburban areas = £58 million or £2.3 million per year over the next 25 years.

Outer Suburban Areas

Within the outer suburban areas there are 3,088 back-to-backs mainly inhabited by longer standing older residents, or serve as entry level housing for starter households and first time buyers. There are no real concentrations and are more scattered and integrated with other types of housing. Predominantly, investment is needed to remove Category 1 hazards much of which would be made by households themselves or by landlords. Some access to equity home improvement loans may be required to assist households who may be older and vulnerable or on low incomes.

Garforth/Kippax (16 properties)

- Decency improvements only to 16 properties at a cost of £212,320

Morley, Rothwell, Drighlington, East Ardsley/Tingley (1,660 properties)

- Decency improvements only to 1662 properties at a cost of £22.1 million

Pudsey, Rodley, Farsley, Calverley (731 properties)

- Decency improvements only to 731 properties at a cost of £9.7 million

Guiseley, Rawdon, Yeadon (437 properties)

- Decency improvements only to 437 properties at a cost of £5.8 million

Horsforth (148 properties)

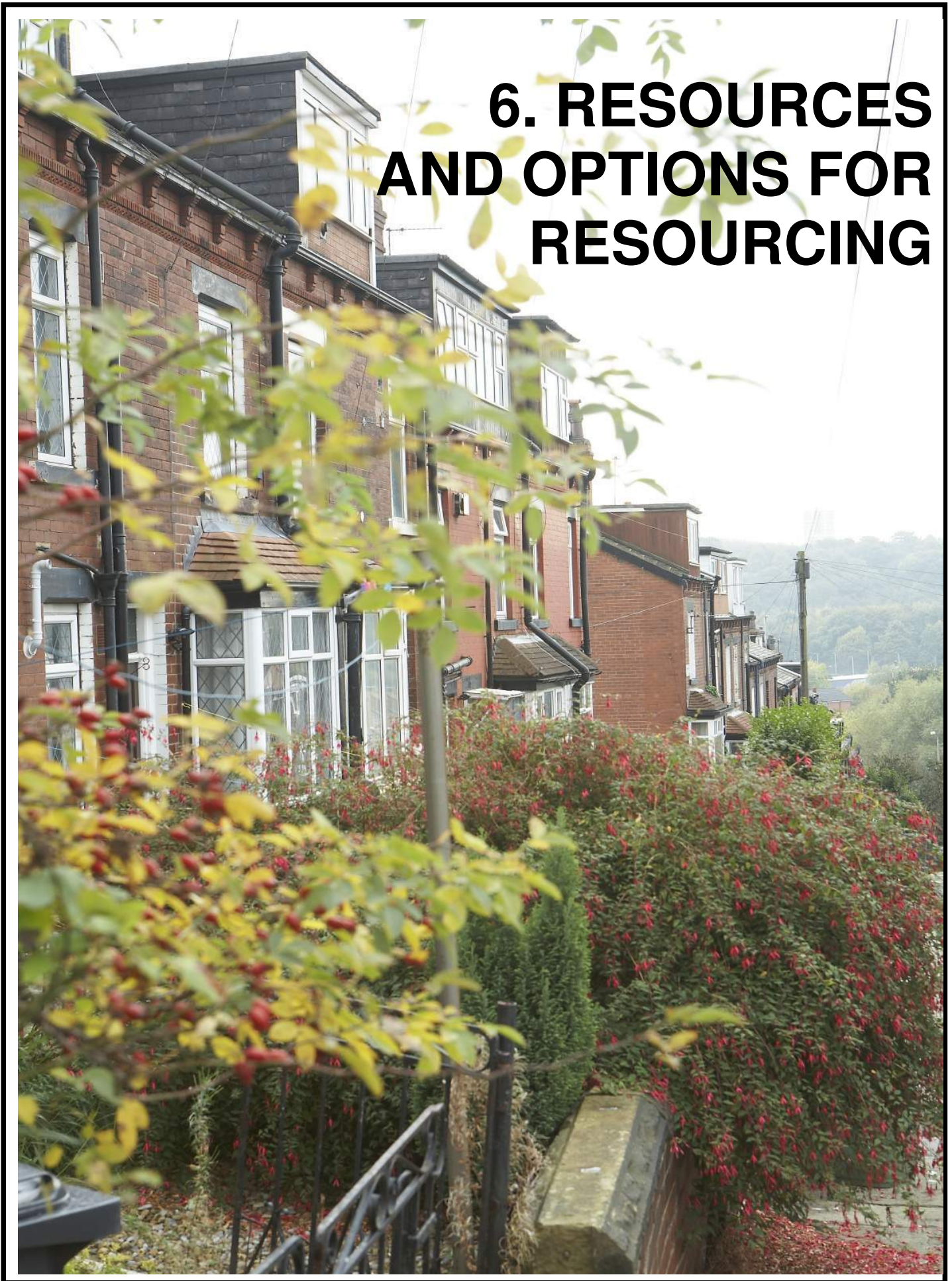
- Decency improvements only to 148 properties at a cost of £1.96 million

Otley (94 properties)

- Decency improvements only to 94 properties at a cost of £1.25 million

Total investment need in Outer Suburban areas = £41 million or £1.6 million over 25 years

6. RESOURCES AND OPTIONS FOR RESOURCING



The 'Runswicks', Leeds 11

6.0 Resources and Options for Resourcing

Overview

Section 5 and the table in Appendix B shows the breakdown of costs for delivering necessary interventions to refurbish, convert or replace back-to-back housing.

