

**PROGRESS REPORT
RED HALL REGENERATION MASTER PLAN
AND NEIGHBOURHOOD RENEWAL STRATEGY**

**Responsible Cabinet Member(s) – Councillor Andy Scott,
Housing, Health and Partnerships Portfolio, and
Councillor Chris McEwan, Economy and Regeneration Portfolio**

**Responsible Director – Ian Williams,
Director of Economic Growth and Neighbourhood Services**

SUMMARY REPORT

Purpose of the Report

1. To update members on progress on the execution of the Redhall Master Plan and Neighbourhood Renewal Strategy together with their integration with the Healthy New Town initiative and to revise the action plan in the light of current circumstances and evidence.

Summary

2. The regeneration strategy agreed in 2016 comprised essentially three parts over a 10 year period.
 - (a) A housing condition improvement programme and new Council housing as reflected in the HRA commitments.
 - (b) Improvements to the physical infrastructure of the area as expressed through the Master Plan; and
 - (c) Investment in the skills and ability of the community to become increasingly self-reliant.
3. Officers were also charged with securing external resources to help fund the programme as it developed and a major success in this respect was the awarding of Healthy New Town status and this was subsequently weaved into the approach.

4. Significant progress has been made on the physical infrastructure of the area. Over 380 homes have been improved with either external cladding or new windows and doors helping to both address energy efficiency and the appearance of the area. 39 new properties have been built through the HRA Homes England affordable homes programme. A new park and play area has been created. Planning permission has been granted on the former Redhall Stables site for 80 new homes all-embracing Healthy New Town principles of life time homes. Commencement of this development is imminent.
5. Further projects are ready for execution including the Healthy New Town benches and the Community Centre Car Parking.
6. Further projects are still in abeyance waiting and are in reality to be triggered by the Burdon Hill development; for example the extensions to the school and associated highway infrastructure. This would also provide favourable conditions to consider further development in the central area for housing and local facilities.
7. Important steps have been taken with the community to improve its self –reliance and relationships with public agencies. Groundwork Trust were originally commissioned to lead this agenda and there was a significant synergy with the Healthy New Town initiative that sought to address health inequalities and poverty. Engagement with and participation by the community has been increasing with the founding of a stakeholder liaison group and activities that have included all groups in the community. The community itself has now formed the Friends of Redhall, a registered Residents Association. The growth in the independence of the community has been marked both in individual stories in growing skills and confidence but also in the overall community capacity where it is now seeking to raise funding and resources in its own name. Unfortunately the report is not able to capture the whole breadth of the activity that is taking place and is now emerging.

Recommendation

8. It is recommended that :-
 - (a) Cabinet notes the progress against the Master Plan and the Neighbourhood Renewal Strategy.
 - (b) Notes the Healthy New Town Board decision to implement the 10,000 step initiative and associated benches scheme.
 - (c) Notes the Great Places Arts Project to be implemented 2018 to 2020 that will explore the connections to the Stockton and Darlington Railway story.
 - (d) That the Director of Economic Growth and Neighbourhood Services is authorised to proceed to execute the following projects.
 - (i) Improvements to the informal footpath network adjacent to the Redhall Stables site (project 12 within the Master Plan).

- (ii) Provision of car parking facilities for the community centre subject to planning permission. (Part of project 14)
 - (iii) To negotiate improvements to the current local shopping provision on site. (part of project 5)
 - (iv) Facilitation of the local garden- grow your own initiative.
 - (v) Explore the options for the Friends of Redhall to manage or assist in the management of the woodland and Nature Reserve.
- (e) The Cabinet notes the dependency of the proposals to extend Redhall School, the implementation of new transport infrastructure and further considerations of an enhanced local centre on the emerging Burdon Hill development proposals.
- (f) That Cabinet notes the intention to incorporate Healthy New Town principles into the Burdon Hill development and the Local Plan.
- (g) Cabinet notes that officers will consider whether any parts of the feasibility report that has assessed the merits of improving on the Radburn design principles could be reasonably implemented and will report further on those considerations.

Reasons

9. The recommendations are supported by the following reasons :-
- (a) In order that progress against the aims of the Redhall Master Plan and neighbourhood Strategy can be communicated with residents, relevant stakeholders and funders.
 - (b) To enable reasonable adjustments to be made to implement the next actions to execute the Redhall Master Plan and Neighbourhood Renewal Strategy.

