



MIDDLESBROUGH HOUSING STRATEGY

2008 – 2011

Quality homes &
neighbourhoods

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VISION

Middlesbrough will be a place where quality homes and neighbourhoods meet the needs and aspirations of all residents.

FOREWORD

There's a lot happening on the housing front in Middlesbrough. It's a time of great change, but also one of great opportunity. The challenge is to turn round parts of the town, which have been in decline for years so as to create quality homes and neighbourhoods. This will help Middlesbrough grow and contribute to the well-being of its population.

One of the biggest changes in recent years has been the transfer of the Council's housing stock to a new registered social landlord, Erimus Housing. A major investment programme is now well under way to improve all former Council homes to ensure a better quality of life for residents; something which would not have happened without stock transfer.

Stock transfer was also an opportunity for the Council to further develop its own services so they could work more effectively with the private, public, voluntary and community sectors to address Middlesbrough's housing issues across all tenures. Its strategic housing activities have been combined with regeneration and planning services and the Community Protection Service has been strengthened to better enforce housing health and safety legislation in private sector housing.

Since the last Strategy, Government has placed greater emphasis on tackling housing issues on a sub-regional basis. This is welcomed and the Council looks forward to continuing successful partnership working with its neighbours to ensure sustainable communities across the Tees Valley.

The Community Strategy's vision is that Middlesbrough will be a thriving, vibrant community where people and businesses succeed. I am pleased to present Middlesbrough's Housing Strategy which aims to deliver the quality homes and neighbourhoods which can turn this vision into reality.



Councillor David Budd
Executive Member for Regeneration & Economic Development

EXECUTIVE SUMMARY

INTRODUCTION

- I. Middlesbrough was built on the iron, steel and heavy manufacturing industries. Following the decline of its traditional economic base it is now developing a new, more diverse economy based on retail, public administration, education, health and digital technologies. With a positive net inflow of more than 8,000 workers every day, Middlesbrough is, arguably, in an enviable economic position. However, people have not chosen to settle in the town in the same numbers.
- II. Population decline is a fundamental issue for Middlesbrough, and a major challenge for the Council and its partners. The town's population has decreased by almost 30,000 since 1961 and official predictions are that this trend will continue. This raises serious concerns about Middlesbrough's long term sustainability and its ability to provide essential services to its residents. This concern is heightened by the fact that Middlesbrough's is also an ageing population.
- III. The key to the town's long-term prosperity is its ability to retain population and attract new people to settle in the town. Such an outcome can only be achieved by significantly improving the quality of the town's housing and neighbourhoods for existing residents and potential in-migrants.
- IV. However, major parts of Middlesbrough's central older housing area, and some of the predominantly social rented housing estates in the east and west of the town are characterised by multiple deprivation and/or poor quality homes and neighbourhoods. In many parts of these areas people who can afford to have moved out, or wish to do so, leaving concentrations of the less affluent, older people and the most vulnerable sections of the population.
- V. Middlesbrough's Housing Strategy is designed to address these issues. It is also influenced by national, regional, sub-regional and local policy. The Council recognises that many of the housing issues that need to be tackled cut across local authority boundaries and actively supports regional and sub-regional approaches to housing and economic regeneration.

REJUVENATING THE HOUSING STOCK

- VI. Some of Middlesbrough's neighbourhoods fail to meet the needs and aspirations of its population, and those who might otherwise come to live in the town. Many people with financial mobility have moved on, in some cases leaving Middlesbrough altogether, and those with the least resources have been left in the less popular areas. The Council has worked closely with partners across the Tees Valley to examine the evidence and develop its understanding of the housing market and, in particular, why certain housing areas are failing in Middlesbrough, and elsewhere in the sub-region.
- VII. The decline in the town's population overall, and in that of its central neighbourhoods, is mainly a result of out-migration, as people have chosen to move out of these areas, and often out of the town altogether. The main reason for this out-migration is that the town's housing and neighbourhood offer has failed to meet aspirations, which could be met elsewhere. Some

areas have also seen a significant decrease in owner occupation. As a result the town's demography has, and continues to change, with far reaching implications. As families move away from certain neighbourhoods they become less diverse and those who remain can lose their sense of belonging. Local schools can also become less viable. As the proportion of older people increases, serious challenges may also be faced by housing, health and social care providers. Out-migration, then, is a major problem and reversing it is one of the key challenges for Middlesbrough Council and its partners.