In all £527 million will be needed to replace, convert or refurbish the entirety of back-to-back housing in Leeds or £20.8 million per year for 25 years.

This is the current estimated total cost for addressing current demand for back-to-back housing, ensure longer term sustainability and enable to provide an affordable but attractive housing option for starter households, first time buyers and low paid or professional workers, as well as those in housing need. However, it is assumed that most investment needs in outer suburban areas and in some inner suburban areas could be met by homeowners or landlords without use of public funding. In those areas within the Leeds Rim, a small number of inner suburban areas and to meet the needs of vulnerable households in back-to-backs in outer suburban areas the following levels of investment are needed:

- £38.3 million will be required to finance acquisition, clearance of 497 in Leeds Rim areas and £59.7 million for 497 replacement homes
- £24.9 million will be required to finance acquisition and conversion of 166 in Leeds Rim areas
- £80.8 million will be required to finance major external and internal refurbishment and rearrangement to 405 in Leeds Rim areas
- £59.3 million would be required to fund Group Repair improvements to 1,790 in Leeds Rim areas
- £75.8 million would be required to fund Facelift improvements to 4,467 properties and continuing maintenance of decent standards
- £61 million would be needed to enable 5,380 in inner Rim areas to be compliant with decent homes standards through direct funding or provision of equity loans
- £482,000 per year would be required over 10 years (total of £4.8 million) to fund Equity Home Improvement Loans for 429 homes (2% of property owners in outer suburban areas and 10% of owners in inner suburban areas, who may be on limited or low incomes or who may be vulnerable.
- £36.8 million would be required to fund Environmental Improvements and home zoning to benefit 7336 back-to-back homes

This shows £377.9 million would be needed to replace convert or refurbish the back-to-back housing in the areas identified, or £15.1 million per year for 25 years. An annual investment from central and local government funding of £1.9 million a year for 25 years, could lever in £13.4 million of private finance per year to enable gradual refurbishment, remodelling or replacement of back-to-back housing.

Scheduling

The table below shows the possible scheduling of investment in back-to-backs. The strategy aims for short term investment to focus on the current programme of clearance, facelift and

group repair activity along with environmental improvement and 'greening' of areas of back-to-backs.

Medium term activity will also focus on refurbishment and environmental improvement and re-provision of affordable housing through the Affordable Housing Strategic Partnership.

Further clearance, conversion and major remodelling schemes would take place in the longer term with the assumption that by that time private sector investment interest will be greater as property refurbishment and environmental improvement enhance the attractiveness of back-to-backs and confidence in their potential value.

2009 – 2014	Facelift schemes (300 properties) Group repair (250 properties) Environmental improvements (demonstration) (12 properties) Property acquisition (150 properties) Clearance (Phase 1 in progress - 172 properties) Conversion demonstration project (12 properties)
2015 – 2020	Facelift schemes (Phase 2 – 300 properties) Group repair (Phase 2 – 750 properties) Environmental improvements (Phase 2 – 100 properties) Property acquisition (Phase 2 – 200 properties) Clearance (Phase 2 - 150 properties) Conversions (Phase 1 – 20 properties) New Build (Phase 1 - 200 properties)
2020 – 2025	Facelift schemes (Phase 3 – 300 properties) Group repair (Phase 3 – 500 properties) Environmental improvements (Phase 4 – 300 properties) Property acquisition (Phase 3 – 175 properties) Clearance (Phase 3 - 100 properties) Major Improvement/rearrangement (Phase 1 – 100 properties) Conversions (Phase 2 – 40 properties) New Build (Phase 2 – 150 properties)
2025 onwards	Facelift schemes (Phase 4 to14 – 3567 properties) Group repair (Phase 4 – 290 properties) Environmental improvements (Phase 5 to15 – 6924 properties) Property acquisition (Phases 4 and 5 – 205 properties) Clearance (Phase 4 - 75 properties) Conversions (Phases 3 to 8 – 95 properties) Major Improvement/rearrangement (Phases 2 to 4 – 304 properties) New Build (Phase 3 –150 properties)

Means of Accessing Finance for the Programme

Accessing finance for this long term programme of intervention will require a range of approaches to secure the finance needed.

Lobbying for more public funding

The Council and the Leeds Housing Partnership need to lobby central government, regional bodies and sub regional partnerships to make the case for increased investment in existing housing stock. This lobbying needs to:

- Make the case for addressing the needs of back-to-backs as an issue specific and peculiar to Leeds (and West Yorkshire) and requiring of specific funding.
- Emphasise the necessity of making best use of existing housing to provide a sustainable option for new households and to help meet the need for new housing arising from economic growth.
- Link the better use of existing housing with the housing growth agenda. With clear difficulties emerging with the 'dash for growth' in new house building then ways of reconfiguring existing housing to provide greater housing opportunities for new and existing households need to be found, tested and funded.
- Link enhanced investment in improvement of existing housing to Government aims to reduce the number of empty homes, reducing fuel poverty and improving access to affordable warmth.
- Emphasise the case for increased investment for 'facelift' refurbishment and for environmental improvement.
- Make the case for the reduction of VAT rates on refurbishment works.