Ian Williams
Director of Economic Growth and Neighbourhood Services

Background Papers

Feasibility Study Redhall Housing ; William Saunders

John Anderson : Extension 6322
Pauline Mitchell : Extension 5831

S17 Crime and Disorder	Improving the fabric and amenities of the estate within the wider development context together with stronger community resilience is likely to have a positive impact in reducing crime and disorder issues including the fear of crime and disorder.
Health and Well Being	Good housing and well-designed neighbourhoods have positive impacts on health & well-being
Carbon Impact	The delivery of energy efficiency measures through the Strategy will have a positive impact on domestic carbon emissions.
Diversity	The proposals are seen to be beneficial for all groups within the community.
Wards Affected	The proposals are seen to be beneficial for all groups within the community.
Groups Affected	All
Budget and Policy Framework	There are no impacts on the budget or policy position of the Council
Key Decision	No.
Urgent Decision	No.
One Darlington: Perfectly Placed	The draft master plan and the Neighbourhood Renewal Strategy supports the vision and outcomes of the Darlington Partnership by seeking to make sure that everyone has access to affordable, decent housing that meets their individual and family needs. Residents should be encouraged and supported to be involved and develop their skills.
Efficiency	No new implications.
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers

MAIN REPORT

Information and Analysis

Background and Context

10. In April 2016 Cabinet agreed:

- (a) To adopt the Master Plan (**Appendix 1**) and Neighbourhood Renewal Strategy (**Appendix 2**) as the framework for neighbourhood regeneration at Redhall.
- (b) A budget of £280,000 from the HRA account for the works to create the park, playpark and village green within Redhall plus the acquisition of the head leasehold interest in the existing Redhall Shop. Officers were instructed to negotiate potential S106 contributions from future housing developments

towards the provision of affordable homes that would replenish the HRA account.

- (c) Fund the car park for the community centre and school from the general fund, circa £175,000 and for this to be paid back from contributions from S106 or receipts from development are received.
 - (d) That the Director of Neighbourhood Services and Resources be given delegated powers to agree the design and execution of the park proposals following community participation in both the design and maintenance proposals.
 - (e) That the Community and Officers continue to seek external resources for other elements of the projects identified and that those projects are executed subject to available funding.
 - (f) That Cabinet agree to the marketing and disposal of the sites identified for new mixed commercial and housing developments.
 - (g) The Director of Economic Growth is given delegated powers to progress land disposals in liaison with the relevant portfolio holders.
 - (h) The Director of Economic Growth is given delegated powers to negotiate the purchase of the head leasehold of the existing retail unit at Redhall in accordance with the terms set out in the part III report.
11. The report seeks to update Cabinet in respect of these actions; report on outputs and outcomes and any make recommendations on any new or amended actions.
12. The Council had identified the Redhall area as a focus for housing regeneration, and it is recognised it as an important area for housing and community investment, alongside the planned Burdon Hill residential development, the Link 66 (Symmetry Park) employment opportunity and the ongoing redevelopment of Lingfield Point, all within the Eastern Growth Zone. This work helped to secure Healthy New Town status which has been exploring leading edge health care provision with the potential to improve access to health and wellbeing in the area.
13. The regeneration programme consisted of three key work streams which come together in an integrated approach:
- (a) Redhall Master plan (**Appendix 1**) – which is the overarching plan for regeneration that will improve the quality of life on Redhall and help build a sustainable community. This Master plan, along with the Housing investment plan – focuses on the Housing and the built environment element of the wider picture. This is a 10 year plan for a collection of projects. Some projects are funded and this will be subject to future funding and/or business cases.
 - (b) Redhall Neighbourhood Renewal Strategy 2015-2017 (**Appendix 2**) - set out a framework so that Redhall becomes a sustainable community. This is usually, defined as a neighbourhood where, firstly, people want to live and secondly it meets the diverse needs of existing and future residents. The major aim of the

strategy is to help to build a more resilient and self-reliant community. Therefore the focus of the NRS is on governance, services, the economy and social and culture elements of the wider picture. An action plan is being developed to support this high level strategy and fit in with the wider master plan. Where possible the community are being involved in its development.

- (c) In September 2014, Cabinet agreed the programme to regenerate Redhall and subsequently approved the release of funding from the Housing Capital Programme of £5.5million from 2014/15 to 2018/19 to support the regeneration of the housing estate at Redhall. The HRA business plan for the refurbishment of the Council housing stock and new build programme.