- VIII. At present, in low demand areas, upper and middle-income group families are under-represented, or not present at all. To attract these groups the housing stock and its surroundings must meet the needs and aspirations of a range of household types throughout their housing careers. Balanced communities, where people will want to live now and in the future, can only be created by tackling housing market failure. Transformational change is required in terms of the housing stock, but this must be part of a comprehensive approach which seeks to improve sustainable housing stock and include wider socio-economic regeneration.
- IX. Middlesbrough has used the evidence base described in Chapter 2 to determine its priority areas and the town's transformation is now well under way. Already, a number of extensive demolition and redevelopment schemes are in progress. However, securing the necessary public sector resources with which to lever-in essential private sector investment remains a significant challenge. This activity is complemented by major improvement activity, led by the Council's Registered Social Landlord (RSL) partners in the social housing sector. It is also shaped by the Council's approach to housing renewal in the private sector which seeks to assist the most vulnerable households and encourages owners and landlords to invest in improving their homes in sustainable areas, in particular within the town's older housing area.

PROVIDING QUALITY & CHOICE

- X. If Middlesbrough is to achieve its vision of becoming a thriving, vibrant community where people and businesses succeed, then the available housing and its surrounding environment needs to change. The fact that quality housing and neighbourhoods are not available to everyone in Middlesbrough is a major influence on outward migration from a number of central neighbourhoods, and from the town itself. Housing in the right quantity, range of type, tenure and quality is essential to accommodate need and demand from within the town and that which will arise from in-migrants. An appropriate housing offer will not only encourage local people to remain but will also prove attractive to potential in-coming employees and investors.
- XI. Middlesbrough Council will aim to ensure that it achieves the right mix of new homes, including a range of affordable housing options. Proposals for new homes, whether from the private sector, or RSLs working with the Housing Corporation (now the Homes and Communities Agency – HCA), will be considered against local housing assessments which will regularly be updated. The location, number, type and tenure of new homes will need to contribute to the creation of balanced sustainable communities.

IMPROVING & MAINTAINING THE EXISTING STOCK

- XII. In order to be Decent a home should be warm, weatherproof and have reasonably modern facilities. Decent homes are a key element of any thriving, sustainable community. Not only are they important for the health and well-being of those who live in them, they can also affect a neighbourhood's reputation and make it an area where people choose not to live, which may lead to more general neighbourhood decline.
- XIII. Although there is extensive clearance and re-development activity in Middlesbrough, the vast majority of the town's current housing will remain well into the future. It is essential that all of Middlesbrough's homes, not just the new ones, meet the required standards. RSL partners are on target to meet the Government's 2010 target of ensuring all their homes meet the Decent Homes Standard. The Council's Strategy, therefore, focuses on the private sector where the challenges are greatest and the resources most limited. Meeting these targets is a priority for Middlesbrough, but this is not considered an end in itself. The Council believes that investment to bring about improvements to people's homes must go hand-in-hand with actions aimed at improving their living environment. This Strategy recognises the importance of a comprehensive approach to neighbourhood renewal, which seeks to address issues of community safety, environment and community cohesion.

MEETING SPECIFIC COMMUNITY NEEDS

- XIV. This part of Middlesbrough's Housing Strategy is aligned with that for Supporting People. It aims to ensure the continued development of relationships with customers and partners to improve the quality of life for vulnerable people in Middlesbrough, through the provision of affordable, good quality and accessible housing support services.
- XV. Move-on accommodation from more intensively supported settings and addressing the balance between floating support and accommodation-based services is a high priority for Middlesbrough. This reflects the overwhelming preference of those requiring support for a decent home in a pleasant and safe environment with support floated in.
- XVI. Across the spectrum of people requiring support, Middlesbrough Council will continue to promote the delivery of locally based services and work with health and social care partners to assist with the delivery of commissioning strategies that will see a continued movement towards independent living with support. In practical terms this will require capital and revenue funding to develop new independent living options, and the Council will continue to work with RSL partners to develop bids to the Housing Corporation's (now HCA) National Affordable Housing Programme.
- XVII. Older people represent the biggest group requiring support. The Council's actions in this area will be guided by its recently developed Older People's Housing Strategy. Developing services to maintain older people in their own homes for as long as possible and the need to expand the town's accommodation-based services, in particular extra-care provision, are priorities.

XVIII. During 2008 the Council reviewed its Homelessness Strategy. Prevention will continue to be at the heart of the Council's approach and it will focus activity on tackling the main causes of homelessness, including domestic abuse and family breakdown leading to homelessness among children and young people.