Leverage of private finance

The case for additional government funding to support improvement and reconfiguration of existing poor quality housing needs to emphasise the use of public funding to pump prime and lever in private finance. This will mean:

- Attracting private lenders and developers to see the opportunities in converting, clearing and re-providing.
- Attracting and encouraging estate agents to see the potential of a refurbished and remodelled back-to-back housing stock, especially in the Leeds Rim, in providing opportunities to buyers and renters.
- Attracting lenders to see the commercial attractions of financing refurbishment and remodelling the intervention programme .
- Encouraging homeowners to 'match' investment in environmental improvement and external facelift by investing in internal refurbishment along with appropriate enforcement to push improvement of poor conditions.
- Offering equity loans to homeowners through the Regional Loans Fund for internal improvements.

- Encouraging Accredited Landlords to invest and increase their investment to attract new markets and encouraging more non-accredited landlord to do so and invest in their properties. Considering offer of 'higher level' of accreditation for landlords actively contributing to comprehensive improvement.
- Seeking to use commuted sums collected through S106 Agreements to fund environmental improvements.

Consultation and market testing

It is essential that the interventions used to make, and the areas in which they are located, attractive options for new and existing households, are tested with potential and existing residents.

- Consultation needs to take place over clearance, conversion and replacement schemes to ensure that what action is taken offers an improvement in circumstances for existing residents and new options for potential residents.
- The re-housing requirements of 'displaced' households need to be clearly identified to ensure that they are not disadvantaged. Displaced households should be offered first refusal of new housing. Those who wish to remain in the area should be guaranteed rehousing or assistance to purchase in the area, those wishing to move away guaranteed rehousing or assistance to purchase elsewhere.
- The attractiveness of converted forms of housing needs to be tested with existing and potential residents.
- The attractiveness of refurbished back-to-backs with environmental improvements needs to be tested with existing and potential residents.

Delivery mechanisms

A range of delivery mechanisms need to be identified that can develop programmes of interventions and ensure their implementation. These could include:

- *Partnership vehicles* - Locally linked to regeneration initiatives (local Special Purpose Vehicles perhaps) to facilitate property acquisition and clearance, conversion, refurbishment and environmental works in:
 - i) Cross Green/East End Park
 - ii) Beeston Hill/Holbeck
 - iii) Harehills
 - iv) Leeds-Bradford Corridor/West Leeds Gateway
 - v) Inner NW Leeds
- *Leeds City Council* – Needs to identify and confirm arrangements for delivery of housing renewal activity including group repair and facelift improvements, selective licensing (Cross Green/East End Park), HMO licensing and facilitating equity loans for eligible homeowners to undertake 'decency improvements'.
- *Leeds City Council and Groundwork and other appropriate agencies* - need to work in partnership to develop and deliver programmes of environmental improvements in

targeted area. *Local community enterprises* should be encouraged to undertake environmental improvement, or manage communal open space and gardens/play space developed

- *Leeds City Council Area Management and re'new* - need to work closely to develop Intensive Neighbourhood Management approaches across the areas of the Leeds Rim containing back-to-backs and populations that are currently highly mobile and volatile, and ensure provision of an appropriate range of good quality neighbourhood services.
- *Leeds Landlords Accreditation Scheme network and landlords* - need to promote and further encourage landlords to take up accreditation membership.
- *Unipol Student Homes* - need to continue to improve their back-to-back stock, operate its code of standards, provide training and information for landlords.
- *Landlords* - need to receive encouragement to improve their stock (and their methods of housing management)
- *Residents Networks, Groups and Associations* - need to be encouraged to participate in the development of local programmes and to foster and encourage community engagement and participation amongst residents and across the areas in which they are located.

7. CONCLUSIONS



Cross Green, Leeds 9

7.0 Conclusions

The research undertaken on the issues surrounding back-to-back housing in Leeds has shown that the strategy to address those issues needs to go well beyond a simple approach to tackle the physical attributes of back-to-backs.

This strategy sits within a regional and sub regional context. The improvement of older housing is an issue for West Yorkshire and the Leeds City Region and possibly for the North in general. The belief on the part of the Government that poor housing conditions in private sector housing has been addressed and is no longer a priority need to be challenged as it is a significant issue in many northern towns and cities. Across West Yorkshire there are approximately 40,000 back-to-backs. Programmes of improvement or reconfiguration can make a real contribution to meeting the housing needs of low paid households and to economic growth across the City Region.

This strategy is inextricably linked to the wider regeneration context in Leeds. The fact that many households living in back-to-backs are vulnerable and experiencing multiple deprivation and that areas with significant multiple deprivation contain large concentrations of back-to-backs means that programmes of improvement or reconfiguration of back-to-backs need to link with wider social and economic regeneration activity. Therefore tackling the issues relating to back-to-backs will to achieve the objective of narrowing the gap between affluent and deprived areas.

The Leeds Strategic Plan and the Vision for Leeds has place making at its heart and a key strategic priority for the Leeds Strategic Plan is the creation and maintenance of thriving neighbourhoods. The emphasis being placed of focusing future urban renaissance activity in the Leeds Rim is aimed at providing a link between Leeds City Centre and the suburbs and connectivity to areas of employment growth. Enabling the renaissance of the neighbourhoods in the Leeds Rim will be dependent on tackling the challenges posed by the large numbers of back-to-backs in those neighbourhoods and the poor housing conditions and poor environmental quality of the areas in which they are located, contributing to the strategic aim of creating and sustaining thriving neighbourhoods.

