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# Executive Summary

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The Vision is a partnership between The Riverside Group (Carlisle Housing Association), Carlisle City Council, Lovell Partnerships Ltd and Ainsley Gomon Architects.

The Project Team was established in April 2002 to prepare a focused, deliverable set of proposals for regenerating the Raffles Estate. The Vision includes proposals for new housing on the cleared sites, improvements to Heysham Park and new shopping and health facilities.

The Household Survey carried out in October 2001 indicates a divided population base, with a large proportion of young single adults and an increasing number of elderly households. 57% of households surveyed had a total annual household income of less than £10,000. 65% of households are in receipt of some form of state benefit. Over £19 million of regeneration funding has been spent on physical improvements to the Estate but with no material change in the prosperity and stability of Raffles. However there are a wide range of community organisations and activities operating on the Estate.

Nearly a half of the council housing has been demolished since 1999. Despite the demolitions, void levels remain at 15%. Brookside and Raffles Avenue remain vulnerable to further abandonment. Critically the voids in these areas need to be prioritised and the properties re-let. 71% of residents surveyed intend to remain on the Estate in the long-term (next ten years or more). Intensive housing management, wider regeneration and stock diversification is critical to stabilise the remainder of Raffles. Further demolition is only proposed in specific areas where it is uneconomical to put the properties back into use.

Raffles has a number of inherent assets: the garden city appearance of the Estate, the potential to improve and open up Heysham Park and the scope to enhance Shadygrove Road as the focus for community, commercial and social life. The land levels provide scope for attractive new housing. The estate benefits from a stable core of committed residents.

The Strategic Framework Report prepared in November 2001 sets the Strategic Objectives for the Estate, providing the foundation for preparing the Vision.

At its heart, the Vision has involved the local community. A series of Open Days and Roadshows, supplemented with newsletters, study trips and a residents' working group have been the vehicles for communicating ideas, giving feedback and responding to resident's concerns and questions. A wide range of agencies have also been consulted during the process. There was a good turnout of residents at each stage. Local people commented positively on the changes and could see the progression of ideas in light of views expressed. Several residents spoke about the open and honest approach to



consultation and that they felt their opinions had been listened to and acted upon.

Consistent themes emerged through the consultation resulting in clear Design Aims which are detailed in the report.

Detailed proposals are given in the report. These include:-

- Presumption that Lovell will start their development at Orton Place/Dobinson Road. The first phase of 3 bed semi-detached houses for sale will be built using the existing road layout
- A new link road connecting Parham Grove to Marks Avenue
- Removal of CCTV masts
- Short-cul-de-sac development off Heysham Park Avenue
- Four aspects to the restoration of Heysham Park providing a Native Plants Park, Activity Park, Flower Park and Sports Park
- Opening up the park, removing redundant hedges, providing a fitness trail and tree-lined avenue along Thomlinson Avenue and recommending a neighbourhood management approach to upgrading and maintaining the park
- Upgrading Shadygrove Road as the principal 'high street'
- Identification of a site on Shadygrove Road for a convenience store
- Detached housing for sale arranged in cul-de-sacs off Brookside
- Refurbishment of the Annex as a social facility
- Provision of a multi-user Healthy Living Centre on the corner of Brookside and Raffles Avenue
- A mixture of bungalows, mews houses, semi-detached houses on the eastern side of the Estate. These plans are more indicative
- Additional demolition of specific housing blocks (34-56, 82-96, 33-39 Raffles Avenue and 114-116 Dalton Avenue). Retention of 61-67 Dalton Avenue
- Identification of a site off Dalton Avenue for a mini-market serviced by a new link road between Thomlinson Avenue and Balfour Road
- Alterations to existing one-way systems to two-way with priority controls and speed restrictions. This is suggested for Brookside, Thomlinson Avenue and Creighton Avenue
- Closure of selected cuts and provision of alternatives
- Creation of construction-linked modern apprenticeships
- Estimated investment, subject to securing funding of over £7 million.

The Project Team are confident that a pragmatic and deliverable Vision has emerged from the process which will guide development and regeneration of the Estate over the next 10 years. To start this process, ongoing negotiations, relevant approvals and site investigations will be sought in the first quarter of 2003 and the Project Team anticipate the development of new housing to commence in the summer 2003.

# 1. Introduction

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- 1.1 The Raffles Vision is a partnership-led initiative by The Riverside Group, Carlisle City Council, Lovell Partnerships Ltd, and Ainsley Gommon Architects.
- 1.2 This Vision sets out a clear, deliverable framework for the long-term regeneration of the Raffles Estate. It provides key agencies, the local community, local voluntary and community organisations, funders and developers with a blueprint for a rejuvenated, attractive and popular Estate. The Vision can be achieved through working collectively, and in new ways to bring about lasting change.
- 1.3 The Vision has been informed by detailed community consultation between April and October 2002, and by the involvement of the Raffles Regeneration Group - a resident working group. Local organisations and statutory agencies have played a key role in shaping the overall approach.
- 1.4 The Vision is primarily a physical regeneration strategy, informed in part, by the central involvement of the partner developer Lovell (housebuilders), and the local subsidiary of The Riverside Group, Carlisle Housing Association, who will take ownership of the Council's social rented properties following stock transfer in December 2002. The Vision is therefore prepared with a clear understanding that a lead developer and a new registered social landlord are committed to invest in the Raffles Estate. The Vision addresses the problem of unpopular housing on the Estate and proposes solutions to the large areas of cleared land as a result of housing demolition. New build housing solutions are mainly for owner-occupation but there is provision for some social housing meeting specific demand needs. The abandonment of the social rented stock, which necessitated the large-scale demolition programme by Carlisle City Council, is showing signs of slowing. It is a key objective of the Vision to stabilise the remaining housing areas, be proactive in key vulnerable locations and re-invest to ensure the long-term sustainability of the Raffles Estate. The approach of the Vision has been to limit any further demolition, with the exception of a few properties given strong support by the local community and where their current condition would not prove cost-effective to bring back into use.
- 1.5 The Vision also seeks solutions to wider community needs expressed through the consultation, in particular improved shopping and health facilities, environmental and highway improvements. All partners are conscious that physical regeneration must be complemented with social, health and employment related regeneration projects.

- 1.6 The funding package to realise the Vision is detailed at the end of this report. Ongoing project delivery, by a number of lead partners, is critical to secure funding and implement the range of proposals set out in the Vision. Central to this is the continued involvement of residents. The Vision is both exciting and a challenge to all, and one that can bring long-standing positive outcomes to the people of Raffles and contribute to the wider successful regeneration of the area.

## 2. Terms of Reference

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### Background

- 2.1 On selection as preferred landlord by Carlisle City Council in May 2001, The Riverside Group was asked by Carlisle City Council to look specifically at a long-term Vision for the Raffles Estate. The Council acknowledges that previous attempts to engage developers, following the production of a development brief and marketing report, have failed. Phases 1-3 and 5-6 of the housing demolitions have, or are nearing completion (total 566 properties). The City Council also has approval for phase 4 to be demolished (a further 76 properties).
- 2.2 During the autumn of 2001, The Riverside Group and Carlisle City Council approached developers (housebuilders) to gauge interest in redeveloping the existing cleared sites for new housing for sale. The partners were insistent on the need for an integrated approach with new houses for sale alongside refurbishment of the retained social housing in order to ensure the comprehensive regeneration of the whole Estate. A selection process took place to identify interested parties' capacity to deliver the scheme, their track record and previous approach to mixed tenure estate work.
- 2.3 Following a selection process in January 2002, the City Council formally selected Lovell Partnerships Ltd as preferred developer to work with Carlisle City Council and The Riverside Group to prepare a Vision for the Raffles Estate. This was approved by the Council's Executive Committee in February 2002.
- 2.4 The study area for the Raffles Vision is the Raffles Estate, bounded by Bower Street, Newtown Road, Low Meadow, Coalfell Avenue, Orton Road and Balfour Road and Wigton Road.

### Brief

- 2.5 In April 2002, Ainsley Gommon Architects were appointed with the following brief:
  - To devise a planning and design Vision for the Raffles Estate within the context of the City of Carlisle as a whole and adjoining areas of influence. This was to be developed in the context of the stock transfer ballot, Housing Demand Study, Strategic Framework Report for the Estate, Household Survey and other baseline studies already carried out for the Estate.



- To establish a framework and action plan for future redevelopment and design solutions for the core of the Raffles Estate, concentrating in particular on the following areas -
  - West (Sheehan Crescent/Dobinson Road, Parham Drive, Heysham Park Avenue)
  - Central Spine (Shadygrove Road, Thomlinson Avenue, Marks Avenue, Raffles Avenue)
  - North (Newtown Road, Brookside, Raffles Avenue)
  - Heysham Park
  - East (Raffles Avenue, Dalton Avenue, Creighton Avenue)

The Vision is to be prepared in consultation with local residents and agencies associated with the Estate.

2.6 The brief to Ainsley Gommon stated that the Vision should identify:

1. Solutions to currently cleared sites following demolition including any interim measures if applicable.
2. Any further areas of demolition.
3. Future proposals for the empty, high-cost social rented properties across the Estate.
4. Proposed layout, density and mix of new build housing.
5. Phasing of any development, opening sale prices and likely timescales.
6. Provision for any un-met housing demand.

2.7 The Raffles Vision should also include: -

7. Proposals for and location of enhanced shopping facilities in the context of the existing district centre boundary and planning policy.
8. Appropriate location, broad proposals and outline costings for additional community and health facilities on the Estate.
9. Proposals and future of existing community venues across the Estate (in particular, The House and The Annex on Raffles Avenue and The Community Hall on Shadygrove Road).
10. Proposals and costings for the opening up and enhancing of Heysham Park.
11. Options for rebranding of the Estate, enhanced marketing of the Estate and early 'improvements'.

12. Proposals in relation to children and young people including play areas and sporting provision.
13. Proposed alterations to road layout, one way traffic flows, footpath/cuts closures/changes, linkages and gateways into the Estate.
14. Quantifiable targets for employment training opportunities as a result of the redevelopment proposals.
15. Outline costings for the main components of the redevelopment and reinvestment proposals.

### **Approach**

- 2.8 The proposals are to act as a catalyst for creating a high quality environment in Raffles by enhancing the many advantages and opportunities the site already offers, and to provide new and environmentally sound ideas to stimulate the regeneration of the Estate.
- 2.9 The conservation and enhancement of the existing park will play an important part in the regeneration process, integrating the landscape into the new development.
- 2.10 The repair and restoration of the infrastructure and redevelopment of vacant sites and exploration of new opportunities for commercial and community facilities is the key to the social and economic renewal of the Estate.

### **The Partnership**

The Project Team for Raffles includes:

*The Riverside Group and Carlisle Housing Association (Landlord)*

- 2.11 Established in 1928, Riverside is now one of the largest housing associations in the country. With a turnover of £52 million, Riverside owns and manages over 24,000 homes, housing more than 50,000 people, from Merseyside to the Midlands. They are currently establishing four new subsidiaries as a result of housing stock transfer from local authorities. This will increase Riverside's housing stock to over 40,000. In Carlisle a new subsidiary – Carlisle Housing Association (CHA) - will take responsibility for over 7,000 properties when the City Council transfers its housing stock in December 2002. The houses will be owned and managed locally through a local voluntary board. CHA have project-managed the Vision and will be responsible for the long-term maintenance and improvement of the

existing stock and local amenity areas, together with assisting on non-housing regeneration initiatives.

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*Lovell Partnerships Ltd (Developer)*

- 2.12 Lovell Partnerships Ltd have been in the construction industry since 1971. Lovell is a division of Morgan Sindall plc, which is one of the top ten construction companies in the UK. Lovell is the UK's leading provider of affordable homes for sale and rent. They specialise in helping to regenerate communities. In 2001, Lovell had a turnover of £108 million, assets of approximately £17 million and profits of over £2.7 million.
- 2.13 Lovell has worked with over 200 different agencies from local authorities, housing associations, urban development corporations and housing action trusts, providing in excess of 30,000 homes for sale and for rent on approximately 500 schemes. The success and performance of Lovell has been recognised through recent awards. Lovell is committed to using local labour and suppliers and always seeks to establish craft apprentice schemes for school leavers and training opportunities for local people. Lovell will be responsible for building the new homes for sale on Raffles and establishing a construction training programme recruiting local people.

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*Ainsley Gommon Architects*

- 2.14 Ainsley Gommon Architects (AGa) was established in 1979 and has built up a reputation of working co-operatively with their clients. AGa has an excellent track record of working on community projects both in architecture and landscape design. The practice has worked with housing associations and housing co-ops in housing action areas, estate action schemes and community urban renewal. Other projects have included enhanced college provision, multi-purpose community buildings, performing arts centres, and public realm improvements. AGa is the design consultant to the Raffles Vision. They are responsible for working with residents, landlord and developer to provide the physical model for the Vision.

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*Carlisle City Council (Local Authority)*

- 2.15 The City Council recognised that one approach to ensure decent home standards within the next 10 years and to enable significant stock investment was to consider the option of large scale voluntary transfer (LSVT) of its housing stock. In May 2001 The Riverside Group were selected as preferred landlord. In July 2002, tenants voted in favour of the transfer of the houses to Carlisle Housing Association, a local subsidiary of The Riverside Group. The majority of the housing department will transfer and make up the new organisation. The City Council will retain an important strategic housing function and an economic development unit charged with ensuring housing needs are met and social and economic prosperity is achieved for the Carlisle District. The City Council will be a key partner in overseeing the regeneration of the Raffles Estate and delivering enhanced retail and community facilities for the Estate.



### 3. Background to the Raffles Estate

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- 3.1 Raffles is a low rise estate, built in the 1930s (later parts 1950s) and consists predominantly of two and three bedroom houses, based on garden city design principles. The Estate is situated approximately one mile west of Carlisle City Centre. It is bounded by two principal arterial routes – Orton Road and Wigton Road. Heysham Park is the principal area of open space running through the Estate. It is designated as a Primary Leisure Area and an Area of Local Significance in the Carlisle District Local Plan. Shadygrove Road is the commercial and community heart of the Estate and is recognised as a Neighbourhood Shopping Area. The Estate suffers from a poor reputation locally and regionally. The social rented housing has become unpopular leading to significant demolition. The Estate now has over 12 hectares of cleared land available for redevelopment.

#### **Socio-economic analysis**

- 3.2 Due to the demolition programme carried out by Carlisle City Council, the 1991 Census information does not give an accurate picture of the current profile of the Estate.
- 3.3 In October 2001, a 20% sample Household Survey was conducted across the Estate. This provides valuable demographic, income, social and welfare related information.