DELIVERING THE STRATEGY

XIX. This Strategy describes the Council's understanding of the key housing challenges facing Middlesbrough. Chapter 1 provides the context in which the Strategy has been developed and will be implemented. The key objectives for the period 2008-11, and the actions required to deliver them, are considered in detail in Chapters 2 to 5. A detailed implementation plan, along with arrangements for performance monitoring and evaluation, are provided in Chapter 6.

CONCLUSION

XX. Middlesbrough Council and its partners want to create safe, sustainable neighbourhoods where people want to live now and in the future. To achieve this the town's overall housing offer must be improved in order to halt the population decline which threatens its future prosperity, and its ability to provide the quality services its residents need and deserve.



Chapter 1: Introduction

CHAPTER 1

INTRODUCTION

- 1.1 Housing plays a central role in people's lives. It affects their health, well-being and peace of mind. How someone feels about their home influences how they feel about their neighbourhood, and their town as whole.
- 1.2 The Council and its partners want to create safe, sustainable neighbourhoods where people want to live now and in the future. The transfer of the Council's housing stock to Erimus Housing in 2004 is an important element of the Council's plans. It has enabled an improvement programme which will ensure all former Council properties meet the Government's Decent Homes Standard by 2010. No longer owning and managing its own housing has allowed the Council to step back and consider the housing challenges facing Middlesbrough and what needs to be done to meet them in order to improve the town's overall housing offer. It has encouraged and enabled registered social landlords (RSLs) and private homebuilders to deliver better housing through newbuild and improvement activity, and, where necessary, has taken effective enforcement action to address poor housing conditions and management standards in the private sector.
- 1.3 This Strategy describes the Council's understanding of the key housing challenges facing Middlesbrough. It sets out key objectives for the period 2008-2011 and the actions required to deliver them. A detailed implementation plan, and arrangements for performance monitoring and evaluation, are provided in Chapter 6.

Key achievements

- 1.4 While the following chapters describe the Strategy for 2008-2011, it is important to recognise the activity which has laid the foundation for future plans. Tables 1 to 4 provide examples of recent key achievements.

Table 1: Rejuvenating the housing stock

✓	Secured £9.2 million Single Housing Investment Pot (SHIP) and Communities and Local Government (CLG) resources to assist housing market renewal (HMR) in the Tees Valley.
✓	Produced the first Tees Valley Sub-Regional Housing Strategy.
✓	Worked with Erimus Housing, residents and other stakeholders to develop plans for regenerating Grove Hill.
✓	Commenced the redevelopment of Trinity Crescent, North Ormesby with the North Ormesby Neighbourhood Initiative, Haslam Homes and Tees Valley Housing Group – secured unopposed Compulsory Purchase Order.
✓	Commenced masterplanning project to provide strategic direction for the regeneration of the older housing area.

✓	Commenced the regeneration of St. Hilda's – private residential and commercial property acquisitions and successful resident relocation programme well under way
✓	Older Housing Area - private residential property acquisitions and successful resident relocation programme well under way in Phases 1a and 1b.
✓	Worked with West Middlesbrough Neighbourhood Trust (WMNT), Bellway Homes and the Tees Valley Housing Group to progress the regeneration of central Whinney Banks and West Lane – secured Compulsory Purchase Order for central Whinney Banks and phase 1 of West Lane.
✓	Became only the second local authority in England to achieve a Selective Landlord Licensing designation for parts of the older housing area.

Table 2: Providing housing quality and choice

✓	Granted planning consent for 448 new houses at Whinney Banks.
✓	Worked with Middlesbrough College on redevelopment plans for its campus sites at Marton, Kirby and Longlands.
✓	Enabled Home Housing and Bellway Homes to build ten shared ownership homes targeted at first time buyers at Chervil, Coulby Newham.
✓	Secured affordable homes for rent and shared ownership in a number of new housing developments including Parkside Gardens, Linthorpe Gardens, and Eton Gardens.
✓	Worked with RSL partners to secured almost £4 million Housing Corporation funding for affordable homes within major regeneration schemes at Central Whinney Banks and Trinity Crescent.
✓	Established a new Choice Based Lettings (CBL) Scheme for the allocation of social rented and other forms of affordable housing.
✓	Completed a Local Housing Assessment to inform plans for meeting future housing needs.