Improvement and reconfiguration of back-to-backs will help provide housing options for those in low paid work and will help ensure the maintenance of economic growth in Leeds. Ensuring that low paid workers are able to take up the jobs that will be created in Leeds City Centre and the Aire Valley and will not look for jobs elsewhere because they cannot find housing.

The tendency for vulnerable and highly mobile households to live in back-to-backs and the high turnover of back-to-backs brings instability and a lack of social cohesion. Programmes of property and environmental improvement to back-to-backs will help social regeneration by reducing the social stress that people live under, improving health and well being, reducing the probability of debt and financial exclusion and providing a firm base for the workless to find work and maintain those jobs.

Action to reduce the turnover and 'churning' currently prevalent in back-to-back housing will help create a more stable population, improve and maintain community cohesion, help

create and maintain community pride, enable greater community engagement contributing to the aim of creating and sustaining harmonious communities.

Improving back-to-backs will reduce the risks of poor health and safety in the home arising from poor housing condition and high home energy costs, and will thus help improve the health and well being of households living in back-to-backs.

This strategy and the programmes of action it proposes to improve or reconfigure back-to-backs will need a relatively modest but long term injection of public funding to lever in private finance to achieve the strategic and local benefits outlined above. This will require intensive lobbying of regional and national government and the development and implementation of effective partnerships and joint ventures to deliver it.

Appendices

Appendix A: Project Brief

Purpose

Leeds City Council intends commissioning Renew Leeds Ltd (trading as re'new) to undertake background research on back-to-back housing in the city, together with preparation of a Strategy to address the refurbishment, remodelling or replacement of back-to-back homes. This Brief outlines the proposed methodology and tasks required, and the process to be followed, in undertaking this commission.

Background

Back-to-back terraced housing was extensively built during the 19th and early 20th centuries to house the rapidly expanding population attracted to manufacturing and industrial jobs in the city. High density meant higher profits for speculative builders. But a national debate about the house type developed, led by social and health reformers, focusing on the lack of through ventilation, insanitary conditions of shared toilet yards, frequent overcrowding, and lack of other amenities. A number of cities used local powers to stop building back-to-backs. In Manchester and Liverpool, for example, back-to-backs were banned in 1844 and 1861 respectively; no plans for back-to-backs were approved for Bradford after 1870; and in Birmingham they were banned in 1876.

The debate resulted in a national ban on back-to-backs under the terms of the 1909 Housing and Town Planning, Etc, Act. In Leeds there was opposition to this national legislation; and a loophole in the Act permitted certain plans with prior approval to continue to be built. The last back-to-back in Leeds was built in 1937.

Since the 1950s, various programmes of clearance and redevelopment have reduced the stock of back-to-backs, often replacing them with more modern Council housing. In addition, action by Housing Associations in the 1960s and 1970s, together with grant assistance to owners, resulted in improvements to many properties. However many problems remain, including inherent design constraints. A significant number of back-to-backs are located in the most deprived areas of the city; high costs are associated with necessary improvements to meet Decent Homes and Housing Health & Safety Rating System standards; often there is imbalance in local communities, with above average levels of private rental and multiple occupancy, high turnover and transience. All too often, back-to-back properties are occupied by those with limited choice in the housing market.

Not all back-to-back housing is so problematic. There are a number of variants in terms of design and density of development, with improvements incorporated in more recently constructed properties. For instance, the later back-to-backs incorporated improved internal arrangement of space as well as small, private external spaces, distinguishing them from earlier constructed properties which had their single access directly off the street. Some, especially those located in highly desirable parts of the city, provide a first rung on the housing ladder for first time buyers. In Leeds 6 (Headingley, Hyde Park and Woodhouse areas), back-to-backs provide a key part of the student rental market. In certain parts of the city, larger 'type 3' back-to-backs with small front gardens offer affordable family accommodation. However the sheer scale of back-to-back housing, the cost of

improvement, and the unattractiveness of the earlier, smaller 'type 1 and 2' back-to-backs bring significant issues of long-term sustainability.

It is estimated that there are still some 15,000 - 18,000 back-to-back properties in Leeds. Ironically, in Birmingham, the last 11 back-to-backs are managed by the National Trust as a visitor attraction displaying social history!

Towards a Strategic Approach to back-to-back housing

The Leeds Housing Strategy has tackling obsolete housing as a major priority for action and a key contributor to achieving regeneration and the creation and maintenance of mixed, sustainable communities. While strategy and policies to tackle the future of obsolete Council housing are well advanced, equivalent policies have yet to be developed for older, obsolete terraced housing, most of which is located in the most deprived neighbourhoods in Leeds.

A significant proportion of back-to-backs in Leeds are likely to fail the 'decent homes' standard, one component of which is the Housing Health and Safety Rating System (HH&SRS). No city-wide strategy exists to address this. Realistically there is neither the funding available nor the appetite for large scale demolition and replacement. Most back-to-backs in Leeds will need to be retained and will require refurbishment or remodelling in the medium to long term, while it may be possible to introduce a gradual and limited programme of phased redevelopment in selected priority areas where this can contribute to wider regeneration objectives and dramatically improved quality of life for all residents in a community.