#### *Demographics*

- 3.4 The Raffles Estate lies predominately within Belle Vue ward (since the ward boundary changes in 1999). The Raffles Estate constitutes approximately 40% of the ward's population. The furthest eastern edge of Brookside sits in Castle ward. Population estimates (2000) indicate that Belle Vue ward has experienced a 13% population reduction since 1991 (6772 in 1991 to 5892 in 2000). Much of this can be explained through out-migration as a result of housing abandonment and subsequent housing demolition. The table below aggregates the demographic survey information to provide a population estimate for the Estate.

**Table 1: Population by Age Group**

Age Group	20% sample (household survey)	Estimate whole estate*	Estate %	Ward % (1991)
0 - 4	33	165	7.0	9.2
5 - 16	96	480	20.5	15.8
17 - 29	65	325	14.0	20.0
30 - 44	97	485	20.5	22.0
45 - 64	109	545	23.5	21.1
65+	67	335	14.5	11.9
<b>All ages</b>	<b>467</b>	<b>2335</b>	<b>100.0</b>	<b>100.0</b>
Average number of occupants in household = 2.3. This compares to 2.22 for Carlisle as a whole. *approximation only				

### *Household Group*

3.5 The Household Survey gives some important information about household composition. This is compared to ward level data (1991 base). The findings indicate a divided population base, with a large proportion of young, single adult households and an increasing number of elderly households. There is over twice the proportion of single adult households compared to the ward as a whole, and 60% more single parent households.

- 25% of households were single adults, a further 10.5% were elderly single (65+). This compares to 10.2% and 11.7% respectively for Belle Vue ward as a whole.
- 13% of households were single parent families (7.9% for Belle Vue ward as a whole). 41% of households with children were single parents households. This compares to 22% for Belle Vue Ward as a whole.
- 27.5% of Raffles' population is aged under 16 compared to 22% for Belle Vue ward (1998 mid year estimate).

3.6 The Weedon Grant Demand Study (2002) commissioned by The Riverside Group reports that the Office for National Statistics (ONS) projects a 7% increase in household numbers between 2000-2010, approximately 300 households per annum. This increase will be mainly due to an increasing number of elderly people living alone, and a continued growth in other small households. Additions to Carlisle's housing stock (all tenures) have averaged 389 per annum over the last ten years. This increase in households offers opportunities for Raffles for both encouraging new and existing households into new build housing and additional households into rented accommodation.

- 3.7 The ACORN profile (Crime and Disorder Ward Profiles) is a classification of residential neighbourhoods (CACI Ltd). Belle Vue ward profile is set out below. A third of the ward is classified within the most disadvantaged – striving group, however there is a healthy proportion of settled and expanding households which can be expand further through new housing development.

**Table 2: ACORN Neighbourhood Profile**

Description	%	Group	%
Council estate: better off homes	26.4	Striving	32.9
Council estate, greatest hardship	6.5		
Older people, less prosperous area	0.9		
New home owners	9.3	Aspiring	9.3
Skilled workers: home owning area	18.2	Settling	27.4
Middle agers, mature home owning area	9.2		
Well-off workers, family area	29.5	Expanding	29.5

*Income levels, employment and receipt of benefit*

- 3.8 The Household Survey asked a number of questions in relation to household income levels, employment status and take-up of benefits. The results indicate acute levels of income deprivation and a high proportion (one-third) of retired and long-term sick who are dependent on some form of state benefit.
- 57% of those surveyed have a total annual household income of less than £10,000 (including all benefits). 10% did not answer the income question.
  - 20% of respondents have a total annual household income (including benefits), below £5,000.
  - Only 3.5% have a total annual household income over £20,000.
  - 64.5% of households include a benefit claimant, with
    - 33.5% of households claiming housing benefit (50% of council tenants)
    - 31.5% of households claiming income support
    - only 4.5% claiming job seekers allowance
    - 14% of households claiming a disability related benefit.
  - 22% of those surveyed on the Estate were employed full-time, 14% employed part-time and 27% in full-time education. Only 4% of those surveyed said they were 'job-seeking'. 21% stated they were retired and 11% said they were unable to work for health reasons.
  - Claimant counts for Belle Vue ward indicate an unemployment rate of 4.7% in 2000, compared to 3.5% for Carlisle District.

- 54% of the children at the local primary feeder school (Newtown Community School) are in receipt of free school meals.

#### *Indices of Multiple Deprivation*

3.9 The Index of Multiple Deprivation (IMD, 2000) is based on the premise that deprivation is multi-faceted and made up of a number of separate dimensions (or domains) reflecting different aspects of deprivation (e.g. health, education, income, child poverty). These domains are derived from a number of indicators. The domains are expressed as a score and as a ranking at ward level. It is important to note that the IMD is based on 1998 ward boundaries prior to the Belle Vue ward boundary being changed. At this time 25% of the Raffles Estate fell within the neighbouring Yewdale ward.

- Carlisle District is the 135<sup>th</sup> most deprived local authority district in England (out of 354 local authority areas).
- Belle Vue is within the 25% most deprived wards in England (IMD rank of 2061 from 8414 wards in England). The index is based on old ward boundaries.
- Belle Vue ward is more acutely deprived (than its average ranking indicates), in relation to income, employment and health deprivation levels.

#### *Health Indices*

##### *Standardised Mortality Ratios (SMRs)*

3.10 Standardised Mortality Ratios (SMRs) are used to compare mortality rates across different population groupings taking account of age and gender differences. The base SMR for England and Wales is 100. If an area has a SMR greater than 100 then the population of that area has an above average mortality rate.

- Belle Vue Ward has the highest SMRs (all causes) in Carlisle (SMR of 154 1997-1999). This has reduced from 162 between 1995-7.
- When considering SMRs (by cause), Belle Vue has the highest mortality rates relating to strokes of all wards in Carlisle and is the 6<sup>th</sup> worst ward for heart disease.

##### *Standardised Years of Life Lost*

3.11 This measure highlights the important causes of death earlier than the expected 75 years. It is expressed as a rate per 10,000 resident population. Across all causes males and females in Belle Vue are more likely to die earlier of 'unnatural causes' than the District or Health Authority average.



**Table 3: Standardised Years of Life Lost (all causes) per 10,000 resident population aged under 75 (1997-1999)**

Ward	YLL (male) All Causes Rate	YLL (female) All Causes Rate
Belle Vue	1115.1	783.9
Carlisle	656.3	596.6
N Cumbria HA	794.5	539.3

#### *Crime levels*

- 3.12 The table below indicates crime and criminal incident levels for the Raffles neighbourhood, compared with the ward of Belle Vue as a whole. Based on population levels for the neighbourhood and ward, a rate per 1000 population has been calculated.
- 3.13 Incidences of criminal damage are three times higher and house burglaries are over four times higher on the Raffles Estate compared with the ward as a whole. Both of these figures are probably inflated due to the high number of empty properties awaiting demolition at this time, which attracted above average levels of criminal damage and burglaries. Evidence suggests that this has fallen dramatically since the houses have been demolished.
- 3.14 Drugs offences are six times higher on the Estate than across the ward as a whole. Raffles has the highest recorded incidents of domestic disputes of all the housing areas across the District.

**Table 4: Crime and Incident Levels by Neighbourhood and Ward**

Offence	Neigh Count*	Rate per 1000 population				Ward Rank	
		N'hood	Ward**	District	County	District (from 22 wards)	County (from 168 wards)
Burglary Dwelling	87	37.2	9.2	6.6	4.3	5	12
Burglary Other	19	8.1	7.0	8.0	5.7	12	47
Criminal Damage	200	85.6	27.8	28.1	20.6	9	34
Drugs	27	11.6	1.9	1.5	1.8	6	52
Offences against person	75	32.1	12.1	15.4	10.6	8	36
Domestic Dispute	95	40.7	-	-	-	-	-
Community Problems	22	9.4	-	-	-	-	-
Disorder	138	59.1	-	-	-	-	-
Theft	93	39.8	16.8	27.6	17.6	8	37
Theft from a Motor Vehicle	24	10.3	7.1	13.6	8.8	14	57
Theft of a Motor Vehicle	11	4.7	2.4	3.7	2.3	16	50

\*neighbourhood count (recorded offences, incidents between Jan 01 and Dec 01)  
 \*\*ward rate (based on the ward count taking a population base of 5,892 - recorded offences, incidents between April 01 and March 02)

- 3.15 Between April 2001 and March 2002, there were 2521 calls to the police service within the Belle Vue ward. Calls relating to domestic disputes and youth-related incidents were high compared to Carlisle District as a whole. Cumbria Police recognise that there may be some double counting between initial coding of incidents to result coding categories.

**Table 5: Calls to the Police by Incident Type**

Incident Type	Count	%	Rate per 1000 population			Rank	
			Ward	District	County	District	County
Calls for service (exc rpts)	2521	100	415.5	490.8	383.0	9	39
Domestic Disputes	94	3.7	15.5	9.7	8.1	4	12
Violence, drunk & disorder	196	7.8	32.3	46.3	30.2	8	36
Youth & Community problems	431	17.1	71.0	60.1	46.8	7	23
Home Office Disorder*	557	22.1	91.8	91.2	57.4	8	18
Incidents involving youths*	195	7.7	32.1	24.3	17.2	5	17

\* result code data. There may be some double counting with initial coding categories listed above.

#### *School Performance*

- 3.16 2001 school performance data illustrates that the local schools within, or adjacent to the Raffles Estate are performing reasonably well in terms of Key Stage 2 test results, although the main feeder school, Newtown Community School, is struggling with roll numbers (due to the demolition) and low performance results. The local secondary school is performing below England average levels at Key Stage 4. However 30% of pupils have some level of special educational needs.

**Table 6: Key Stage 2 and 4 School Performance**

School	No. of eligible pupils			English	Mathematics	Science	Average Point Score
	Total	No. with SEN	% with SEN	L4+	L4+	L4+	
St Bede's Catholic Primary School	23	5	21.7%	74%	70%	91%	28.1
Belle Vue Junior School	55			80%	84%	95%	28.1
Newtown Community School	19			32%	21%	21%	20.4
LEA Average				77.3%	73.9%	90%	27.6
England Average				75.0%	71.0%	87%	27.3

SEN = special educational needs

School	Pupils aged 15			Key Stage 4 GCSE / GNVQ Results			Average Point Score
	Total	No. with SEN	% with SEN	5* A - C	5* A - G	No Pass	
The Morton School	148	45	30.4%	40%	84%	7%	38.6
LEA Average				50.8%	90.4%	4.4%	33.3
England Average				50.0%	88.9%	5.0%	39.3

### Regeneration Initiatives

- 3.17 Between 1987 and 1995, Raffles had a £16 million Estate Action Programme focused on physical regeneration including traffic calming, road treatment measures, landscaping, insulation and a window replacement programme. Between 1995 and 1998, £3 million of Single Regeneration Budget (SRB) (Round 1) funding concentrated on employment and training initiatives achieving modest outcomes. Between 1998-2004 £420,000 SRB (Round 4) funding was awarded to the Raffles Estate. The key objectives of SRB4 centre on removing barriers for vulnerable groups, increasing involvement of local people in the regeneration of their community and enhancing employment, education, training and skills of local people. The accountable body was the Carlisle Church of England Diocese; operational and management functions of the programme were delegated to the Raffles Youth Development Project which later developed into the Raffles Youth and Community Development Project (RYCDP) as a community based partnership. Positively Raffles SRB4 experienced some difficulties and from 2001, the responsibility for the programme passed to Carlisle City Council. There are only limited resources left to commit in the remaining two years of the programme. Projects that are currently funded are Raffles Advice & Information Centre, Promoting Opportunities (based at Newtown Community School) and Raffles Youth Project. There is approximately £16,500 un-committed SRB funding remaining to be spent by 2004.

### Current Social and Community Facilities on Raffles

- 3.18 In terms of social and community facilities servicing the Estate, there are limited retail facilities on the Estate (only the Post Office, Off Licence and Age Concern on Shadygrove Road). Kwik Save is located on the edge of Raffles on Wigton Road as is Raffles Parade (Video Shop, Fish & Chip Shop, Bookmakers, Motor Vehicle Shop). There are bakers, chemists, florist, general newsagents located on all the main roads (Newtown, Wigton and Orton Road. There is no health provision on Raffles, although there is a pharmacy on Orton Road.

3.19 The following public transport routes currently serve the Estate:

**Table 7: Bus Transport Services**

Service No.	Route to & from City Centre:	Streets served within/adjoining Raffles	Frequency	
			Daytime	Evening
60	Sandsfield Park	Shadygrove Rd, Orton Rd	30mins	hourly
60A	Carleton Clinic	Shadygrove Rd, Orton Rd	30mins	hourly
61	Morton Park	Wigton Road	15mins	30mins
61A	Morton West	Wigton Road Orton Road	15mins	hourly
67	Belle Vue	Newtown Road	15mins	30mins
67H/68H	Carlisle Infirmary	Newtown Road Green Lane Brookside	15mins	30mins
68	Belle Vue	Newtown Road Green Lane Brookside	15mins	30mins

3.20 There are a variety of community buildings, some currently under-utilised. Carlisle City Council commissioned Len Cockcroft and Joan Ellis to undertake a survey of all community buildings on Raffles in March 2001. Their Report provides full details and gives recommendations on future uses and management structures. It is likely that the long-term future of the community buildings will be affected by any redevelopment proposals.

3.21 Play Raffles provides pre-school activities (2 to 4 years), play and after school activities for 5-11 years and holiday clubs at the Community House, Raffles Avenue. The Annex is used on an informal arrangement for youth and sporting activities.

3.22 The Living Well Trust have purchased and refurbished the old Co-op Building on Shadygrove Road as the Raffles Family Centre to provide all-age community activities including a coffee bar, children's and youth activities, health and fitness, self-help and counselling facilities. The Community Hall on Shadygrove Road is also leased to the Living Well Trust who plan to use it as a community cafe and as a centre for youth activities.

3.23 Newtown Community School provides a breakfast and after-school club, food co-operative and ICT training with crèche. The school will be benefiting from a new sport and arts centre and a computer suite which will all be accessible to the local community.