14. The Redhall Regeneration programme was and is a mixture of investment in the fabric of the housing through the HRA, in the wider fabric of the estate and in the community itself. A critical strand of the programme is to build resilience within the community enabling it to engage in the programme, take responsibility for it and its outcomes. The key to the success of the regeneration at Redhall will therefore be in getting “buy in” to the vision for the future of the area. The community were heavily involved with the establishment of the various tools of the regeneration programme including the following consultations:

- (a) Engagement with residents of Redhall concerning the areas regeneration commenced around July 2013, with work having commenced in January 2015.
- (b) Redhall Stakeholder Event took place on the 17 September 2015 to go through the emerging first draft of the Master plan for Redhall. Following this event the plan was changed to take on Board feedback from the residents. A refreshed master plan was then produced which included extra facilities for the sports field, the school bypass road has been moved and the MUGA has been retained.
- (c) The draft Master plan was also taken to a joint meeting of the Adults and Housing and Place Scrutiny Committees on the 26 November 2015. A number of recommendations came out of the meeting and incorporated into the final master plan. The master plan has effectively established a programme of work and potential individual projects for delivery from 2015 to 2020.

Master Plan Progress Report

15. The physical regeneration programme was captured in the attached plan in Appendix 2 and the following elements are referenced against the plan.

16. Work on the Council stock began in 2015 and is now complete. A total of 248 Council properties received external cladding and 383 properties received double glazed windows and doors. As well as significantly improving the energy efficiency of the homes the work also has changed the appearance of large areas of Redhall. As part of the plan a total of 56 properties were demolished in the “Courts” area and 39 new properties have been developed that are a mix of houses and flats. All the Ground floor flats are designed to mobility standard and as a result able to help maintain independence for people with a range of physical needs. A fencing

programme was also completed including improvements to internal footpaths adding to the overall environment impact.

17. The Courts area in particular has seen a major transformation with the introduction of new homes, open space and a new play area that includes an outdoor gym. There was also a project to convert homes in Anfield and Aintree Courts so that the front and backs were reversed to address some of the design flaws in the original layout.
18. In total £11.5 million has been invested in the existing stock and in new properties. This investment alongside investment in the community has led to a very noticeable improvement in demand with people who live outside of Redhall being attracted to the area for the first time in some years. It is now common to have multiple applicants for any property that becomes available. Also there has been a very noticeable increase in the level of interest from residents in the development of Redhall since the original consultation took place.
19. **Project 1 Park and Play Area.** This has been completed at a cost of £106,000 from the HRA account. The local community were involved in its conception and design. The Healthy New Towns project contributed the cost of an outdoor gym which was added to the play-park. Both have proved to be very popular.

Photograph of new park and equipment with reclad and new housing in the background.



20. **Project 2, 5, 6 and 14 – Central Green, New Development opportunity, School enhancements and car parking.** A brief has been produced to consider these elements as an integrated solution. The site has proved to be more constrained than initially envisaged and is not cost effective to develop out in a comprehensive way without Burden Hill development triggering the school extension, transport infrastructure and further clarity on local facilities.
21. In this context the Master plan shows that the parking for the community centre could be delivered now without prejudicing the longer term plans. Officers are therefore recommending that the parking scheme shown in Appendix 3 be

implemented now to assist the development of the Community Centre activities. This can be funded from existing capital resources Cabinet allocated to the project and which could be recovered from the land receipt from Redhall Stables.

22. Whilst the car park will provide 9 spaces including a disabled bay there will be further opportunities to improve car parking with the reconfiguration of the school to accommodate additional class rooms and parking. That is dependent upon the Burden Hill Development progress.
23. The transport infrastructure will also be triggered by the Burdon Hill Development and this will also create more favourable conditions to reconsider the development options in the centre of Redhall. The Great Burdon developers have expressed a willingness to reconsider their emerging proposals to include a local centre incorporating local retail and health facilities. The precise specification for such a facility has yet to emerge from the Healthy New Town pilots but there is progress being made through a series of national workshops at which Darlington has been represented.
24. Market signals from the retail sector is suggesting that the retail ambitions for the centre of the site are likely to be not attractive to the market at the present time. This may change again with the Burden Hill proposals but these are several years away. In this context officers are recommending that negotiations are undertaken with the existing shop to explore improvements to its fabric and to its retail offer that might more align with the Healthy New Town objectives. The securing of the head lease under paragraph 8h above will facilitate this.
25. Members are reminded that the Master plan was adjusted to retain the Multi Use Games area in situ.
26. **Project 3 and 4 Playing field levelling and improvements** – No funding has been secured for these projects to date.
27. **Project 7 Development of Redhall Stables site** – Planning permission has been granted for 80 dwellings and commencement is anticipated in the next two months. The land was sold to Keepmoat Developments who have embraced the Healthy New Town Principles by designing all of the new homes to be of life time homes standards. Further the planning permission did not rely on S106 as this is managed through the land receipt.
28. **Project 8 Signage and rebranding** – Residents did indicate a strong desire for any rebranding of the Redhall estate. However local way finding is being considered as part of the Healthy New Town benches scheme.
29. **Project 11 Potential development site** – No specific proposals at this time but too small for commercial retail interest.
30. **Project 12 Improved Cycle Way and Footpath** – There is some desire to improve the informal footpath that weaves through the mature trees between the Redhall Stable site and the Redhall estate. Whilst this area has suffered from antisocial behaviour the Redhall Stables development will provide improved natural surveillance and it is green space that should be enjoyed by the whole community.