A clear and robust strategy to address the issues posed by back-to-backs will identify and appraise the necessary mixture of replacement, remodelling and renovation of back to backs in areas of deprivation. A strategic approach towards back-to-back housing should:

- form part of the overall approach to providing access to affordable housing across the city
- help revive housing markets in areas of fragile demand and high multiple deprivation.
- help reduce instability and the dominance of certain areas by transient, vulnerable populations
- improve housing options for residents of deprived areas including affordable home ownership
- provide new housing options for first time buyers, households moving from private or social rented housing in inner urban areas, relocators or 'downsizers'
- help to address a crucial need for access to decent affordable accommodation across Leeds
- identify options for either remodelling to provide greater opportunities for improved access to decent affordable housing or improvement to enable a longer 'shelf-life'
- help provide 'entry level' access to decent housing in areas of high demand and housing costs
- complement other regeneration research projects and local regeneration plans.

Methodology/ Tasks Required

It is envisaged that this project, to undertake background research and develop a strategy for back-to-back housing in Leeds, will have the following six key components:

1 Baseline Data

Work with Leeds City Council, Neighbourhoods & Housing and Development Departments, Housing Associations and other housing providers to:

- define the back-to-back property types
- update and check the existing LCC back-to-back property register, together with other Stock Condition Surveys and property registers, to establish baseline data on the number, type, condition and location of back-to-backs
- establish a database relating to back-to-backs
- map location of back-to-back property in the city
- establish a photographic record of a sample of back-to-backs.

2 Literature Review

Undertake a review of existing literature and research relevant to back-to-back housing in Leeds and preparation of a back-to-back housing strategy. This is likely to include:

- historical overview
- commentary on the baseline data and implications for long term strategy, policy and practice
- Index of Multiple Deprivation in relation to back-to-backs
- psychological research on issues such as 'defensible space' which would have an important bearing on some (or all) back-to-backs
- relevant aspects of the current broad national policy agenda, and the more local policy agendas, relevant to back-to-backs, for example:
 - development of sustainable communities and the social inclusion agenda
 - improved quality of urban design and place-making
 - provision of affordable housing
 - targets for achieving 'decent homes' and Housing Health & Safety Rating System standards
 - the 4 part bottom line – economic, social, environmental and ethical
- examination of the experience of other authorities where relevant.

3 Housing Market Intelligence

Gather evidence to establish demand patterns, prices, turnover, tenure split, occupancy levels and void properties for back-to-back housing in Leeds (for sale and rent), to establish the various roles and positions of back-to-back housing within the Leeds housing market, and to understand as far as possible factors influencing the market which could lead to dynamic change. Evidence gathering will include the following:

- interviews with a number of estate agents handling the sale of and the letting of back-to-back properties in various parts of the city
- interview with Unipol, the universities and colleges in relation to student housing provision
- focus groups to establish the experience and policies of various landlords:
 - i. private landlords
 - ii. social landlords (housing associations and ALMOs)
- focus groups with residents of back-to-backs, including first time buyers and BME residents, as well as elderly people and those with disabilities
- survey to reveal public perceptions of back-to-back housing in Leeds.

Additional factors can affect popularity and convenience of back-to-back housing and the health impacts on residents. For instance there is no alternative 'back door' escape route in the event of fire; the steep and winding stairs in many smaller properties could present challenges to the young, elderly or disabled and might result in above average incidence of falls; the construction and high density of development could result in greater neighbourhood

nuisance, especially noise; the lack of adjacent private amenity space for refuse bins and rubbish storage may have implications for Street Scene services and kerbside recycling. It is important to attempt to capture some of these less obvious characteristics; the following is proposed:

- focus group of interested professionals (for instance, Housing, Planning, Environmental Health, Fire, Police, Ambulance, NHS Primary Care Trust, Social Services, City Services).

4 Technical Options

Review the physical form of back-to-backs and the issues arising, such as:

- orientation
- thermal efficiency
- space standards
- internal arrangement of space
- noise transfer between properties
- fire safety
- defensible space
- density.

From this analysis, review available options for regeneration intervention:

- refurbishment
- conversion/remodelling of individual properties, blocks of properties, or of selected neighbourhoods
- replacement/redevelopment
- selective use of a mix of the above to regenerate a local neighbourhood.

It will be important also to examine experience in Leeds (or elsewhere) in applying such options.

This should provide a review of advantages and disadvantages of each option, any significant constraints, risks involved, and any relevant practical experience.

Finally, it will be important to assess the implications for back-to-back property, and for wider regeneration, if none of the above options is implemented.

5 Cases

A review of recent experience in the city in developing approaches to back-to-backs in the context of local regeneration strategy.

6 Strategy Development

The Strategy will seek to answer such questions as: What function(s) do back-to-backs play in the local housing market? What function(s) could they play in future? What policy responses are required to improve the sustainability of property and to meet acceptable living conditions (at least the Decent Homes standard)? This may include some mix of refurbishment, conversion, remodelling, or demolition and redevelopment. What policy responses are required in relation to back-to-backs to facilitate operation of the local housing market? What should an implementation action plan over 5 years/ longer term include?

For example, in terms of housing market function, it may be appropriate to consider the following:

- starter homes/entry level on the housing ladder
- 'niche' market

- homes suitable for students or migrant workers
- property serving an intermediate role
- mainstream market housing
- unsustainable property which may also have become a barrier to wider regeneration.

The Strategy is likely to include some interplay of such key factors as location of back-to-backs, their function in housing market terms, form and condition of the stock and the local neighbourhood, and their contribution to wider regeneration issues.