- 3.24 A domestic CCTV project on Brookside (a partnership between Cumbria Police and Carlisle Housing Department) has recently received funding and is being managed and monitored by local residents through a neighbourhood watch scheme. The Estate is served by two community police officers.
- 3.25 Play for All is a local group seeking to enhance facilities for children and in particular enhancing play opportunities for children with disabilities. They have planning permission for a community resource centre and are currently seeking funding to further their work in the area. Their objective is to secure an all-purpose centre fully accessible to all providing a range of health, social and vocational activities.
- 3.26 The Raffles Advice Centre currently operates from the old area housing office (39-43 Shadygrove Road). The Citizens Advice Bureau (CAB) operates from the office on Tuesday, Wednesday and Thursday afternoons. Disability Awareness Carlisle and Eden (DACE) provide advice for people with a disability, their families and carers on Tuesdays and Age Concern provide support and advice to elderly people on Thursdays.
- 3.27 The Raffles Environmental Task Force Project was set up in 2002 to provide a rapid response environmental maintenance service to the Estate. The Project consists of two estate rangers and a team of environmental workers who address issues such as dumping, garden maintenance, housing related repairs. The project is likely to include other housing areas following the pilot phase on Raffles.
- 3.28 The Raffles Community Forum has recently been constituted and is the only resident and tenant group servicing the Estate. A sub-group of the forum, consisting of resident representatives and local agencies has been established to feed into the Raffles Vision.

## 4. Housing Profile

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- 4.1 This section provides some background on the Raffles demolition programme in the context of changing housing demand. It also summarises the current housing position including housing management information. This background context is important to understand how the Raffles Estate was, how the Estate has experienced change, and the circumstances that have led to the opportunity that now exists for private sector investment.

### Housing Demand

- 4.2 The Sheffield Hallam Study "The Dynamics of Local Housing Demand" (2000) assesses in detail the current and future demand for housing in Carlisle. The study concludes that demand for socially rented housing is likely to continue to fall in the coming years. The Report states a number of reasons for this low demand:

- Competition from other tenures
- Stigma and reputation
- Incidences of anti-social behaviour

- 4.3 Information from the Sheffield Hallam study suggests that Raffles suffers from a highly stigmatised perception within Carlisle. The study asked residents across the city to name three areas where they would not choose to live. 74% of respondents said Raffles, followed by Botcherby (60%) and Harraby (24%).

- 4.4 There is a fundamental mismatch between the houses people want, and the current housing that the social rented sector can supply. The Report states:

*"Council housing is seen as a viable residential option by fewer and fewer Carlisle residents ...the continuing flow of council tenants, both actual and potential, to the owner occupied sector will result in the sector emerging as a tenure of last resort – especially for the very young, the very old and the disadvantaged ...overall demand for council housing is likely to decline in future years and this will result in the growing over-supply ... this is likely to be exacerbated with a mismatch between the homes that people want and the homes that the council is able to supply."*

- 4.4 The Report is clear that the strategy to turn around low demand lies in tackling and restoring neighbourhood reputation and perceptions to ensure that they become attractive, safe and popular communities again. A follow-up study commissioned by The Riverside Group

(Weedon Grant, 2002), to guide business plan projections on housing stock numbers and demand, highlights the importance of interventionist managerial initiatives to bolster demand for social rented housing. These include clear strategies for single person accommodation and for attracting new demand sectors, incentive schemes, revision to allocation practices, and support packages. The Report recommends regular monitoring of terminations, refusals, leavers' destinations to gauge supply and demand trends. It also suggests the preparation of a young persons' and elderly persons' strategy. Carlisle Housing Association has prepared an action plan to implement a range of recommendations stated in the Weedon Grant demand study.

### **Raffles Area Strategy and the Demolition Programme**

- 4.5 The Raffles Area Strategy (RAS) was conceived by Carlisle City Council in 1997, leading to a strategy report in 1999 which set out a four year programme of decanting, demolition and redevelopment. Its key aims were to:
- Achieve a significant reduction in the number of properties to rent from the Council
  - Create opportunities for tenure diversification and physical redesign of the Estate through comprehensive area redevelopment
  - Re-focus future investment and management resources on the remaining stock
  - Re-invigorate resident involvement in policy development and service delivery.
- 4.6 A framework for consultation was agreed by Council Committee in April 1998. Consultation on redevelopment approaches took place between December 1998 and February 1999. In light of comments made at this stage, some changes to the phasing of the demolition were made. Some properties in Marks Avenue, originally due for demolition as part of phase 4 were brought forward and demolished under phase 2. Parlour houses on Shadygrove Road were removed from the demolition plans. The consultation highlighted that the majority of the residents who had to be decanted wanted to stay on the Estate. At the time, strong views were expressed that investment in the properties to remain should be a priority and that residents who stayed should be rewarded. Although consultation focused at this time on demolitions, residents were clearly concerned about wider issues such as housing allocations, tenancy enforcement and improvements to the environment.
- 4.7 A redevelopment brief and marketing plan was prepared in 2000 to market test potential redevelopment. At the same time, demolition of phases 1 and 2 (292 properties) had been agreed and was underway. At this time no progress was made to secure developer interest in the cleared sites.

4.8 By November 2001, three phases of demolition had been completed. Despite the demolitions, void levels remained similar to pre-demolition levels – 30% voids in 1999 compared to 29% voids in 2001. Further areas of housing abandonment were being observed. In 2002, approval was given for a further two phases of demolition (phases 5 and 6) and in October 2002, phase 4 demolition was approved. The table below summarises the demolitions.

4.9 Carlisle City Council is still in discussion with a number of owner occupiers living in the demolition zones. A resolution to these is critical to avoid delaying redevelopment. As an interim measure to the cleared sites, grass seeding has taken place except for phases 5 and 6. A football/basketball area and youth shelter has been installed on the Sheehan Crescent/Dobinson Road cleared land.

**Table 8: Summary of the Demolition Programme**

Street Address	Phase	House No.	No. of Properties
Brookside Cul-de-Sac	1	152-160	6
Sheehan Crescent	1	38-72, 61-119, 2-16, 34-36	58
Dobinson Road	1	2-60	30
Parham Grove	1	2-24, 5-35	28
Thomlinson Avenue	2	ALL	132
Marks Avenue	2	90-96, 105-143, 78-88	30
Shadygrove Road	2	45-52	8
Brookside*	3	85-203, 84-130	90
Raffles Avenue	3	125-127, 230-232	6
<b>Total Phases 1-3</b>			<b>388</b>
*outstanding issues with 2 owner occupiers still to be resolved resulting in 2 blocks of 4 properties awaiting demolition			
Raffles Avenue	5	65-79, 114-176	40
Creighton Ave	5	1-15, 2-32	24
Brookside	5	77-83	4
Dalton Avenue**	6	37-131, 38-112	86
Creighton Avenue**	6	17-47, 34-48	24
<b>Total Phases 5-6</b>			<b>178</b>
**outstanding issues with owner occupiers in 4 blocks of housing, some demolition still to complete at time of writing			
Parham Drive***	4	2-72, 9-23, 33-47	52
Heysham Park Avenue***	4	1-49	24
<b>Total Phase 4</b>			<b>76</b>
***at time of writing, awaiting demolition			
<b>Overall Total</b>			<b>642</b>
Demolition phases 1-6 (excluding 4) have resulted in 12.09 hectares of cleared land.			

4.10 In terms of stock rationalisation the one bedroom flats have become increasingly unpopular in Parham Drive/Heysham Park Avenue, resulting in recent approval for demolition. There has been an almost equal number of 2 and 3 bed properties demolished on the Estate,

although indications are that 3 bed properties remain easier to let than 2 bedroom properties. In terms of overall stock numbers, a high proportion of total flats on the Estate have been demolished which reflects reduced demand for this property type.

**Table 9: Demolition by Property Type**

Demolition Phase	Property Type						Total
	1bed flat	2 bed flat	2 bed house	3 bed house	3 bed parlour	Other/ Owner Occupier	
1	24	4	40	45	6	3	122
2			58	110	-	2	170
3	11	4	48	26		7	96
4	56	20					76
5			35	30		3	68
6			76	27		7	110
<b>Total</b>	<b>91</b>	<b>28</b>	<b>257</b>	<b>238</b>	<b>6</b>	<b>22</b>	<b>642</b>
% of Carlisle C.C. property type on the estate pre-demolition	71.6	100	50.0	45.5	10.9	*6.3	**48.9

\* % of all housing association and RTBs units pre-demolition  
 \*\* % of CCC stock; % of whole estate = 38.5%

### Summary of the current housing position

- 4.11 The Vision study area comprises the following tenure groups shown in the Table 9.

**Table 10: Raffles by Tenure**

Tenure	No.	% of whole estate
Local Authority (tenanted)*	569	55.6
Local Authority (void)*	102	**15.2
<b>Local Authority (Carlisle City Council)</b>	<b>671</b>	<b>65.5</b>
Home (Low Meadow). Built April 1994	40	3.9
Impact (Newtown Close). Transferred August 1993	30	2.9
Impact (Lister Court). Built 1983	44	4.3
Nomad (Ivory Close+ Raffles Ave). Refurb & New Build Oct. 1996	32	3.1
<b>Housing Association</b>	<b>146</b>	<b>14.3</b>
<b>Total social-rented housing</b>	<b>817</b>	<b>79.8</b>
<b>Owner Occupier (Right to Buy)***</b>	<b>207</b>	<b>20.2</b>
<b>TOTAL</b>	<b>1024</b>	<b>100.0</b>
Demolished or scheduled for demolition	642	****38.5
Total number of houses on Raffles prior to demolition	1666	

\* Excludes proposed demolitions  
 \*\* % of council rented properties, 10% of whole estate  
 \*\*\* Includes all RTBs (these may have been subsequently sold on inc. to private landlords)  
 \*\*\*\* % of total housing units on the estate (prior to demolition)



- 4.12 The Estate had over 1660 houses in 1995. Some of these have been bought through Right to Buy (207 at Nov 02), 642 have been, or are scheduled for demolition, 146 are managed by housing associations, with 72 of these housing association units being built or refurbished since 1994. In total, based on the latest figures, there are 817 social rented houses remaining on the Raffles Estate; 671 are council rented houses (due to be transferred to Carlisle Housing Association). 49% of the Estate's social-rented council housing stock has been, or is scheduled for demolition. 15.2% of the Council's housing stock (excluding those awaiting demolition) is currently void.

**Table 11: Property Type by Street Address**

Street Name	Property Type						Total
	1 bed bung	1bed flat	2 bed flat	2 bed house	3 bed house	3 bed parlour	
Raffles Avenue				30	58	8	96
Dalton Avenue				31	2		33
Creighton Avenue				12	15		27
Balfour Road					14		14
Mardale Road		2		8	26		36
Strathclyde Avenue					2		2
Brookside				35	33	10	78
Brookside Place				12	5		17
Cranbourne Road				10	1		11
Newtown Road					2	5	7
Newtown Close				14			14
Shadygrove Road	2			10	28	21	61
Lichen Grove	14						14
Lime Grove	15						15
Marks Avenue				43	33		76
Partridge Place		23					23
Orton Road		4		16	35	2	57
Orton Place		7					7
Hawthorn Grove	11						11
Dobinson Road				16	10	2	28
Sheehan Crescent	2			5	14	1	22
Parham Grove					1		1
Parham Drive				5			5
Heysham Park Avenue				9			9
Green Lane				1			1
Coalfell Avenue					6		6
<b>TOTAL</b>	<b>44</b>	<b>36</b>	<b>0</b>	<b>257</b>	<b>285</b>	<b>49</b>	<b>671</b>

- 4.13 The table below illustrates the pattern of empty properties on the Raffles Estate by street and property type. These figures only relate to Local Authority empty properties and they do not include those scheduled for demolition. 16 of these properties have been pre-selected by tenants and re-let works are currently taking place.

**Table 12: Void levels by Street and Property Type**  
(as at October 2002, excluding proposed demolitions)

Street Name	Property Type						Total
	1 bed bung	1bed flat	2 bed flat	2 bed house	3 bed house	3 bed parlour	
Raffles Avenue				16	19	1	*35
Dalton Avenue				3			*3
Creighton Avenue							0
Balfour Road					1		1
Mardale Road		1			1		2
Strathclyde Avenue							0
Brookside				13	4		17
Brookside Place							0
Cranbourne Road							0
Newtown Road							0
Newtown Close				2			2
Shadygrove Road					6		6
Lichen Grove							0
Lime Grove	1						1
Marks Avenue				7	2		9
Partridge Place		6					6
Orton Road		4		3			7
Orton Place		5					5
Hawthorn Grove	2						2
Dobinson Road				1		1	2
Sheehan Crescent					4		4
Parham Grove							0
Parham Drive							*0
Green Lane							0
Heysham Park Avenue							*0
<b>TOTAL</b>	<b>3</b>	<b>16</b>	<b>0</b>	<b>45</b>	<b>37</b>	<b>1</b>	<b>*102</b>

\* Excludes all properties still scheduled for demolition in phases 4,5,6

4.14 Void levels remain high but have considerably reduced from a peak of 33% empty council properties on Raffles in 1999, prior to the demolition programme. Void levels are still twice the District average (across the Council owned stock as a whole, void levels are currently 7%). The Project Team highlight a number of reasons for the continuing high levels of voids on Raffles. In summary these are:

- Further areas have become unpopular immediately adjacent to the demolition areas causing people to leave, in particular Raffles Avenue and Brookside
- Properties have not been re-let quickly when they have become vacant causing some interested applicants to find alternative accommodation
- Areas have experienced incidences of anti-social behaviour causing some households to leave

- Some properties have been deemed too expensive to relet therefore remaining long-term void and causing blight to surrounding housing blocks.

**Table 13: Turnover and New Lettings  
(1 April 2002 to 30 September 2002)**

House Type	Stock No.	Terminations*	Turnover (%)	No. new lets
1 bed bungalow	44	0	0	0
1 bed flat	**92	0	0	1
2 bed flat	**20	1	5	1
2 bed house	257	21	8.1	24
3 bed house	285	26	9.1	15
3 bed parlour	49	0	0	0
<b>TOTAL</b>	<b>747</b>	<b>48</b>	<b>6.4</b>	<b>41</b>

\* Excludes decants as a result of demolition.  
 \*\* Flats scheduled for demolition under Phase 4. All other demolition areas excluded.