Table 3: Improving and maintaining the housing stock

✓	Completed a private sector housing condition survey
✓	Returned to occupation or demolished 114 long-term vacant private sector dwellings and developed and secured funding for a Tees Valley Filling the Empties scheme to bring long-term empty properties back into use

✓	Contributed £100,000 to a successful town-wide discounted cavity wall and loft insulation programme and £40,000 towards an energy efficiency programme in partnership with Tees and Durham Energy Advice (TADEA) and Middlesbrough Environment City.
✓	Surpassed the Government's target of a 30% reduction in domestic CO2 emissions by March 2006 – achieved 31.27%
✓	Continued to register houses in multiple occupation and carried out over 600 HMO management inspections.
✓	Responded to over 650 disrepair complaints across the private rented sector, including registered social landlords.

Table 4: Meeting specific community needs

✓	In partnership with the North of England Chinese Association and Tees Valley Housing Group developed a Chinese Community Scheme comprising 20 two-bedroom apartments which prioritises applications from Chinese and South East Asian applicants and a neighbouring Chinese Community Centre – Harmony House
✓	With Home Housing built seven two, three and four bed roomed wheelchair bungalows in North Ormesby and Coulby Newham
✓	Developed an eight-unit high dependency mental health supported housing scheme at St. John's Gate with Tees Valley Housing Group and the Richmond Fellowship
✓	Developed a six-unit mental health supported housing scheme at Oxford Road in partnership with Endeavour Housing and Creative Support
✓	With Tees Valley Housing Group secured over £4 million Housing Corporation funding for Pennyman House, the town's first purpose-built extra-care housing scheme for older people at North Ormesby
✓	Published the town's first Black and Minority Ethnic (BME) Housing Strategy
✓	Produced a Homelessness Strategy
✓	Achieved Foundations accreditation for the Council's home improvement agency – Staying Put Agency.
✓	Established a handyperson service to improve performance in delivery of minor repairs and adaptations to allow disabled people to remain at home.
✓	Secured the highest regional funding allocation from SHIP to progress minor and major adaptations, and provide new assistance package as an alternative to major adaptations.

✓	Improved performance in homelessness prevention and, with Erimus, designated Regional Homelessness Champions by Communities and Local Government (CLG).
✓	Produced the town's first Older People's Housing Strategy.
✓	Implemented a Sanctuary Scheme to enable victims of domestic abuse to remain at home.

- 1.5 Each year the Council is measured against a number of performance indicators (until recently called Best Value Performance Indicators) which are used to compare its performance against other councils. Appendix 1 provides a summary of Middlesbrough's performance against housing related Best Value Performance Indicators (BVPI) during 2006/07. National Indicators (NIs) have now replaced BVPI. BVPI performance in 2007/08 and targets for 2008/09 including the new NIs are also shown at Appendix 1.

SOCIAL AND ECONOMIC CONTEXT

Middlesbrough then and now

- 1.6 Middlesbrough was built on the iron, steel and heavy manufacturing industries. Its population peaked at nearly 160,000 in the mid 1960s. However, with the decline of its traditional economic base, Middlesbrough has experienced significant industrial restructuring with resultant rises in unemployment and population drift.
- 1.7 Middlesbrough is now developing a new, more diverse economy based on retail, public administration, education and health. Middlesbrough shares the aim of the University of Teesside's DigitalCity initiative which is to realise the Tees Valley's potential to generate and sustain a fast-growing, high-level economic base in the digital technologies sector with an international reputation for creativity and innovation.
- 1.8 Middlesbrough is a focus of the wider Tees Valley economy with a positive net inflow of more than 8,000 workers every day, the highest figure in the Tees Valley.¹ However, despite large numbers of people travelling to work in the town, people have not chosen to settle in Middlesbrough to the same extent and local unemployment rates remain higher than the Tees Valley and national averages. To tackle this problem it is important that regeneration initiatives in the town include measures to tackle the mismatch between the town's skills base and employment opportunities, and that the town's housing offer is attractive to potential in-migrants.
- 1.9 Over recent decades the Council has played a major role in developing the town centre and attracting major private investment for key retail areas including the The Mall, Hill Street and Captain Cook Square shopping centres and the pedestrianisation of Linthorpe Road. There has been a step-change in the level and scope of investment, including the creation of a high quality public realm (Corporation Road), the arts and entertainment (including the

¹ Tees Valley Joint Strategy Unit – Census 2001

multi-screen cinema and Middlesbrough Leisure Park) and a cultural quarter which includes the Middlesbrough Institute of Modern Art - *mima*. New, high quality specialist shopping, restaurants and bars have emerged along Linthorpe Road, building upon a thriving university, student population and urban economy.

- 1.10 While there has been a decline in office employment because of competition from out of town development and other regional centres, new developments and the refurbishment of Centre North East, for example, are helping to reverse this trend.
- 1.11 The two district centres - Berwick Hills and Coulby Newham – are also doing well and each provides a comprehensive range of shopping (anchored on a superstore), leisure, library, health and other community and employment facilities for the large communities they serve. More investment is needed, however, in local centre's particularly those in more deprived communities.