The implementation plan for the Strategy should identify the key agencies and organisations likely to be involved in delivery, together with an appraisal of the potential costs of the Strategy and how it may be resourced over time.

Use of the Research and Strategy

The background research and Back-to-back Housing Strategy may be used in a number of ways, including:

- to provide the evidence base to convince key agencies, Leeds City Council and Leeds Housing Partnership of the importance of tackling the various challenges posed by back-to-back property
- to raise the profile of a problem unique to Leeds and West Yorkshire
- to provide a basis for forward business planning by a range of partner organisations
- to promote understanding locally, regionally and nationally of the issues, actual and potential, relating to back-to-back properties in Leeds, and thus to promote recognition of the urgency of delivering priority aspects of the Strategy
- to underpin funding bids to the Housing Corporation, Regional Housing Board and other agencies
- to offer confidence that the City Council and its partners in Leeds are adopting a strategic rather than a piecemeal response to back-to-back issues
- to act as a basis for exploring a possible 'demonstration project' to remodel back-to-backs as an innovative contemporary housing product for the 21st century.

Dissemination

It is proposed that the results of the research and Strategy development will be disseminated by various means, including:

- final project Report
- invited Seminar
- articles in relevant professional press.

Other dissemination opportunities may emerge as the work on the project proceeds.

It may also be appropriate, in parallel, to develop a suitable 'demonstration project'.

Managing the Process

Ernie Gray (LCC Neighbourhoods & Housing – Housing Strategy & Development Manager) will act as the client's key contact.

David Horner (Project Director, re'new in South Leeds) will act as project manager for re'new.

Huw Jones (Strategy & Intelligence Director, re'new) and Janey Barraclough (Project Officer, re'new) will undertake much of the day-to-day research work and strategy development work for the project, with assistance from David Horner and other re'new staff. The cooperation of a number of colleagues in the City Council and partner agencies will also be crucial to the success of the project.

Some work – in particular the interviews, focus groups and survey to inform the Housing Market Intelligence stage (task 3) – may be sub-contracted to an appropriate academic institution.

The Strategy will be developed and guided under the auspices of the Leeds Housing Partnership Executive. It will be informed by the work and priorities of the District Housing Partnerships.

It is intended to establish a **Steering Group** to guide the research and strategy development, drawn from members of the Leeds Housing Partnership together with invited experts. The Group will meet monthly for the duration of the project. Membership of this Steering Group will include:

Ernie Gray – LCC Neighbourhoods & Housing: Strategic Landlord
Stephen Boyle – LCC Neighbourhoods & Housing: Chief Regeneration Officer ???
Andy Beattie – LCC Neighbourhoods & Housing: Environmental Health & Private Housing
Mark Ireland – LCC Neighbourhoods & Housing: Environmental Health & Private Housing
John Thorp – LCC Development Department: Leeds Civic Architect
Ian Mackay – LCC Development Department: Principal Planner
Steve Williamson – re'new: Chief Executive
Huw Jones – re'new: Strategy & Intelligence Director
David Horner – re'new: Project Director re'new in South Leeds
Janey Barraclough – re'new: Project Officer (Strategy & Membership Services)
Matthew Walker – Leeds Federated Housing Association: Chief Executive
Martin Broadest – Connect Housing: Regeneration Director
Rachael Unsworth – University of Leeds: Geography
Neil Diamond – Aire Valley Homes (Leeds ALMOs)
Garry Corbett – English Heritage
Sally Hinton – West Yorkshire Housing Partnership

Timetable

A suitable timetable will be agreed between Ernie Gray and David Horner. It is anticipated that the project will take some 6 - 8 months to complete.

Fee

The agreed fee for the commission is £44,000 + VAT.

Huw Jones and David Horner, re'new, February 2007

Appendix B: Area Breakdown of Interventions and Costs

Properties Requiring Intervention – As a % of the total stock in that area

Area		Clearance	Conversion	Major External /Internal Refurb	Medium Refurb (Group Repair/ deconversion)	Medium Refurb (Facelift)	'Decency' Refurb only	All	Environmental	New Build
Inner Rim										
Cross Green	339	15%	3%	4%	33%	15%	30%	100%	70%	
East End Park	341	10%	2%	5%	25%	18%	40%	100%	60%	
Richmond Hill	436					40%	60%	100%	40%	
Burmantofts	52					100%		100%	100%	
Harehills	4189	2%	2%	5%	18%	30%	43%	100%	57%	
Holbeck	1191	10%	2%	5%	23%	20%	40%	100%	60%	
Beeston Hill	2090	10%	2%	5%	23%	20%	40%	100%	60%	
Hunslet Hall	78					50%	50%	100%	50%	
Hunslet	246					50%	50%	100%	50%	
Armley	1681					45%	55%	100%	45%	
Burley Lodge	842				5%	45%	45%	100%	55%	
Hyde Park	349				5%	55%	45%	100%	55%	
Woodhouse	260					55%	45%	100%	55%	
Woodhouse Ridge	60					55%	45%	100%	55%	
Sub Total	12154	4.1%	1.4%	3.3%	14.7%	32.2%	44.3%	100%	56%	