- 4.15 Turnover on Raffles is steadily falling. In 1996/7, turnover was 17%. In 1997/8 this had reduced to 12% and by 1998/9 it stood at 9% (Sheffield Hallam Demand Study, 2000). Turnover in 2002 is now 6.4%. This compares to a weighted average, over the past seven years, across all of Carlisle's Council owned stock of 9%. The average for The Riverside Group (March 2002) was 12.9%. The number of terminations on the Estate is still outstripping the number of new lets (net of decants). This indicates the Estate is still struggling to capture sufficient demand for its properties.
- 4.16 An analysis of applicants (excluding transfers) re-housed between September 1998 and August 1999 across the Carlisle District showed that new tenancies were concentrated within two household groups, single people who comprised 45% of new tenancies and lone parents who comprised 24%. In combination these groups make up 69% of new tenancies. Couples with dependants accounted for only 8%. This suggests a likely decrease in the number of families with children, and particularly a decrease in two parent families. This trend matches the household structure findings from the Raffles Household Survey. The Weedon Grant Demand Study (2002) concludes that terminations (net of RTBs and assignments) across Carlisle have fallen and compare well with the sector as a whole. However registrations for social rented housing have fallen by almost 20% in the last four years.
- 4.17 The housing department estimates that on average -
- 15% of new tenants across Carlisle terminate their tenancy within 6 months; over one in four terminate their tenancy in less than a year.
  - Re-let costs are currently on average £6,000 per property on the Raffles Estate.

- 4.18 Encouragingly there is evidence from the Household Survey of a long term commitment to the Estate from a majority of residents:
- a quarter of respondents have lived on Raffles for less than two years, however:-
  - 46% of respondents have been living in Raffles for 10 years or more
  - 71% intended to stay and carry on living in Raffles for the long-term (11 years or more)
  - Only 6% intend to move away from Raffles within the next 2 years.
- 4.19 The Household Survey asked residents' views on the delivery of housing services. Residents thought greater importance should be put on letting the empty properties rather than further demolition. Over half of those surveyed considered more demolition not to be important.
- 4.20 In terms of redevelopment options:-
- 64% considered redeveloping demolition sites to be very important.
  - 44% of those surveyed thought new homes for rent should be built on the demolition sites and 31% thought new homes for sale should be built on the demolition sites.
- 4.21 The current housing picture on Raffles is more encouraging now than three years ago. One view is that Raffles has reached the bottom and the households remaining are the core and committed Raffles' community. Reducing void and turnover levels is a good sign (albeit aided by the demolition) but interventionist measures, through intensive housing management, wider regeneration and stock diversification is critical to stabilise the remainder of Raffles and build a successful, viable long-term future for the Estate. Further demolition is not a favoured option. Vulnerable locations such as Brookside and Raffles Avenue need to be stabilised. Re-letting the current void properties in these areas should be prioritised, in advance of tenants expressing interest for the properties. In their current condition they will not attract healthy demand. They need to be brought back into use and marketed effectively to encourage tenants to move back in. The risk if this is not given priority is the continuation of decline on the eastern edge of the Estate, in housing areas contiguous to demolition phases five and six.

## 5. Character Areas

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- 5.1 The Raffles Estate has a range of different character areas which are summarised in this chapter. These areas are distinct from the areas defined for redevelopment.

### Shape and form

- 5.2 The Estate has two principal axes. One axis follows the line of Parham Beck that runs from west to east along the linear Heysham Park which provides a green core to the Estate. The other is Shadygrove Road that runs from south to north, linking Orton Road to Newtown Road. Shadygrove Road contains the shops and community buildings on the southern side, and the parish church of St Barnabas on the north of the Park. The two axes cross each other close to the mid point of the Estate.
- 5.3 The topography of the Estate, which slopes gently from the northern and southern edges down to Parham Beck, and from the western end down to the eastern edge, visually reinforces the importance of the park to the character of the Estate.

### Edges and Boundaries

- 5.4 The edges of the Estate differ in character. The northern Newtown Road boundary is traditional in character, with a mixture of older terraced dwellings forming the greater part of the frontage, hiding the interior of the Estate from view. There are no gateway entrances. The main access is provided through Shadygrove Road, one way at this end, and vehicles squeeze through a narrow gap between two adjacent terraces. Vehicles can leave the Estate by Raffles Avenue, which is a one way street in the section passing Newtown Community School and wider than Shadygrove Road, with shops on the corner of Newtown Road.
- 5.5 The southern Orton Road boundary is composed of the standard dwelling types arranged in pairs, short terraces and cul de sacs, facing inter war and later semi-detached houses across the road. It is the exposed face of the Estate, but more open and lacking the enclosure and tree cover of the interior. The principal entrance to the Estate, Shadygrove Road, is flanked by short terraces, and does not stand out as a gateway.
- 5.6 The western edge from Coalfell Avenue is effectively an extension to the Estate, linked by a number of minor streets of later largely semi-



detached houses. These do not share the layout and design character of the Raffles Estate.

- 5.7 At the eastern edge of the Estate the interior is hidden by earlier development that runs along Wigton Road. Access to the Estate can be made along Balfour Road, between the gables of two adjacent terraces. This is not a gateway entrance to the Estate. On the same boundary, Partridge Place has an attractive character but does not provide access into the Estate.

### **Heysham Park**

- 5.8 The park changes in character as it runs from the west from undifferentiated level open space, to more intimate and enclosed spaces, particularly in the flower park, and then reverting back to open playing fields at the western edge. A path system follows the line of the park, providing access from beyond the Estate leading to the city centre. The park contains a number of mature trees that can be seen across the Estate, and which provide a visual landscape anchor. Heysham Park has been the subject of a separate and more detailed study that is summarised in a later chapter and further details are contained in the appendices to this report.

### **Views**

- 5.9 From Thomlinson Avenue looking east there are good views back towards the City, with Dixons chimney clearly visible, and beyond that the backdrop of the Pennines. The park acts as a channel for views, westerly to the open skies of the Solway estuary, and easterly to the rising land that provides a backdrop to Carlisle. The Shadygrove Road axis where it crosses the park frames a view of St Barnabas Church and rectory, a distinctive group of buildings in a green setting. The park and associated open space is big enough and mature enough to provide a strong visual focus for the whole Estate.

### **Housing Areas**

- 5.10 The existing housing areas are small in scale, set in narrow streets lined with mature trees, where these survive, and recent new tree and shrub planting at junctions. With their red clay tiled roofs, modest elevations, generous plot ratios, and hedged boundaries the houses present a comfortable domestic scale, particularly in Marks Avenue and Raffles Avenue where they are arranged in blocks and courts. In longer roads like Brookside where the houses simply follow the linear street pattern the effect is less pleasing.
- 5.11 South of the park the housing layout has a more cellular character; to the north of the park it is more linear. Where the boundary hedges remain, the gardens are planted and mature trees provide a backdrop, Raffles fulfils its garden city design intentions. Partridge Place, a small

tree lined green ringed by maisonettes with arched, shared entrances and gabled elevations is a particular example of this visual quality.

- 5.12 The character of the Estate is being affected by the appearance of the derelict houses awaiting demolition, and the new open spaces that have been cleared of houses. Clearly these are transitional conditions, and the redevelopment of the vacant sites will reconnect the housing areas.

### **Raffles Centre**

- 5.13 Shadygrove Road contains the only commercial and community buildings on the Estate with the exception of Newtown Community School on the Newtown Road boundary, the Community House and Annex on Raffles Avenue. The section of the road that contains these buildings is short, and they are all modest in scale. The Post Office, Off Licence, Raffles Family Centre, Age Concern and adjacent empty video shop are all two storey buildings, with their character firmly modelled on the surrounding houses. The former Salvation Army Hall (Community Hall) is a little larger in scale and different in character to its neighbours. Wider footpaths in this area, and the presence of two striking mature lime trees outside the Post Office emphasise that this is the centre of the Estate. Two pairs of bungalows from the Lichen Grove development create an incongruous scale and character where they face the Family Centre. St. Barnabas' Church on the other side of the park is visible from the centre.

### **Highways and Footpaths**

- 5.14 The highway and path circulation on the Estate reflects the quiet traffic conditions they were designed for. In general the roads are narrow and there are many cuts and alleyways for pedestrians that take short cuts through housing areas. More recently in an attempt to control irresponsible drivers from speeding, most of the principal roads have had speed tables and humps installed. Some roads have been narrowed to create parking bays along their margins, like Brookside and Thomlinson. Pavements have been used extensively for parking bays, speed tables and in cul de sacs. At highway junctions new planters have been installed in the wide footpath areas with new tree planting and shrub beds. The overall impression is that money has been invested in the hard surfaces.

### **One Way System**

- 5.15 Certain roads have one way systems because they are narrow, or because of problems with junctions:-
- Marks Avenue and Raffles Avenue south of the park are one way in a clockwise direction.

- Thomlinson Avenue east of Shadygrove Road, and Brookside between Shadygrove Road and Brookside Place are one way in an easterly direction.
  - Shadygrove Road is one way from where it joins Newtown Road to Brookside.
  - Raffles Avenue is one way from Brookside to Newtown Road.
  - Creighton Avenue is one way from Dalton Avenue to Raffles Avenue.
  - Parham Drive is one way from Dobinson Road to Coalfell Avenue.
  - Heysham Park Avenue is one way from Coalfell Avenue to Dobinson Road.
- 5.16 The effect of the one way system is to cut across the pattern of the street layout, and to make navigation difficult. It can lead to wasted journeys for residents who frequently have to circulate to reach their own front doors. In some instances it leads to traffic turning into streets at speed, because it can be assumed that there will be no oncoming traffic.
- 5.17 Within the Estate there is a lack of road links running east west connecting the edges of the Estate to the centre. To reach Shadygrove Road from west of Marks Avenue it is necessary to travel out onto busy Orton Road and then turn back into the Estate. To reach Shadygrove Road from Dalton Avenue it is quicker to turn into Orton Road, and back into the Estate than to follow the one way system round Creighton and Raffles Avenue. Balfour Road cannot be reached from within the Estate from west of Dalton Avenue.

### **Crime Prevention**

- 5.18 The pedestrian cuts cause particular problems to residents in small cul de sacs that find themselves on a desire line where a path designed to serve an allotment becomes a major pedestrian route. This lack of ordering and hierarchy has led to problems with crime prevention and surveillance by neighbourhood police. The outcome of this difficulty has led to the installation of a number of highly visible and unattractive CCTV masts with anti climb guards overlooking areas of the Estate.

### **Summary**

- 5.19 Raffles has a number of inherent assets: the garden city appearance of the Estate, the potential to improve and open up Heysham Park and the scope to enhance Shadygrove Road as the focus for community, commercial and social life. The land levels provide scope for attractive new housing and the existing road layout can be utilised reducing overall costs.

## 6. Strategic Objectives

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- 6.1 In May 2001, The Riverside Group were selected as 'preferred landlord' to work with Carlisle City Council on proposals for the stock transfer of the Council's rented housing to Carlisle Housing Association. In July 2002, the tenants across Carlisle District voted in favour of the transfer of the housing stock. This is due to take place in December 2002.
- 6.2 In July 2001, Riverside began work to look at a long-term regeneration solution for the Raffles Estate. In the context of the Raffles Area Strategy and past efforts to market the Estate and attract developer interest, Riverside worked with the City Council and local partner agencies to prepare a Strategic Framework Report in November 2001. This set the strategic objectives for the Estate and led to the selection of Lovell as developer partners for the regeneration of the Estate. These strategic objectives have been reached in light of the background knowledge of past and current issues affecting the Estate. They form the foundation for preparing the Vision for the Estate. The strategic objectives are:-

1. **Ensure a sustainable Estate for the next generation**
2. **Develop new and regenerate the existing housing stock appropriate to sustaining existing and stimulating new housing demand on Raffles**

The Council's social rented housing has reduced by almost a half since 1999 and in total by 57% from the original garden city council owned Estate. Voids are reducing, turnover is a medium level risk but manageable. Increasingly the demand on the Estate is from single young adults or from the elderly. A high percentage of the stock is family accommodation (2 and 3 bedroom properties). Flexible allocation practices are critical to maximise existing housing. Future needs include tailored floating support packages for vulnerable tenants, in particular those managing a tenancy for the first time. In addition, specialist provision through 2 bed bungalows, disabled/specialised unit for frail elderly is likely to be needed if the Estate wishes to retain its tenant base, albeit into more appropriate accommodation. The mono-tenure that characterises Raffles needs to change. Diversification of tenure should be encouraged. A mixture of new build for sale alongside and integrated with the existing rented housing is a tremendous opportunity for Raffles and one that will contribute to stabilising the area and change popular opinion about the Estate.

Significant investment of £52 million across the existing stock over the first five years is proposed by Carlisle Housing Association. For Raffles, the level of investment has been approximately calculated at £3.9 million between 2003-8.

**3. Bring demolition sites back into beneficial use and secure private sector investment**

Demolition has left cleared, and in some phases, grass seeded sites awaiting re-development. Demolition has provided a unique opportunity for a developer to proceed with a viable development as additional costs (site clearance, land assembly) have been significantly reduced. Any investment will take time to permeate through the Estate and therefore good standards of maintenance of land that will remain vacant in the medium to longer term is critical to retain a good visual impression of the Estate for existing and incoming residents.

**4. Through positive change to the Estate, challenge and turn around the negative image of Raffles both locally and regionally**

Developer interest which enabled the Vision to be prepared was the first step to positive change. The consultation over the past months has further built confidence and involved local and regional media in positive news stories. Changing the image is indeed a challenge and one that will have to be worked upon consistently over the months and years to come. It is therefore a key strategic objective.

**5. Ensure an efficient and responsive housing management and repairs service for Raffles**

**6. Introduce methods that attract new tenants from new markets and supports existing tenants to stay.**

Effective and efficient housing management is critical to the success of the Vision. Encouraging a developer to invest and attracting new residents to buy homes on the Estate goes hand in hand with upgrading the existing houses and being responsive in respect of repairs, allocations and tackling anti-social behaviour. Carlisle Housing Association must attract new tenants and must provide the environment for tenants to remain. Reducing turnover, letting empty properties quickly and providing the right type and level of tenant support is critical for the new Association.

**7. Enhance the quality of life for all residents on Raffles through the provision of local, affordable services and recreation.**

**8. Create a safe and attractive environment in which to live work and play.**



9. **Create new, and increase the access to educational, training and employment opportunities for local people.**
10. **Develop measures to reduce crime and increase resident safety.**

Building new houses and improving existing houses is one component to the regeneration of the Raffles Estate. There is a strong community who have lived in Raffles over many years. There are a good number of community activities operating across the Estate. These need to be supported and opportunities to enhance and add to existing facilities should be attempted where it is feasible to do this. In particular the Vision will look at shopping and health facilities, improving Heysham Park, traffic circulation and employment opportunities. Agencies will need to work jointly to secure additional facilities and deliver a range of community safety, environmental, social and community initiatives.