The footpath would need to be a Whinstone construction to enable it to follow desire lines and protect trees. The costs of these works are estimated to be £16,000 and can be met from the capital resources allocated to the estate regeneration. However, it will result in increased maintenance liabilities that are likely to increase in time as the paths naturally deteriorate. It suggested that £16,000 be allowed over a 20 year period and the Estate Regeneration Budget can manage these project costs.

31. **Project 13 Project Realm and Highway Improvements** – A feasibility study was commissioned from Williams Saunders Architects and Engineers using Estate regeneration grant to explore the further remodelling of the Radburn design. Whilst the report explored very ambitious options the practicality and affordability of the options are in doubt. Officers are in the process of considering the report including whether there might be elements of options that could be more readily implemented. Officers will report further on this when this assessment has been made.

Neighbourhood Renewal Strategy

32. The Neighbourhood Renewal Strategy (NRS) set out proposals for engaging and involving the community in the Regeneration of Redhall. The ultimate aim was to build a resilient community that is confident in its future. Groundwork Trust were engaged to work with the community and the project started in June 2015. Since then a significant level of activities have taken place focused on the priorities set out in the strategy. The first phase of work has now come to an end with the end of the community development contract and a new phase of development has begun with residents taking a leading role in formulating direction and planning and delivering activities.
33. In early 2016 Healthy New Town project status was awarded to the area and this added a new dimension to the work. The NRS set out key priorities for activity but addressing health inequalities and poverty have been the foundations of the work. This has seen a number of projects established to address, for example, employment and education, fuel poverty and healthy living. A project to address holiday hunger has been successful with widespread support from the community and stakeholders. There is now an intention to spread this project to other areas of Darlington. Redhall primary school have played an important role both in supporting activities such as the Bikeability and the garden competition but also in linking in parents to a range of activities. More recently a project focused on youth has been established by the YMCA which will include a new youth club but also includes ways in which young people can get involved in influencing the future of Redhall. There has also been joint funding from the Healthy New Towns project and the Council to provide artist designed benches that will form a walk through Redhall. The benches were designed with the help of children from the Primary School and are spaced so that two circuits will provide 10,000 steps. In a further development a sports project is beginning this spring with Healthy Darlington that will also make use of the new outdoor gym.



34. A stakeholder liaison group was established to coordinate activity and share ideas and this has proved critical in delivering some of the objectives of the strategy.
35. Progress in the early stages focused on activities that would encourage the community to get involved consisting of a mix of social and educational activities but as the project developed more substantial activities took place with up to 250 residents being involved. A garden competition last summer including the provision of skips to dispose of household waste proved to be very successful and this is continuing this year. Increasingly activities have been led by the members of the community and this has led to the forming of the Friends of Redhall group which is a vehicle for the residents of Redhall to play a more formal role in the future development of the area. They are now a formally constituted group and have registered with the Council as a Residents Association. They have also have taken over the role of chair of the Stakeholder liaison group. They are currently planning the development of a community garden which builds on an initiative from the residents of Bisley Court who have taken over a small landscaped area. They have replanted it to include herbs which anyone can pick. The Group are also investigating a project linked to growing vegetable and are looking to establish a football club to support a number of teams. As part of this project they are exploring ways to improve the playing field. They have also established a furniture recycling project. There are a number of other ideas that the group are working on. To support their development funding has been identified to provide a mentor to help the group with its development.
36. The growth in the independence of the community has been marked both in individual stories in growing skills and confidence through schemes such as Step Forward Tees Valley. The overall community capacity has also grown where it is now seeking to raise funding and resources in its own name for the Community Garden. Unfortunately this report is not able to capture the full breadth of the activity that is taking place and is emerging.