Area		Clearance	Conversion	Major External /Internal Refurb	Medium Refurb (Group Repair/ deconversion)	Medium Refurb (Facelift)	Decency' Refurb only	All	Environmental	New Build
InnerSuburbs										
Oakwood	40					10%	90%	100%	10%	
Chapelton	23					30%	70%	100%	30%	
Chapel Allerton	186					10%	90%	100%	10%	
Meanwood	186				5%	5%	90%	100%	10%	
Headingley	152				5%	10%	85%	100%	15%	
Burley	1246				1%	5%	94%	100%	6%	
Kirkstall	489				2%	10%	88%	100%	12%	
Beeston	753					20%	80%	100%	20%	
Cross Gates	4						100%	100%		
Colton	4						100%	100%		
Halton	4						100%	100%		
Bramley	552					20%	80%	100%	20%	
Farnley	238					20%	80%	100%	20%	
Wortley	245					20%	80%	100%	20%	
Intake/Stanningley	30					20%	80%	100%	20%	
Stanningley	102					20%	80%	100%	20%	
Swinnow	8					20%	80%	100%	20%	
Sub Total	4262				0.9%	12.9%	86.2%	100%	14%	

Area		Clearance	Conversion	Major External /Internal Refurb	Medium Refurb (Group Repair/ deconversion)	Medium Refurb (Facelift)	'Decency' Refurb only	All	Environmental	New Build
Outer Suburbs										
Garforth/Kippax	16						100%	100%		
Drighlington	35						100%	100%		
East Ardseley/Tingley	5						100%	100%		
Morley	1619						100%	100%		
Rothwell	3						100%	100%		
Pudsey	315						100%	100%		
Rodley	150						100%	100%		
Calverley	53						100%	100%		
Farsley	213						100%	100%		
Horsforth	148						100%	100%		
Guiseley	90						100%	100%		
Rawdon	50						100%	100%		
Yeadon	297						100%	100%		
Otley	94						100%	100%		
Sub Total	3088						100%	100%		
Total	19504						100%	100%		

Properties Requiring Intervention – Number of Properties in a certain area

Area		Clearance	Conversion	Major External /Internal Refurb	Medium Refurb (Group Repair/ deconversion)	Medium Refurb (Facelift)	'Decency' Refurb only	All	Environmental	New Build
Inner Rim										
Cross Green	339	51	8	14	112	51	102	337	237	51
East End Park	341	34	8	17	85	61	136	342	205	34
Richmond Hill	436					174	262	436	174	
Burmantofts	52					52		52	52	
Harehills	4189	84	84	209	754	1257	1801	4189	2388	84
Holbeck	1191	119	24	60	274	238	476	1191	715	119
Beeston Hill	2090	209	42	105	481	418	836	2090	1254	209
Hunslet Hall	78					39	39	78	39	
Hunslet	246					123	123	246	123	
Armley	1681					756	925	1681	756	
Burley Lodge	842				42	379	379	842	463	
Hyde Park	349				42	192	157	349	192	
Woodhouse	260					143	117	260	143	
Woodhouse Ridge	60					33	27	60	33	
Sub Total	12154	497	166	404	1790	3917	5380	12153	6774	497

Area		Clearance	Conversion	Major External /Internal Refurb	Medium Refurb (Group Repair/ deconversion)	Medium Refurb (Facelift)	'Decency' Refurb only	All	Environmental	New Build
Inner Suburbs										
Oakwood	40					4	36	40	4	
Chapelton	23					7	16	23	7	
Chapel Allerton	186					19	167	186	19	
Meanwood	186				9	9	167	186	19	
Headingley	152				8	15	129	152	23	
Burley	1246				12	62	1171	1246	75	
Kirkstall	489				10	49	430	489	59	
Beeston	753					151	602	753	151	
Cross Gates	4						4	4	0	
Colton	4						4	4	0	
Halton	4						4	4	0	
Bramley	552					110	442	552	110	
Farnley	238					48	190	238	48	
Wortley	245					49	196	245	49	
Intake/Stanningley	30					6	24	30	6	
Stanningley	102					20	82	102	20	
Swinnow	8					2	6	8	2	
Sub Total	4262				39	551	3672	4262	590	

Area		Clearance	Conversion	Major External /Internal Refurb	Medium Refurb (Group Repair/ deconversion)	Medium Refurb (Facelift)	'Decency' Refurb only	All	Environmental	New Build
Outer Suburbs										
Garforth/Kippax	16						16	16		
Drighlington	35						35	35		
East Ardseley/Tingley	5						5	5		
Morley	1619						1619	1619		
Rothwell	3						3	3		
Pudsey	315						315	315		
Rodley	150						150	150		
Calverley	53						53	53		
Farsley	213						213	213		
Horsforth	148						148	148		
Guiseley	90						90	90		
Rawdon	50						50	50		
Yeadon	297						297	297		
Otley	94						94	94		
Sub Total	3088						3088	3088		
Total	19504	497	166	404	1829	4468	12140	19503	7364	497