## 7. Involving the Community

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### Past Consultation Approaches

- 7.1 Prior to the Vision being prepared, community consultation took place during 2000 and 2001 taking the form of:
- Community planning events
  - Fun Day
  - Sample Household Survey
- 7.2 The key findings from this earlier consultation are summarised below, before focusing on the key issues emerging as part of the Vision consultation.
- 7.3 During Summer- Autumn 2000 community planning events took place across the Estate in the following venues:
- The Hall, 22/07/00 and 25/9/00
  - Community House, 20/9/00
  - Living Well Trust, 21/9/00
  - Newtown School, 22/9/00
  - St. Bede's Primary School, 30/09/00
  - St Barnabas Hall, 11/10/00
- 7.4 These sessions picked up wider issues other than demolition and redevelopment proposals - from concerns over the environment, to play facilities, community safety and local services. This was followed by a Raffles Fun Day in May 2001 which also gauged resident opinion.

Key Issues	
<ul style="list-style-type: none"><li>▪ Vandalism</li><li>▪ Clean up the estate</li><li>▪ Dog litter bins</li><li>▪ Improve lighting</li><li>▪ Tackle dumping</li><li>▪ Tenancy enforcement</li><li>▪ Community mini-bus</li><li>▪ Facilities for the elderly</li><li>▪ Advice services/one-stop shop</li></ul>	<ul style="list-style-type: none"><li>▪ Toddler play area</li><li>▪ Older children's play area</li><li>▪ Football area</li><li>▪ Landscaping, tree-planting, community garden ideas for cleared sites</li><li>▪ Food Co-op</li><li>▪ Health facility including keep fit</li><li>▪ Local shops</li><li>▪ Focus on Shadygrove Road</li></ul>

- 7.5 As discussed in the background chapter to this report, a 20% Household Survey was carried out in October 2001. Aside from the socio-economic and housing issues already discussed, the survey

gauged opinion on wider environmental, community safety and local facility needs.

### **Key Findings**

#### **7.6 In terms of redevelopment options:-**

- A tidy environment (clearing gardens and land) and tackling neighbour nuisance was considered very important by over 70% of those interviewed.
- Gardens of the empty homes, trees/shrubs, litter and fly tipping are the key environmental problems on the Estate.
- Few residents (5%) supported the enlargement of Heysham Park and 50% said they did not know whether the park was well maintained or not indicating significant under-use.
- Over 60% thought additional health services, leisure and sport, youth work and social events would be a major benefit to the Estate. To a lesser degree, residents considered advice workers, counselling and support for families to be beneficial.
- Over half of those interviewed felt very safe during the day. 42% felt very safe or fairly safe at night. Greater police presence was seen as the best solution to dealing with crime. Little support was given to security cameras or community wardens.
- 60% of those surveyed would not be interested in learning new skills or training if it was offered on the Estate.
- Over half of those surveyed were not willing to be involved in helping to improve Raffles. However 30% would attend public meetings and nearly one in five of those surveyed wanted to get involved in a residents group.
- 39% supported the idea of changing the name of the Estate.

## **Vision Consultation**

### **Context**

- 7.7 In arriving at a Vision for the Estate, the Project Team considered detailed community consultation to be a critical component. A series of consultation sessions took place from April-October 2002, taking the form of:-
- Community Meetings (Community Forum and Raffles Regeneration Group)
  - Open Days
  - Roadshows
  - Fun Day
- 7.8 Feedback to residents took the form of a Raffles Vision newsletter distributed in August and October.
- 7.9 Following the selection of Lovell Partnerships Ltd as developers and the commissioning of Ainsley Gommon Architects, an initial presentation was made to the Raffles Community Forum on 25th March 2002. A small sub-group of the forum called the Raffles Regeneration Group had already been established and this would form the principal link with the Community Forum during the Vision consultation. Updates to the Forum were made in May, July and October.
- 7.10 The Raffles Regeneration Group initially consisted of five local residents and the Vision Project Team. Membership by residents has fluctuated and changed over the months and local organisations (Newtown Community School, Living Well Trust, Play Raffles) have in latter months also joined the Group, but the Group remains active and well attended. The Group's role has been to suggest appropriate consultation techniques, comment and change the format and content of the newsletters and make suggestions on the overall design concepts. The Group has met approximately every six weeks.

### **Process**

- 7.11 Ainsley Gommon's role in the partnership was to actively engage in the consultation process at the Open Days and resident consultations and to present up to date proposals that demonstrated that the process was one of active engagement and responsive listening.
- 7.12 The Team carried out an initial visual survey of the Estate over a period of two days, in rain and fine weather, taking record photographs. This provided the basis for an appraisal of the positive and negative aspects of the Raffles Estate. The vacant sites were studied, since these were to provide land for new housing. The Raffles Redevelopment Brief - Consultation Draft, produced by The City of Carlisle Planning Services

Division in December 1999 was the working document used to guide the new proposals. From the start of the process in April 2002, to the last community consultation on the 18<sup>th</sup> October 2002, the process took six months, allowing for one month of inactivity during the stock transfer ballot in July.

- 7.13 The Vision is a pragmatic response to the need to rebuild and repopulate the Estate using new housing for sale developed by Lovell. This is underpinned by the need to sustain and rebuild the confidence of existing tenants and residents in the long-term future of their Estate when it is managed by a new landlord, Carlisle Housing Association.
- 7.14 The approach is to avoid grandeur and allow the Vision to develop through consultation into something which commands the respect and ownership of local people.
- 7.15 The timetable allowed for revisiting parts of the Estate to develop a more detailed picture incrementally supported by the feedback from the consultation. As the project progressed visitors to the Open Days became familiar with the Vision Plan in its various forms, and were able to focus on what concerned them in particular, and to follow the evolution of the drawing from first thoughts to final proposal.
- 7.16 The first appraisal of the Raffles Estate showed that Raffles is an inherently attractive place and residents fondly consider it as a good place to live. The Vision Plan needs to connect up with this positive view and show that it is possible for Raffles to overcome the prejudice and become a desirable place to live in the future.

## **Open Days**

### **Stage One**

- 7.17 Open Days were held at the Raffles Family Centre, Shadygrove Road on 20<sup>th</sup> and 21<sup>st</sup> May 2002 between 11am and 6pm. Flyers and posters were used to publicise the events, which proved particularly effective. Public and radio notices attracted less response.
- 7.18 The first drawing was a 1:500 scale plan of the Estate, based on copies of existing plans with hand drawn proposals for new housing, commercial development, social provision, and landscape. On the wall was a black and white version of the drawing on which residents were asked to write their observations and comments. A summary of this is shown in the appendices. These comments informed the next version of the Vision Plan, and the wall drawing was used as a reference at later Open Days as a confirmation that consultation was having results. Drawings and dimensions of Lovell's dwelling types and information about the company were also on display.



- 7.19 The plans showed:
- new houses on the existing cleared sites
  - mini-market and health facility located on the corner of Shadygrove Road and Orton Road
  - initial ideas to extend and open up Heysham Park.
- 7.20 The turn out and level of interest at the Open Days was good. 105 households attended across the two days and 97 completed feedback questionnaires were received. The attendance lists show a good spread of people from right across the Estate. The Open Days attracted positive coverage from the local press. Several residents attended the Raffles Community Forum on the evening of Monday 20<sup>th</sup> May where there was a further opportunity to talk to the Project Team and to look at the draft plans.
- 7.21 The Open Days were followed by three Roadshows (29<sup>th</sup> May – Raffles Rovers, 2<sup>nd</sup> June, 23<sup>rd</sup> June – Parham Grove), linked to Carlisle Housing Association Information Roadshow. A further 82 questionnaires were completed at these events.
- 7.22 The questionnaires have been collated and full details are in the appendices. Of the completed questionnaires:
- 92% of residents were supportive of the regeneration proposals
  - 71% of residents thought the draft plans were good
  - 72% and 77% respectively approved of the principle of the mini-market and health facility, but several raised safety concerns and that the developments would necessitate additional demolition (as existing houses were situated on both corner locations). Preference was to use existing cleared land in a central location.
  - Suggestions for the health facility included a doctor's surgery, dentist, children and family services, family planning clinic.
  - There was strong support to thin down the trees, open up Heysham Park and provide improved park features and play areas. Residents suggested improved lighting, seating and security, more litter bins and dog fouling bins and the need to clean up the beck.
  - 62% favoured a change of name (much higher than the Household Survey)
  - Only 20% would consider changing to a local doctors' provision
- 7.23 Other comments raised were:
- Design is too similar to existing layout
  - Densities are too high
  - Need for 2 bed bungalows for rent
  - Support for a link road to allow through movement across the Estate but not a link road at the Orton Road end of Marks Avenue
  - Need to address the one way road systems
  - Improved sporting facilities
  - Problem of motorbikes on the open land.

7.24 A second questionnaire was used to gauge resident's priorities between:-

- Improvements to existing houses
- Development of new houses
- Environment
- Community
- Access
- Security

7.25 137 of the questionnaires were completed. Residents were asked to rank issues from 1<sup>st</sup> to 6<sup>th</sup>, 1<sup>st</sup> being the most important issue. The first priority ranking was:

- 1<sup>st</sup> The Existing Houses
- 2<sup>nd</sup> Security
- 3<sup>rd</sup> New Houses
- 4<sup>th</sup> Community
- 5<sup>th</sup> Access
- 6<sup>th</sup> Environment

- The existing houses and security scored significantly more marks, followed by the new houses.
- Security scored highest in the second rank followed by access.
- Environment scored highest in the third rank with community second.

7.26 Between the Open Days and the Roadshows some amendments were made to the plan in response to concerns raised by residents whose houses had been shown demolished in the first Vision Plan. The original proposals were speculative in nature, and contained proposals for a new highway access that would result in further demolitions. The emphasis changed to one of retaining all existing dwellings that were in sound condition and well liked by their occupants and revising the proposals for new access.

7.27 Visitors had access to a team of seven or more people from Carlisle City Council, Riverside, Lovell and Ainsley Gomon Architects, and were able to have their questions answered promptly by people who were involved in the project and who knew the background to the proposals. This undoubtedly contributed to the positive response to the drawings and co-operation of residents in the questionnaires.

#### **Wider agency consultation**

7.28 On 27<sup>th</sup> May an agency meeting was held to discuss the outline plans. Over 30 people attended from City Council departments, local schools, police representatives, other RSLs, voluntary and community organisations. Key points raised are summarised below:

- The Post Office is keen to be part of a new larger convenience store.
- Important to take account of all interested in being part of the health facility (in particular take account of Play for All and Play Raffles needs). Is the health centre both a community and medical facility?
- An improved environment, in particular enhancing Heysham Park is fundamental to the success of regenerating Raffles. Access for all into the park is important.
- Important to integrate new development with existing housing.
- Selective closure of cuts may be required. Balance between convenience for some and risk of crime/nuisance for others.
- Sheehan Crescent pitch and shelter are under-used.
- Mixed views about the removal of CCTV cameras.
- Shortage of rented bungalows.
- Problems with existing traffic calming measures and existing one way systems.

7.29 A newsletter was distributed to every household on the Estate giving feedback on the Open Days and Roadshows and inviting people to the second set of Open Days.

## **Stage Two**

7.30 The Project Team reviewed the information obtained from the questionnaires from the first Open Days/Roadshows. Amendments were agreed and were included in the new Vision Plan drawing. During the first period of consultation the visual survey of the Estate had continued, and the report on Heysham Park was drawn up. The second Vision Plan was developed using Computer Aided Design (CAD), based on the Ordnance Survey mapping of the area.

7.31 Responding to residents' comments in May and June, further Open Days were held at the Raffles Family Centre between Thursday 29<sup>th</sup> and Saturday 31<sup>st</sup> August, 11am and 6pm. In addition smaller sessions were held at St. Bede's School, Newtown Community School and Play Raffles.

7.32 The plans were revised to reflect residents views. Changes included:

- Alternative location for a supermarket, now shown on cleared land off Raffles Avenue
- Alternative location for a healthy living centre, now shown on the corner of Brookside and Raffles Avenue
- More detail on the park proposals
- One link road shown connecting Parham Grove and Marks Avenue
- An architects' impression showing 3D images of the new development (this had been particularly requested by residents at the Community Forum).

- 7.33 Over 100 households came and gave their views on the revised plans. 76 questionnaires were completed.
- 7.34 The turn out and level of interest was good; residents wanted to check that their views had been listened to and embodied in the new plan.
- 90% of those who responded were in favour of the regeneration proposals (compares to 92% at the first set of Open Days).
  - 80% now considered the designs to be good (compared to 71% at the first Open Days).
  - 63% preferred the new location for the mini-market. 13% of respondents suggested Shadygrove Road or another, more central location. 10% preferred the original location.
  - 82% felt some form of shopping facility was needed on the Estate
  - 61% preferred a larger discount supermarket whereas 25% preferred a convenience store.
  - 71% favoured the new location for the healthy living centre. 13% preferred the original location.
  - 79% felt some kind of health facility was needed on the Estate. Over 30% would now consider registering with a local doctor if available. Key features of the health facility considered to be important were a doctors' surgery, nurse practitioner, dentist session, keep-it, health and leisure courses.
  - In contrast to the first Open Days when 62% of those questioned were in favour of a change of name for the Estate, at the second round of Open Days, only 30% felt the name of the Estate should be changed. 17% were unsure or did not answer the question and 53% were against a change of name. Clearly this is an issue with strong and mixed views.
- 7.35 Residents were clear about what they wanted to see in Heysham Park:
- trim the hedges, trees and shrubs to improve visibility and security
  - provide spaces for play and recreation
  - introduce flower beds and natural planting
  - improve maintenance
- 7.36 In terms of the overall layout and design, some residents highlighted again the need for two-bed bungalows for the elderly and concerns were expressed about the proximity of new family housing to the existing bungalows. More clearly defined play areas among the houses was also requested. Some residents highlighted additional blocks of houses that they felt should be demolished.
- 7.37 Following the second Open Days the information from the questionnaires was reviewed, meetings were held with agencies, and an overall design review was held by the Project Team. Further visual surveys of the site took place during this consultation period.