Financial Implications

37. Cabinet instructed officers to continue to seek funding opportunities to support the regeneration programme.
38. The **Healthy New Town** project has attracted £1.1m into the borough over the period 2016-19 and also linked to HNT an additional £373k so far has been attracted to support the 'digital enablement' of care through the NHS Estates and Technology Transformation Fund with more expected this year. Exploiting the benefits of digital based care will be essential in supporting patients remotely and with self -management to help manage increasing demand on services, but also importantly to support patients and citizens in education, information and illness prevention, moving the emphasis up-stream. From the HNT allocation there has been £109k of expenditure to activities supporting the Redhall community. It also should be noted that the Healthy New Town initiative has influenced the policies within the emerging Local Plan.
39. **Estates Regeneration:** the bid for £250,000 for master plan, viability studies, community worker was successful.
40. **Accelerated Construction:** Bid for £500,000 was not successful.
41. **Affordable Homes Programme:** Redhall phase 1 was completed March 2016 with £2,034,927 grant from Homes England for 20 units. This comprised 12 x 2 bed 4person flats and 8 x 2 bed 3 person flats.
42. Phase 2 was completed in June 2017 with Homes England Grant of £2,636,924 for 20 units. 12 x 3 bed 5 person houses and 8, 2 bed 4person flats were built.
43. **The Housing Infrastructure Fund** for £6.5million of capital to kick start Burdon Hill and its infrastructure was not supported by Homes England on a policy basis as they were only willing to support one scheme per Local Authority. West Park was the successful bid. Nevertheless, officers are continuing to have positive dialogue with Homes England about the further capital investment into the area.
44. **Great Places:** The Tees Valley Combined Authority secured a significant Great Place award from the Heritage Lottery Fund for their Greater Tees Programme. An agreement was made between Tees Valley Combined Authority and Darlington Borough Council in spring 2018 to allocate £108,000 of this award to the Heritage on Track project within Darlington. Heritage on Track aims to creatively explore the railway heritage local heritage of particular communities. Work to date on the project led by Groundwork NE & Cumbria and Tees Valley Arts has approached communities in North Road, Redhall and Middleton St. George, all of which are connected by the 1825 Stockton and Darlington Railway, to begin the process of creatively exploring and articulating this important history and its relevance for the communities. The project was launched in June 2018, with lead artists expected to be selected on 3 July 2018 and activity running until December 2020.

Equalities Considerations

45. The projects and programmes have inclusivity at the heart of their objectives.

Consultation

46. There has been constant and improved consultation with the community through the process. This is evidenced in the Redhall liaison meetings, the Friends of Redhall and regular newsletters.

47. The Redhall Liaison Group considered an over view of progress at its meeting on the 12 June 2018. The meeting was generally welcoming of the progress report. In particular it made the following comments and observations.

- (a) The proposals to improve the footpath within the woodland area were welcomed but the Friends of Redhall would be interested to take on the responsibility for the maintenance of the woodland area together with the Nature Reserve. Officers would be interested to work with the community in how it might assist in the management of these areas.
- (b) The 10,000 step scheme and benches were welcomed but consideration should be given to the provision of appropriate and effective litter bins and dog foul bins. Officers have reflected upon this and therefore recommend that they explore the provision of additional bins in the locality.
- (c) The condition of footpaths were of a concern and repairs and renewals should be considered. Officers note the concerns but advise that the footpaths are inspected and maintained to the same standards as elsewhere in the borough and resources are directed as appropriate.

48. The Trustees of the Community Centre have been asked for its views about the proposed car parking and any comments received will be reported to the Cabinet meeting.

Next Steps and Updated Programme

49. The programme is generally on track although the private sector development at Burden hill is behind anticipated timetable.

50. With regards to Redhall itself it is recommended that

- (a) Cabinet notes the progress against the Master Plan and the Neighbourhood Renewal Strategy.
- (b) That the Director of Economic Growth and Neighbourhood Group is authorised to proceed to execute the following projects.
 - (i) The installation of the Healthy New Town Benches and accommodation works, including way finding.

- (ii) Improvements to the informal footpath network adjacent to the Redhall Stables site (project 12 within the Master Plan).
 - (iii) Provision of car parking facilities for the community centre. (Part of project 14)
 - (iv) To negotiate improvements to the current local shopping provision on site. (part of project 5)
 - (v) Facilitation of the local garden- grow your own initiative.
 - (vi) Explore options for the Community to assist in the management of the woodland and nature reserve areas.
 - (vii) Officers explore the provision of litter and dog fouling bins
- (c) The Cabinet notes the dependency of the proposals to extend Redhall School, the implementation of new transport infrastructure and further considerations of an enhanced local centre on the emerging Burdon Hill development proposals.
 - (d) That Cabinet notes the intention to incorporate Healthy New Town principles into the Burdon Hill development.
 - (e) Cabinet notes that officers will consider whether any parts of the feasibility report that has assessed the merits of improving on the Radburn design principles could be reasonably implemented and will report further on those considerations.