Cost of Intervention Options

Area		Clearance (£110,000)	Conversion (£180,000)	Major External /Internal Refurb (£200,000)	Medium Refurb (Group Repair/ deconversion) (£33,000)	Medium Refurb (Facelift) (£18,000)	'Decency' Refurb only (£11,327)	All	Environmental (£5,000)	New Build (£120,000)	Total Costs
Inner rim											
Cross Green	339	£3,915,450	£1,273,793	£2,712,000	£3,691,710	£915,300	£1,151,956	£13,660,208	£1,186,500	£6,120,000	£20,966,708
East End Park	341	£2,625,700	£1,178,803	£3,410,000	£2,813,250	£1,104,840	£1,545,003	£12,677,596	£1,023,000	£4,080,000	£17,780,596
Richmond Hill	436					£3,139,200	£2,963,143	£6,102,343	£872,000		£6,974,343
Burmantofts	52					£936,000		£936,000	£260,000		£1,196,000
Harehills	4189	£6,451,060	£12,592,134	£41,890,000	£24,882,660	£22,620,600	£20,402,985	£128,839,439	£11,938,650	£10,080,000	£150,858,089
Holbeck	1191	£9,170,700	£3,580,146	£11,910,000	£9,039,690	£4,287,600	£5,396,183	£43,384,319	£3,573,000	£14,280,000	£61,237,319
Beeston Hill	2090	£16,093,000	£6,282,540	£20,900,000	£15,863,100	£7,524,000	£9,469,372	£76,132,012	£6,270,000	£25,080,000	£107,482,012
Hunslet Hall	78					£702,000	£441,753	£1,143,753	£195,000		£1,338,753
Hunslet	246					£2,214,000	£1,393,221	£3,607,221	£615,000		£4,222,221
Armley	1681					£13,616,100	£10,472,378	£24,088,478	£3,782,250		£27,870,728
Burley Lodge	842				£1,389,300	£6,820,200	£4,291,800	£13,890,600	£2,315,500		£16,206,100
Hyde Park	349				£1,389,300	£3,455,100	£1,778,905	£5,234,005	£959,750		£6,193,755
Woodhouse	260					£2,574,000	£1,325,259	£3,899,259	£715,000		£4,614,259
Woodhouse Ridge	60					£594,000	£305,829	£899,829	£165,000		£1,064,829
Sub Total	12154	£38,255,910	£24,907,415	£80,822,000	£59,069,010	£70,502,940	£60,937,787	£334,495,063	£33,870,650	£59,640,000	£428,005,713

Area		Clearance (£110,000)	Conversion (£180,000)	Major External /Internal Refurb (£200,000)	Medium Refurb (Group Repair/ deconversion) (£33,000)	Medium Refurb (Facelift) (£18,000)	'Decency' Refurb only (£11,327)	All	Environmental (£5,000)	New Build (£120,000)	Total Costs
Inner Suburbs											
Oakwood	40					£40,000	£477,720	£517,720	£20,000		£537,720
Chapelton	23					£69,000	£213,647	£282,647	£34,500		£317,147
Chapel Allerton	186					£186,000	£2,221,398	£2,407,398	£93,000		£2,500,398
Meanwood	186				£232,500	£93,000	£2,221,398	£2,546,898	£93,000		£2,639,898
Headingley	152				£190,000	£152,000	£1,714,484	£2,056,484	£114,000		£2,170,484
Burley	1246				£311,500	£623,000	£15,542,355	£16,476,855	£373,800		£16,850,655
Kirkstall	489				£244,500	£489,000	£5,710,346	£6,443,846	£293,400		£6,737,246
Beeston	753					£1,506,000	£7,993,848	£9,499,848	£753,000		£10,252,848
Cross Gates	4						£53,080	£53,080			£53,080
Colton	4						£53,080	£53,080			£53,080
Halton	4						£53,080	£53,080			£53,080
Bramley	552					£1,104,000	£5,860,032	£6,964,032	£550,000		£7,514,032
Farnley	238					£476,000	£2,526,608	£3,002,608	£238,000		£3,240,608
Wortley	245					£490,000	£2,600,920	£3,090,920	£245,000		£3,335,920
Intake/Stanningley	30					£60,000	£318,480	£378,480	£30,000		£408,480
Stanningley	102					£204,000	£1,082,832	£1,286,832	£102,000		£1,388,832
Swinnow	8					£16,000	£84,928	£100,928	£8,000		£108,928
Sub Total	4262				£978,500	£5,508,000	£48,728,236	£55,214,736	£2,947,700		£58,162,436

Area		Clearance (£110,000)	Conversion (£180,000)	Major External /Internal Refurb (£200,000)	Medium Refurb (Group Repair/ deconversion) (£33,000)	Medium Refurb (Facelift) (£18,000)	'Decency' Refurb only (£11,327)	All	Environmental (£5,000)	New Build (£120,000)	Total Costs
Outer Suburbs											
Garforth/Kippax	16						£212,320	£212,320			£212,320
Drighlington	35						£464,450	£464,450			£464,450
East Ardsley/Tingley	5						£66,350	£66,350			£66,350
Morley	1619						£21,484,130	£21,484,130			£21,484,130
Rothwell	3						£39,810	£39,810			£39,810
Pudsey	315						£4,180,050	£4,180,050			£4,180,050
Rodley	150						£1,990,500	£1,990,500			£1,990,500
Calverley	53						£703,310	£703,310			£703,310
Farsley	213						£2,826,510	£2,826,510			£2,826,510
Horsforth	148						£1,963,960	£1,963,960			£1,963,960
Guiseley	90						£1,194,300	£1,194,300			£1,194,300
Rawdon	50						£663,500	£663,500			£663,500
Yeadon	297						£3,941,190	£3,941,190			£3,941,190
Otley	94						£1,247,380	£1,247,380			£1,247,380
Sub Total	3088						£40,977,760	£40,977,760			£40,977,760
Total	19504	£38,255,910	£24,907,415	£80,822,000	£60,047,510	£76,010,940	£150,643,784	£430,687,559	£36,818,350	£59,640,000	£527,145,909

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