### **Coach Trips**

- 7.38 Following the second set of Open Days coach trips were organised for local residents to see similar Lovell developments in Wigan and Ellesmere Port. 26 residents attended and very positive feedback was received. Comments made included:

*"I had my mind changed. I was quite against the houses but after seeing what can be done I'm convinced"*

*"I think people will be impressed with the quality"*

*"hopefully there will be a turnaround on Raffles"*

*"I really do believe that it can work; it may take time but I feel a good result can be achieved"*

- 7.39 A second newsletter was distributed across the Estate with feedback from the Open Days and informing people of the final exhibition.

### **Stage Three: Final Exhibition**

- 7.40 Between Thursday 17<sup>th</sup> and Saturday 19<sup>th</sup> October, the final exhibition of the Vision was held at the Raffles Family Centre between 11am and 6pm. Saturday doubled as a Fun Day with a children's entertainer, craft workshops and a sparring demonstration by Charlie Shepherd (former world super-featherweight boxing champion).

- 7.41 Changes were made to the plans between the second Open Days and the final exhibition. These were:

- Two options shown for a mini-market –
  1. Refurbish and extend 25-27 Shadygrove Road for a convenience store
  2. Slight site change to the larger discount mini-market to be shown located off a new link road on land between Dalton Avenue and Raffles Avenue
- Additional demolition of deep cul-de-sac ends
- Active and disused allotments marked on the plan
- One way systems and highway changes shown
- Inclusion of Play Raffles site within the new healthy living centre.

- 7.42 As this was the final presentation of ideas, a questionnaire was not used. Instead the Project Team gauged in broad terms the level of acceptability to the proposals. 65 households attended over the three days and at least an additional 40 parents and children attended the Fun Day with some staying to look at the plans. The turn out was lower for the last Open Days. Strong support was given to all the proposals. Residents still had divided views about the location of the mini-market, although the majority of residents' preferences were covered by the



two options shown. There was strong support for altering the one way systems and broad agreement on the small additional areas of demolition. Proposals for Heysham Park were not changed from the second Open Days and were strongly supported. No fundamental changes arose from the final exhibition.

#### **Wider agency consultation**

- 7.43 Statutory services (leisure services, planning, highways, Cumbria Police), health agencies, local schools, registered social landlords, other community and voluntary organisations, city and county councillors were invited to the consultation sessions. Separate meetings with some of these agencies have taken place. A complete list of agencies and individuals contacted as part of the Vision consultation is included in the appendices.
- 7.44 Ongoing discussions have taken place with Carlisle City Council's Planning Department to ensure compliance with the existing re-development brief, local plan policies and supplementary planning guidance. Some initial discussion has taken place with County Highways and Capita concerning traffic calming, changes to road priority and footpath closures, although work in this area is ongoing. The Vision proposals have also been presented to the Carlisle Area Transport Advisory Group. The Ramblers Association has met the Project Team and dialogue is taking place regarding cut closures. The Project Team has met on separate occasions with the different RSLs who own and manage properties on Raffles. Meetings have taken place with Nomad, Home and Impact Housing. Although there are no immediate development plans from the RSLs, there is scope for joint regeneration initiatives with Carlisle Housing Association and future development potential for 2 bed bungalows for rent.
- 7.45 Members of the Project Team have discussed healthy living proposals with Play for All, Play Raffles and Carlisle District Primary Care Trust. A more extensive discussion on health priorities and funding opportunities is scheduled for December.
- 7.46 The local post office has been kept informed over the initial retail proposals and the postmaster has attended some of the Open Days. Further meetings are planned for the New Year as the Project Team begin detailed discussion and negotiations with interested retail operators.
- 7.47 Separate mini Open Days have taken place in the two local primary schools – St. Bede's and Newtown Community School. Both schools were represented at the agency consultation. Existing and planned community-linked activities in the school premises have been incorporated into the Vision and reflected as part of the overall regeneration objectives for the Estate.

- 7.48 The Police, represented in the form of community police officers, police architectural liaison officer and the Crime and Disorder Partnership have been a very active partner in the Vision proposals, with good representation at the consultation sessions. The Estate cuts, access to and from Heysham Park, the issue of motorbikes and sporting provision have been discussed in some detail and design changes made where practicable to take account of comments from the Police. Several joint initiatives are possible in the future as the Team consider improvements to the park, warden patrols, youth activities and enhanced sporting provision.

### **Summary**

- 7.49 There is consensus among members of the Project Team that belief and confidence in the Vision grew as the consultation process progressed. There was a good turnout of residents at each stage. Residents commented positively on the feedback given from the Team and the ability to see the progression of ideas from the first meetings and Open Days to the final exhibition. Several residents spoke about the open and honest approach to consultation and that they felt their views and comments had been listened to and acted upon.

## 8. Overall Design Aims

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- 8.1 Consistent themes and clear design aims have emerged through the community and agency consultation. In addition, understanding the social, economic, housing and regeneration context to the Estate informs the Vision's overall design aims. These are:-

### **Form and character:**

- To strengthen the underlying form and character of the Estate by working within its layout and reinforcing its pattern of development.
- To build on the strengths of the original design by respecting its scale, use of materials, colour and landscape character.
- To connect the new development to the existing fabric through design, detailing, circulation and landscape.

### **Amenity space:**

- To restore Heysham Park as the green heart of the Estate by making it safe, accessible and attractive.
- To improve the quality of the park by renewing, maintaining and extending the planting.
- To improve the quality of the management and maintenance of the park.
- To open up the southern boundary of the park to the Estate by removing the overgrown and redundant garden hedgerows.
- To extend the park to include the land running beside Thomlinson Avenue to form a tree lined amenity area and fitness trail.

### **Circulation:**

- To connect the Estate by forming sections of new highway, so that the central core of the Estate is accessible from both ends.
- To upgrade the paths within the park and its southern boundary to provide a safe and attractive route through the site from west to east.
- To reintroduce two-way traffic with priority controls to overcome problems caused by the one way system, and make traffic safer and more convenient using speed restrictions and textured road surfaces.
- To remove secondary paths and cuts where these create security and privacy problems.
- To improve the lighting of footpaths and streets to make the Estate safer and more accessible.

### **Raffles Centre:**

- To support Shadygrove Road's importance as the high street of the Estate with new facilities, upgraded streetscape and improved maintenance.
- To provide a new shopping facility, either a convenience store in Shadygrove Road, or a mini market between Raffles Avenue and Dalton Avenue to improve the range of goods available on the Estate.

### **New Housing:**

- To build new Lovell houses for sale at affordable prices.
- To build in phases on the cleared sites, starting at the south western end, and working across the Estate as sales allow.
- To offer a range of semi detached and detached houses to provide a degree of choice.
- To serve the new houses from new roads built off the footprint of the old access roads to make the best use of the existing infrastructure.
- To create attractive housing environments, with children's play areas, adequate garden space and good construction standards.

### **Existing Housing:**

- To maintain the existing housing stock in a good state of repair.
- To improve the management and maintenance of the paths, boundaries and landscape.
- To achieve a fully let housing stock through proactive and innovative housing management, focusing on re-letting current voids.
- To resolve amicably the remaining discussions with owner occupiers in demolition zones.

### **Health and the Community:**

- To develop a new 'healthy living centre' as a focus for health initiatives serving the Raffles community and wider area, possibly incorporating Play Raffles.
- To consider the provision of a shared consulting room available to health practitioners who have patients living in Raffles and surrounding areas.
- To bring together a range of preventive medicine, fitness and health initiatives and local primary care trust services in this shared facility.
- To encourage the integration of other supporting activities such as a crèche, play and sporting provision.
- To make these services accessible to the whole community.

### **Training**

- To develop a training programme run by Lovell through the construction of the new houses, taking trainees from local schools and the local community to provide construction – linked apprenticeships.
- To use the redevelopment of the Estate as a focus for training and skills development across the Estate.

## Community Renewal

- To use the physical redevelopment of the Estate as a catalyst for the renewal of the local community through social, economic and environmental improvement. This in turn will alter local and regional perceptions.



## 9. The Proposals

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*This chapter should be read in conjunction with the accompanying plans.*

### **New Housing to the West of Marks Avenue**

**Dobinson Road, Sheehan Crescent, Parham Drive, Heysham Park Avenue**

*The sites for new houses were cleared of the original houses, and seeded and planted as an interim stage in the redevelopment process.*

- Lovell wish to obtain vacant possession of the eight properties (1bed flats) on Orton Place. Lovell intend to upgrade the appearance and remodel the existing flats on Orton Place to create a new gateway into the Estate and the location of their initial sale area. This will be an early and highly visible improvement.
- The new houses will be set back from Dobinson Road by an avenue that will create a spacious walk that links with the new avenue running east west along the side of Heysham Park.
- The houses will be three bedroom semi-detached in a variety of styles and layouts from Lovell's range of dwellings. A schedule of new build units by phase is attached in the appendices.
- The houses will be finished in a range of facing brick possibly with rendered elevations to provide accents at corners and view points.
- The treatment of the front gardens will vary depending on location, with some open plan frontages, and enclosed gardens at corners and junctions.
- The first houses to be built will be in a cul-de-sac at the back of Hawthorn Grove. It is proposed that the cuts to Marks Avenue are closed off and a community garden for the Hawthorn Grove bungalows is created.
- The site of Sheehan Crescent will follow, with the new housing overlooking a central green space. The existing youth shelter and football pitch would be removed.
- At the bottom of the slope, Parham Grove will be extended to link up with Marks Avenue, and the new housing will overlook Heysham Park across the new avenue, where the hedge boundaries have been removed. It is proposed to remove the two CCTV masts on Dobinson Road.

- The flats in Parham Drive and Heysham Park Avenue are due for demolition. Lovell will continue their development by building new houses here. The land that lies between Parham Drive and Heysham Park Avenue will be laid out in short cul-de-sacs accessed off Heysham Park Avenue.
- The housing areas will have play areas providing sitting space, and an area for supervised play for toddlers and small children.

### **Heysham Park and the Fitness trail.**

*Heysham Park extends through Raffles from beyond Coalfell Avenue in the west to Mardale Road in the east.*

*The Park was part of the original design of the Raffles Estate; a large green space in a built up area. The original planting and maintenance plans have declined; new proposals have been made to bring the park back to life. The Park has four distinct sections, marked on the Action Plan as A-D. Further details including costings are included in the New Opportunities chapter and in the appendices.*

### **Section A. The Native Plants Park:- at the western end, between Dobinson and Marks.**

- The tightly mown grass will be replaced with longer meadow grass and wildflower areas. Lawns adjacent to the beck would be kept short, with new native planting forming buffer zones to the boundaries. There will be space for kick-about areas.

### **Section B. The Activity Park:- between Marks and Shadygrove.**

- The more enclosed and attractive areas (B&C) have suffered vandalism and neglect.
- Section B will contain areas for play and activity. It will be enhanced with features like a plant maze alongside the footpath. New native planting in this section will connect visually with the existing planting alongside the paths.

### **Section C. The Flower Park:- between Shadygrove and Raffles Avenue.**

- This will be restored to a flower park with the introduction of herbaceous planting, and climbing plants in the existing shrub areas. The original beds will be cleared of self-set trees, and pruned back to their original shape. The new planting will mix herbaceous planting with native areas to provide year round interest. There is scope here for active school and community involvement. The park could be an important wildlife resource for teaching.

**Section D. The Sports Park:- at the eastern end between Raffles and Mardale.**

- The sports facilities will be improved, with an upgraded parking area. A new path will link the footpath system to the city, and planting will soften the appearance of boundaries and unattractive buildings. This will link to the healthy living centre.

**The Southern Boundary:- running alongside Parham Drive and Thomlinson Avenue**

- This will be opened up with the removal of the redundant hedges. A new amenity space serving as a fitness trail with a linking path for walking and cycling set in an avenue of trees will connect the park to the Estate, making it safer and more accessible to all.

**Brookside and Thomlinson Avenue Housing**

*The sites for new houses were cleared of the original houses, and seeded and planted as an interim stage. There are two owner occupiers where agreement is still sought.*

- Lovell propose to phase the development of these sites after the successful sale of the houses on the sites west of Marks Avenue. See dwelling schedule in the appendices for further information. This is subject to agreement with remaining owner occupiers.
- The houses on the south side of Brookside will be three bedroom detached houses from Lovell's range of dwellings.
- The houses on Thomlinson Avenue and the north side of Brookside will be three bedroom semi-detached houses in a variety of styles and layouts from Lovell's range of dwellings.
- The houses will be finished in a range of facing brick possibly with rendered elevations to provide accents at corners and view points.
- The treatment of the front gardens will vary depending on location, with some open plan frontages, and enclosed gardens at corners and junctions.
- The detached houses on Brookside will be laid out in short cul-de-sacs, with views into Heysham Park.
- The semi-detached houses on Brookside will back onto the open green space behind Newtown Community School. Currently there are no plans by Lovell to develop the open land between Newtown Community School and Brookside.

- The semi-detached houses on the south side of Thomlinson Avenue enjoy the view across the new avenue and overlook the fitness trail, footpaths and Heysham Park.
- The houses that lie behind the Thomlinson Avenue frontage will be laid out in small informal and secluded mews courts, built over the original access roads to reduce the cost of the infrastructure.
- The houses that lie on the north side of Thomlinson Avenue adjacent to Ivory Close will form a small cul-de-sac that may include some bungalows, either for sale or for rent.
- The housing areas will have play areas providing sitting space, and an area for supervised play for toddlers and small children.
- It is proposed to remove the CCTV masts on corner of Thomlinson Avenue/Raffles Avenue and on the corner of Brookside/Raffles Avenue.

#### **Housing East of Raffles Avenue Raffles Avenue, Creighton Avenue, Dalton Avenue**

*The sites for new houses were in the process of clearance during the consultation stage; the present proposals are indicative. Lovell have not set a programme for any of the housing development in this area at this stage, although indicative numbers of new build by property types is included in the dwellings schedule in the appendices.*

- A new road link will connect Thomlinson Avenue to Balfour Road to make circulation inside the Estate easier, and to link up the eastern housing areas with Shadygrove Road, the centre of Raffles.
- The houses shown on the plans include bungalows, mews houses and semi-detached houses drawn from Lovell's range of dwellings.
- The houses are likely to be finished in a range of facing brick possibly with rendered elevations to provide accents at corners and view points to relate to those elsewhere on the Estate.
- The treatment of the front gardens will vary depending on location, with some open plan frontages, and enclosed gardens at corners and junctions.
- Bungalows have been shown on the north of Creighton Avenue adjacent to the Nomad houses. These could be for sale or for rent.
- Semi-detached houses have been shown on the island site bounded by Creighton Avenue, Dalton Avenue, Raffles Avenue and the new road link.

- It is proposed that Nos 33-39 Raffles Avenue are demolished. Land released by the demolition of Nos 33-39 Raffles Avenue, which are considered to be beyond economic repair, would provide play areas with sitting space, and somewhere for supervised play for toddlers and small children matching those on the other parts of the Estate.
- It is also proposed that Nos (evens) 34-56 and 82-96 Raffles Avenue and 114-116 Dalton Avenue be demolished in light of the estimated costs to bring these properties back into use. A new crescent of semi-detached houses has been formed off Raffles Avenue, replacing these dwellings proposed for demolition.
- Semi-detached houses infill the plots left over by demolition on the west side of Dalton Avenue. Nos 61-67 fronting onto Dalton Avenue (previously scheduled for demolition) have been retained and accommodated within the new development.
- On the east side of Dalton Avenue a series of courts made up of mews type dwellings are shown.
- The housing areas would have play areas providing sitting space, and somewhere for supervised play for toddlers and small children matching those on the other parts of the Estate.

#### **Raffles Centre; Shadygrove Road and Commercial Development.**

*Shadygrove Road is identified in Carlisle City Council's Raffles Redevelopment Brief as the district centre for the Estate. The Action Plan identifies Shadygrove Road as the high street of the Raffles Estate, and seeks to reinforce that position. A summary of the retail report undertaken by Insignia Richard Ellis is contained within the New Opportunities chapter and the full report within the appendices.*

- The Action Plan proposes a new convenience store on the site of the presently derelict No 27 Shadygrove Rd (private ownership) and the Age Concern shop (No.25), owned by the City Council.
- The Action Plan proposes a mini-market adjacent to the link road between Thomlinson Avenue and Balfour Road as an alternative to the convenience store shown in Shadygrove Road. The two proposals are options, because the Estate would not be able to support two shops of this size. The site for a larger store is flexible and could be reverted to new housing if a retailer cannot be secured.
- The Post Office will be an important component of either of the new commercial enterprises.
- The Living Well Trust will continue to serve the Community from its present sites in Shadygrove Road, the Centre and the Hall.



- The SRB partnership and the advice services will continue to work out of the area housing office (39-43 Shadygrove Road), although there is scope to include welfare and advice services within a new healthy living centre in the longer-term.
- Improved access from the east and west of the Estate will help sustain the commercial viability of the Shadygrove Road centre. It is proposed that the CCTV mast is removed.
- It is intended that improved services by low floor buses will serve Shadygrove Road. The height of speed tables must be adjusted to allow for these vehicles.
- Shadygrove Road will be improved by new tree planting, linking the road visually to the new avenue running along the edge of the park.
- New lighting and maintenance introduced over a period of time will improve security and the quality of the environment.
- Some re-rendering of the properties on the high street to improve visual attractiveness is important.

### **Social and Health Provision**

*The consultation process identified the need for a range of health related provisions on the Estate. Further details including costings are contained in the New Opportunities chapter.*

- The Action Plan proposes a multi use building, a Healthy Living Centre, sited on the corner of Raffles Avenue and Brookside. It will be a hub for all the health related initiatives currently under consideration.
- The Healthy Living Centre will provide accommodation for a shared Doctors' consulting room, health and fitness initiatives, and support services provided by a crèche and nursery provision. Play Raffles and Play for All have expressed interest in being part of any new facility. It is proposed that a small working group, representing a range of interests is brought together to further this proposal and seek appropriate consents and funding.
- Parking and service access will be provided on the adjacent site next to the Annex.
- The existing open space will provide areas for play and fitness training associated with the Healthy Living Centre.
- It is proposed that the Raffles Rovers clubhouse (the Annex) be converted and upgraded to provide a local membership social club and improved changing facilities.

- A dedicated lay-by space for the Operation 316 Youth Bus operated by the Living Well Trust is proposed in the parking area adjacent to the Annex. Sporting and equipped children's play facilities could be improved in this area.

### **Highways, footpaths and circulation**

*The consultation process identified that the present one-way system creates problems rather than solving them, and that there was support for certain one-way streets to be changed to two-way using a priority system, and speed limits.*

- It is proposed to close the routes of footpaths and cuts that were not stopped up when sites were cleared and which cut across proposed new development sites.
- The Action Plan proposes a footpath system that encourages foot traffic onto primary footpaths that are well overlooked and well lit, to encourage walking and cycling.
- It is proposed to upgrade the lighting on the Estate to increase light levels generally, with brighter accent lighting in Shadygrove Road.
- The Action Plan proposes new road links in Parham Grove, linking the western end of the Estate with the centre, and connecting Thomlinson Avenue to Balfour Road to connect the eastern end of the Estate with the centre.
- The Action Plan proposes changing the one-way sections of Brookside, Thomlinson Avenue and Creighton Avenue to two-way traffic with priority controls and speed restrictions.
- It is proposed to negotiate with the highway authority to alter the speed tables and humps on the Estate which cause problems for low floor buses, and to law-abiding citizens in private vehicles. All of the above is subject to securing necessary approvals and available funding.

## 10. New Opportunities

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- 10.1 This chapter summarises the key opportunities for the Estate and sets out broad costings for each main element of the Action Plan. These costs are best approximations at this stage and are likely to change. All potential opportunities are subject to detailed negotiation and securing appropriate levels of funding.

### Retail

- 10.2 On behalf of the Vision Project Team, Insignia Richard Ellis have carried out a Raffles retail study. The full report is attached in the appendices.
- 10.3 The brief for the study was to consider retail demand for the Raffles Estate and in particular the scope and interest from food retail operators to locate on the Estate.

### Planning Policy

- 10.4 The southern end of the principal 'high street' of the Estate – Shadygrove Road is designated as a Neighbourhood Shopping Area within the District Local Plan (Policy S10). Carlisle City Council will support additional neighbourhood shops which are located within or adjacent to the existing neighbourhood shopping area in order to contribute to the successful regeneration of the Estate. The District Local Plan further supports the development of a larger supermarket as long as this lies within or adjacent to the existing shopping area (Policy S8).
- 10.5 The Redevelopment Brief for Raffles (2000) outlines the broad planning principles relating to any future retail development. It must ensure satisfactory access and parking; the development must be of an appropriate scale and the amenity of the surrounding residential neighbourhood should be safeguarded.

### Existing Provision

- 10.6 Raffles has limited retail facilities within the Estate. Shadygrove Road has a post office (Rob's Raffles Post Office) and off licence (Booze Buster) and an Age Concern shop. A hairdresser's is situated on Heysham Park Avenue. The nearest parade of shops is the Raffles Parade on the edge of the Estate on the corner of Wigton Road and Orton Road. On Orton Road there is a hairdresser's, chemist, off license and newsagents. Further to the east of the Estate a range of

local facilities are located on Wigton Road, including Kwik Save. To the north of the Estate, Newtown Road has a range of facilities including a local Spar.

### **Retail Demand**

- 10.7 Insignia Richard Ellis have contacted a range of retail operators to gauge likely interest in the Estate. Full responses are attached with their report.
- 10.8 Initial positive feedback has been received from:
- *James Hall & Co - Spar*  
Would require a store size of 4,000 sq. ft incorporating additional stock space and staff area of 1,000 sq.ft (total size 465 sq.m.) The store would require good access and parking facilities (465 sq.m.).
  - *Greggs Bakers*  
The store would have to be highly visible and they would require 1,000sq.ft of ground floor accommodation.
- 10.9 Although the consultants indicated some initial interest from operators for a larger discount foodstore, the indications now appear less favourable for a store of this size.

### **Location**

- 10.10 The retail consultants conclude that the most suitable site for a discount food store would be a development site off Wigton Road, approached via Partridge Place. For a smaller convenience store the site on the corner of Orton Road and Shadygrove Road is considered the best location.
- 10.11 The Project Team considered this advice and for a number of reasons have decided on alternative locations, acknowledging that without prominent road frontage the likely demand from retailers would be significantly reduced.
- The corner site at Orton Road/Shadygrove Road was suggested within the first set of plans and discussed with the community. This corner is an important gateway into the Estate and a stable area of the Estate with several owner occupiers and well maintained properties. A retail development would involve the demolition of at least 12 properties. The site is still fairly restricted and with some demolition would still remain in very close proximity to neighbouring houses. Many residents voiced concerns in relation to adequate parking provision, congestion and safety issues at the junction to Orton Road. After considerable discussion, these proposals were amended and alternative sites considered.

- Access into the site via Partridge Place was not considered appropriate to the Project Team. The access is very close to the main road junction of Wigton Road and Orton Road. Traffic levels are already heavy at this location. Redevelopment at Partridge Place would cut an attractive part of the Estate. The site remains in close proximity to retail competition in Raffles Parade and Kwik Save on Wigton Road.
- 10.12 Insignia Richard Ellis did comment that a site approached off Dalton Avenue would be worthy of consideration for a convenience store. This was shown at later Open Days and received strong support from the community. Concerns were still expressed about its proximity to Kwik Save on Wigton Road. The site is large enough to accommodate a reasonably sized discount food store without affecting the amenity of neighbouring housing areas. The site is approximately 9,500sq.m. In order to enable west to east movement across the Estate and to improve accessibility to the site, a new link road is suggested between Thomlinson Avenue and Balfour Road to service the mini-market and to allow access to the store via Balfour Road or Dalton Avenue.
- 10.13 Throughout the community consultation, residents consistently suggested that Shadygrove Road should remain the principal high street of the Estate and that any mini-market should be located on this central axis. On further investigation, two properties (25-27 Shadygrove Road) appeared to have potential for refurbishment into one larger unit to service a convenience store (approximately 450 sq.m. - 4650 sq.ft.). A further possibility is to incorporate the adjoining Living Well Trust property (No. 19-23) to create a larger redevelopment opportunity. Insignia Richard Ellis advise that this site is unlikely to be viable as Shadygrove Road will attract limited passing trade, and existing traffic calming does not allow easy access for service vehicles. A restricted site might also suffer from insufficient parking provision.

#### **Rental Values and Land Values**

- 10.14 Insignia Richard Ellis advise that on the following rental values for the Carlisle area. These are indicative only:
- Discount food store - £10.00 per sq.ft. (£100,000-£125,000 rental value per annum)
  - Convenience store - £8-£12.00 per sq.ft net internal sales area (£32,000-£48,000 rental value per annum).
- 10.15 Most retailers would wish to acquire the freehold or long leasehold of the interest site and construct their own store and related infrastructure.
- 10.16 Subject to development costs, land values on Raffles have been estimated and are indicative only:



- Discount food store - £740,000-1,000,000 per hectare (£300,000-£400,000 per acre)
- Convenience store - £615,000-740,000 per hectare (£250,000-300,000 per acre).

### **Summary**

- 10.17 The findings indicate that to secure retail interest in Raffles is not going to be easy. However some initial expressions of interest have been made. Detailed follow up and negotiations with retailers is clearly the next step.

### **Healthy Living Centre**

- 10.18 The Vision proposes a healthy living centre on the site at the corner of Brookside and Raffles Avenue. A new building is proposed on this corner site, potentially absorbing Play Raffles into the new building and demolishing the existing Community House. The site is approximately 895 sq.m. with the potential to utilise additional hardstanding land to the side for dual access and parking facilities to serve both the new centre and the potential social club.
- 10.19 Carlisle and District and Eden Valley Primary Care Trusts have expressed initial interest in the proposal. Play for All, Living Well Trust and Play Raffles have expressed interest to be involved in planning any new facility.
- 10.20 Funding for the centre will not be straightforward. There is greater potential to secure capital funding. Ensuring the revenue costs are met will be more challenging. Detailed discussions need to take place about the focus of the centre and the type of services/facilities that will make up the new facility. Early discussions indicate the following needs, although these need to be quantified in more detail:
- Outreach doctors surgery
  - Nurse Practitioner
  - Family Planning
  - Children and Family Services
  - Preventive Health and Alternative Medicine
  - Indoor play facilities for children with disabilities
  - Dental care
  - Keep-fit and lifestyle courses
- 10.21 Operational and management arrangements also need to be agreed. There may be scope for an anchor tenant and/or a local management committee to oversee the running of the centre. Discussions regarding land release will be required with Carlisle City Council.

10.22 Estimated costs are:

Area 895 M squ @ £ 860/M squ	£769,700.00
External works	£61,576.00
Prelims (6%)	49,876.56
Professional fees inc. legal (15%)	£132,172.88
Contingency at 5%	£50,666.27
VAT (17.5%)	£186,198.54
<b>TOTAL</b>	<b>£1,250,190.20</b>

**Heysham Park, Play and Sport**

- 10.23 Heysham Park provides an opportunity to extend the range of activities on the Estate, and to make the Estate a more attractive place for existing and new residents.

**Planning Policy**

- 10.24 The Park is designated a Primary Leisure Area and an Area of Landscape significance in the Local Plan. There is a planning presumption in favour of its retention, although it is acknowledged that some areas of the park are hard to maintain. Its use is linked to children's play and recreation.

**The Survey and Report**

- 10.25 A copy of the assessment and proposals report is included in the appendices and a summary contained within the proposals chapter.

**Proposals**

- 10.26 The proposals for Heysham Park have already been summarised.
- 10.27 As a short-medium term measure it is important that the cleared sites resulting from housing demolition are levelled and grass seeded (where still needed – phases 5 and 6) and a new maintenance regime introduced.

**Neighbourhood Management**

- 10.28 The Project Team has had initial discussions with Carlisle City Council Leisure Services Department over the opportunity to create a local management vehicle to control and monitor maintenance expenditure and service standards of all the open spaces on Raffles. The Leisure Services Department has begun this work by disaggregating their

existing budgets to identify costs specifically for Heysham Park and additional amenity space created through housing demolition. The Vision Project Team's recommendation is for ringfencing and giving devolved local control over these budgets to a managing client agent of leisure services (initially CHA with the possible creation of a Raffles Development Trust). Alternatively a Service Level Agreement should be drawn up locally and agreed directly with Leisure Services. A local partnership should be able to set service standards, response times, targets, future budgets, monitor and hold contractors to account for poor performance. Any proposals must be informed by resident consultation, detailed landscape plans, assessments and costings and an agreed implementation plan.

- 10.29 It is clear that without a tightly enforced maintenance regime and capital upgrading of the park and surrounding green space, the overall regeneration of the park will be compromised. A neighbourhood management approach could produce a healthy partnership between local residents, the developer, City Council and Carlisle Housing Association and enable the successful leverage of additional external funding. The team have investigated some initial sources of funding which could include Carlisle City Council and Cumbria County Council, Raffles SRB, New Opportunities Fund with Sport England (Playing Fields and Community Green Spaces), Banardos (Better Play), Cumbria Waste Management Environment Trust (Landfill Tax), Shell Better Britain Campaign (Community Projects Fund), Carlisle Housing Association, Countryside Agency (Doorstep Greens), Heritage Lottery Funding (Green Parks Initiative Award). No formal applications or approaches have been made at this stage. Broad costings for upgrading and restoring Heysham Park, improving and maintaining the cleared sites and enhancing social, sporting and play provision have been prepared. These are set out below:-

*Projected costs for restoration and re-planting of Heysham Park:*

A	£
Clearing hedges & fences: Sections A, B & C	9,106.00
Clearing of shrub beds: Sections A, B & C	7,354.00
New footpath link (£10/sq.m.) 965m length 2.5m wide bitmac path timber edged.	24,125.00
New Tree-lined avenue (95 bare or root balled) @ £35/tree plus planting, materials and top soil.	9,975.00
Trees in Section A: 50 native species @ average £30/tree including planting and materials.	1,500.00
Trees in Section B and C: 40 ornamental species @ average £40/tree including planting and materials.	1,600.00
Perennials: Average price per plant £1.28, based on planting at 2ft spacing + plus labour £2000 labour (4 men for a week)	8,400.00
Shrubs, Perennials & bulbs including labour costs	5,500.00

Short-medium term maintenance of demolished sites: Capital cost for minor levelling, cultivation, fertiliser, Seeding (one off capital contribution)	50,000.00
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<b>Sub-total</b>	<b>117,560.00</b>
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+ prelims & fees (12%)	14,107.20
+ contingency (5%)	6,583.36
+ VAT (17.5%)	24,193.85

<b>TOTAL</b>	<b>£162,444.41</b>
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*This does not include additional litter bins/dog fouling bins, upgrading to existing lighting or fitness features. These would be additional costs.*

*Ongoing maintenance of the park and cleared sites:*

<b>B</b>	<b>£</b>
Annual maintenance of Heysham Park to include:- fortnightly cycle of grass cutting and litter clearance March-Oct. Annually:- pruning, edging, beck cleaning and banking cutting, inspection of play equipment	28,500.00

First year revenue cost for ongoing maintenance: fortnightly cycle of grass cutting, litter clearance. Edging annually.	5,200.00
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<b>TOTAL</b>	<b>33,700.00</b>
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*This is an annual budget currently held with Carlisle City Council Leisure Services Department*

*Sporting and Play Provision*

<b>C</b>	<b>£</b>
Refurbishment of Social Club, 50 M sq at £800.00	40,000.00
Extension to social club, say 20 M sq at £860.00	17,200.00
All-weather five a-side football pitch inc. all weather surfacing, fencing and lighting	120,000.00
Children's adventure play ground including safety surfacing and fencing	45,000.00

<b>Sub-total</b>	<b>222,200.00</b>
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+ prelims & fees inc. legal (15%)	33,330.00
+ contingency (5%)	12,776.50
+ VAT (17.5%)	46,953.64

<b>TOTAL</b>	<b>£315,260.14</b>
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**TOTAL FOR A & C****£477,704.55**

*Part B is an existing Carlisle C.C. budget.*

**Conclusion**

10.30 Heysham Park could be beautiful and well used again through becoming much more a part of local life and a focus of community activity. By making it safe and accessible it could be the catalyst for the successful sales and marketing of the new houses. Critical to this is a neighbourhood management approach. Sites cleared following demolition need to be carefully maintained during the short-medium term until redevelopment takes place.

**Highway Improvements**

10.31 The Vision proposals highlight a number of proposed highway-related changes on the Estate in order to improve traffic circulation and improve road safety. Funding for these priorities still needs to be identified although broad indicative costings, supplied by Lovell are set out below:

<i>Priority signage, highways modification and junction re-ordering for:</i>	<b>£</b>
2 stretches of Brookside (480m)	35,100
1 stretch of Thomlinson Ave (east of Shadygrove Road – 200m)	16,300
1 stretch of Creighton Ave (between Raffles Avenue and Dalton Avenue – 150m)	10,200
<b>Sub-total</b>	<b>61,600</b>
<i>New link roads (inc. drainage):</i>	
Parham Grove to Marks Avenue (120 metres)	60,000
Raffles Avenue to Balfour Road (150 metres)	75,000
<b>Sub-total</b>	<b>135,000</b>
<i>Gateway improvements (change to road texture)</i>	
Shadygrove Road	22,500
Orton Place	4,000
<b>Sub-total</b>	<b>26,500</b>
<i>Traffic calming (speed cushions 75mm high)</i>	
Shadygrove Road	12,500
Dobinson Road	5,000
Parham Grove	7,500
Thomlinson Avenue	10,000
<b>Sub-total</b>	<b>35,000</b>
<i>CCTV removal/de-installation</i>	<b>50,000</b>
<b>TOTAL</b>	<b>308,100</b>



- 10.32 Further work is required to negotiate appropriate improvements and statutory closure orders to enable the housing development to proceed. Some of the improvements may be financed by Lovell as part of the new build development, other elements may be subject to partnership funding.

### **The Role of Lovell Partnerships Ltd**

- 10.33 Lovell have been selected as preferred developer for the Raffles Estate. They will build in phases at a steady rate as market sales dictate. It is difficult to gauge timings for the overall development, although it could take between 6 and 10 years to complete.
- 10.34 Lovell will commit an initial investment of **£1.75 million to Phase One** (first 30 houses). This is likely to be at Orton Place/Dobinson Road. This will include all related and necessary landscaping and highway improvements in this part of the development. Opening sales prices are still to be finalised although £55,000 has been discussed for opening prices for a 3-bed property. Lovell will enter into a development agreement with Carlisle City Council and a profit sharing arrangement will be agreed by both parties to ensure mutual benefit as land values rise.
- 10.35 Lovell are likely to give new names to their developments. Although the Vision Project Team accept the majority view not to change the name of the Estate.

### **Local Employment and Training**

- 10.36 The scale of the Raffles project is such that it presents Lovell with an opportunity to implement employment-led learning and training programmes, which provide sustainable career opportunities in the industry.
- 10.37 Current practice in many redevelopment areas sees inadequate responses to employment and training, which inevitably leads to temporary employment and poor quality training. Lovell will maximise the working context to deliver an expanding set of skills and competences, equipping the trainees with the experience and qualifications to move their career forward. Further information is contained in the appendices to this report.
- 10.38 Lovell will work in partnership with the regeneration agencies and other key local agencies to design, deliver and continuously develop an employment and training programme. Local people will be thereby guaranteed a period of employment, which may involve a coordinated movement between contractors, ensuring they obtain:

- A significant vocational qualification (NVQ2 and 3)
  - A significant history of employment
- 10.39 The numbers involved will be dependent on establishing a profile of existing needs against the maximum sustainable opportunities that can be generated.
- 10.40 Lovell is committed to rigorous and active partnerships with other key stakeholders dedicated to improving the skill base of residents in Carlisle. They will work with Carlisle College, Carlisle Housing Association and local secondary schools to provide:
- Construction training
  - On-site training and assessment
  - Vocational learning packages to engage with local educational institutions to raise educational standards and achievements with particular focus on Key Stage 4 and 5
  - Advice and guidance in support of individual career aspirations
  - Structures for employment in:
    - Foundation Apprenticeships
    - Advanced Apprenticeships
    - New Deal
    - Work Trial Programmes
- 10.41 In addition, Lovell will offer work-based Assessment for Construction NVQs for the experienced worker with no formal qualification. This aspect of upskilling the local employed workforce cannot be over emphasised. Lovell will be the driving force and support mechanism in this programme. Lovell is committed to using local contractors and suppliers on all its sites.

## **The Role of Carlisle Housing Association**

### **Housing Refurbishment**

- 10.42 Improving and retaining the existing houses was the first priority for existing tenants. The stock transfer of the existing social rented houses provides an opportunity of significant stock investment. Carlisle Housing Association (CHA) will invest £52 million across all the stock within the Carlisle District over the first five years in the physical upgrading of the properties in order to meet decent homes standards. This overall level of investment has been broken down by neighbourhood, informed by a 10% sample stock condition survey (carried out by Savills and commissioned by Carlisle City Council). An independent validation on this survey has taken place. Carlisle Housing Association will undertake its own more detailed stock investment survey following transfer.
- 10.43 A programme of works has been estimated for the Raffles Estate. A stock investment budget over the first five years has been estimated at

approximately £3.9 million. In addition cyclical and responsive repairs will be carried out on the Estate. The Association will work up to improved repair response times.

- 10.44 The Project Team have prioritised 48 voids that urgently need improving to a re-lettable condition. These properties have been surveyed and are estimated at £287,500. These are in addition to the pre-selected properties where works on these properties has commenced. As of October 2002, the priorities are:-

**Table 14: Priority Voids**

Street	Number of Void Properties	Total Cost
Brookside	16	113,100
Raffles Ave	12	55,800
Dalton Ave	5	9,700
Dobinson	1	15,000
Newtown Close	2	20,000
Marks Ave	8	54,700
Orton Rd	4	12,000
<b>TOTAL</b>	<b>48</b>	<b>287,500</b>

- 10.45 CHA will ensure value for money and probity in the commissioning and execution of the repair, maintenance and improvement work. CHA will embrace the principles of partnering as set out in *Rethinking Construction* (33), the report of Sir John Egan's Task Force. Where external contractors are used, the Association is committed to using local contractors wherever it is possible to do so. We will encourage and support the use of local labour.

- 10.46 Improvements to the Association's properties will include:

- Heating upgrades
- Bathroom renewal and upgrade
- Kitchen renewal
- Paths and paving improvements
- Walls and fencing
- Electrical renewal

The exact phasing and expenditure is still to be finalised. Lovell have stated the importance of external frontage improvements (re-rendering, fencing upgrading) of the retained housing.

#### **Community Investment and environmental improvements**

- 10.47 In addition to property improvements, Carlisle Housing Association has set aside £400,000 per annum across the whole housing stock for community investment initiatives. This funding will be matched with a range of other funding to enable community, social, employment

related, community safety and environmental based projects to be delivered. The socio-economic profile of the Estate and community consultation indicates clear needs in relation to:

- Support for new and vulnerable tenants to reduce tenancy turnover manage the level of tenancy terminations and incidences of anti-social behaviour.
- High benefit dependency - welfare advice is critical to ensure residents are taking up benefits that they are entitled to.
- Health and provision of play and sporting facilities (this has been already discussed).
- Provision of a social club for all ages.
- Young people activities.
- Continuation of the Environmental Task Force.

10.48 Projects must directly link to stock improvement, to the Association's tenants and to clear needs and community priorities identified through the preparation of Neighbourhood Action Plans. In addition there is a small additional budget for environmental improvements.

#### **Summary of Investment/Funding Required**

<b>Investment</b>	<b>Value</b>	<b>Source</b>
Retail (convenience store) (site = 0.12 acre)	£250,000 per acre (estimate)	Private Sector land value only
Healthy Living Centre	£1.25 million	Partnership Funding
Heysham Park Sporting and Social facilities	£0.5 million	Mainstream Budgets Partnership Funding
Highway Improvements	£0.3 million	Private Sector Partnership Funding
New Build (initial phase)	£1.75 million	Lovell
Social-Rented Housing (improvement works 1-5yrs)	£3.90 million	CHA
<b>TOTAL</b>	<b>£7.65 million</b>	

## 11. Timetable /Forward Plan

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The following timetable is in outline form and subject to the following:

- Detailed site survey and investigations
- Detailed planning permission approval
- Approval of Development Agreement
- Drainage and sewer investigations
- Public Rights of Way closure orders approved

Date	Summary of Task
January -March 03	<ul style="list-style-type: none"><li>▪ Site Investigations</li><li>▪ Detailed planning permission submitted</li><li>▪ Transfer of Orton Place Flats to Lovell</li><li>▪ Reduction in CHA voids by completing relet works to voids</li><li>▪ Retail investigations</li><li>▪ Working group for healthy living centre established</li><li>▪ Funding sourced/applications submitted for Heysham Park and social/sporting/play improvements.</li><li>▪ Agreement to neighbourhood management approach to amenity space on Raffles</li><li>▪ Resolution on remaining owner occupiers included within the City Council's demolition zones</li></ul>
April – June 03	<ul style="list-style-type: none"><li>▪ Planning approval obtained and agreements signed</li><li>▪ Site office established</li><li>▪ Applications for cut closures submitted and applications for other statutory approvals submitted.</li><li>▪ Ongoing negotiations relating to Heysham Park and related provision, retail and the healthy living centre</li></ul>
July 03	<ul style="list-style-type: none"><li>▪ Lovell start on site with phase 1</li></ul>



## 12. Conclusion

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- 12.1 This Vision sets out a clear, deliverable framework for the long-term regeneration of the Raffles Estate. It provides the basis for a rejuvenated, attractive and popular Estate. The Vision can be achieved through working collectively, and in new ways to bring about lasting change. The Vision is to direct the regeneration of the Estate over the next 10 years.
- 12.2 In arriving at a Vision for the Estate, the Project Team considered detailed community consultation to be a critical component. A series of consultation sessions took place from April-October 2002. Feedback to residents has taken the form of a Raffles Vision newsletter distributed in August and October.
- 12.3 The Vision is a pragmatic response to the need to rebuild and repopulate the Estate using new housing for sale developed by Lovell underpinned by the need to sustain and rebuild the confidence of existing tenants and residents in the long-term future of their Estate when it is managed by Carlisle Housing Association. The opening up and improvement of Heysham Park is critical to the success of the whole Vision.
- 12.4 The Raffles Estate has a number of assets which can be enhanced by the regeneration proposals. Raffles is an inherently attractive place, with residents who believe it is a good place to live.
- 12.5 Through the consultation process the Team focused their efforts on clearly presenting their ideas to residents, and in taking time to listen and to record residents' views in a structured way. This has meant that at each presentation residents were reassured that the new proposals had taken account of their own concerns and ideas. A positive dialogue has been entered into with local people and agencies producing clear proposals.
- 12.5 The Project Team are confident that a pragmatic deliverable Vision has emerged from the process, that residents do feel that their voices have been heard, and that the process has been a model for constructive community consultation. We would like to thank the people of the Raffles Estate for participating positively in a spirit of openness and trust and look forward to seeing work start on the Estate.