Population and households

- 1.12 Population decline is a fundamental issue for Middlesbrough, and a major challenge for the Council and its partners. The town's population has decreased by almost 30,000 since 1961. The Office of National Statistics predicts that this trend will continue and that from 2005 to 2023 the town's population will decrease by a further 13.8%. This raises concerns about Middlesbrough's long term sustainability and its ability to provide essential services to its residents. This concern is heightened by the fact that Middlesbrough's is also an ageing population. This has major implications for health, social care and housing providers, as more people will need support in their homes, or in specialist accommodation. The number of households in Middlesbrough is also increasing, and households are becoming smaller.

Economy

- 1.13 Key to tackling population decline is to attain higher levels of economic growth. In this respect, the North East region has set ambitious economic targets in the Regional Economic Strategy (RES). For Middlesbrough, this means addressing issues in a number of important areas where, despite recent improvements, the town still lags behind the region and the rest of the country, as shown in Table 5 below. Middlesbrough has:
 - a) lower than average levels of economic activity, with almost twice the national rate of unemployment;
 - b) low skills and educational attainment levels;
 - c) large areas of derelict or poor quality employment land; and,
 - d) lower than average incomes.

Table 5: Key economic statistics

	Middlesbrough	North East	UK
Economic activity rate	72.3%	75.2%	78.4%
Employment rate	66.4%	70.9%	74.5%
Claimant count	4.8%	3.2%	2.6%
Gross weekly full time pay	£372.40	£385.50	£432.10
Working age population without qualifications	19.8%	15.6%	14.3%

Source: Economic Profile for districts for the Tees Valley - JSU -October 2006

Social and economic polarisation

- 1.14 As already mentioned, with a positive net inflow of more than 8,000 workers every day, Middlesbrough is, arguably, in an enviable economic position. However, to secure the town's long-term economic prosperity it must retain population and attract new people to settle in the town. Such an outcome can only be achieved by significantly improving the quality of the town's housing and neighbourhood offer for existing residents and potential in-migrants.
- 1.15 Middlesbrough's town centre terraced housing, and the predominantly social rented housing estates in the east and west of the town, have high levels of multiple deprivation. More than half Middlesbrough's wards feature in the 10% most deprived nationally². Complex social and economic factors are at play, including high long-term male unemployment, low income levels, benefit dependency, poor educational achievement, and ill health, often linked to poor housing and high local crime rates.
- 1.16 A process of residualisation is in operation, where people who can afford to, move out of the disadvantaged areas, leaving concentrations of the less affluent, older people and the more vulnerable sections of the population. In contrast the more affluent suburbs do not register on the national indicators of disadvantage. Deprivation, therefore, exacerbates housing market failure in some areas and creates affordability problems in others. It is essential that the Council looks to address these wider issues as part of its Housing Strategy.

POLICY CONTEXT

- 1.17 Middlesbrough's Housing Strategy is influenced by national, regional, sub-regional and local policy. The Council recognises that many of the housing issues that need to be tackled cut across local authority boundaries and has actively supported sub-regional policy development. There has been considerable activity in the last five years to develop regional and sub-regional responses to a range of housing related regeneration and economic development issues.

² Unofficial Tees Valley JSU ranking based on the Government's Index of Multiple Deprivation 2004

National housing and planning policy

- 1.18 Government housing policy aims to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. To achieve this, the Government is seeking to:
- a) achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community;
 - b) widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need;
 - c) improve affordability across the housing market, including by increasing the supply of housing;
 - d) create sustainable, inclusive, mixed communities in all areas, both urban and rural.
- 1.19 The recent Housing Green Paper³ set out the Government's proposals to increase the supply of housing, provide well designed and greener homes supported by infrastructure, and to provide more affordable homes to buy or rent. It also announced the expansion of the New Growth Points Programme, inviting, for the first time, local authorities in the north, to become part of the programme during 2008/09. This initiative is designed to provide support to local communities who wish to pursue large-scale and sustainable growth, including new housing, through a partnership with Government. Middlesbrough and its partners in the Tees Valley responded by submitting an expression of interest to CLG. The Tees Valley was subsequently chosen as a potential second round Growth Point and has now submitted a programme of development detailing the city region's plans and ambitions for growth, including a trajectory for housing delivery and the infrastructure needed to achieve it.
- 1.20 The Government's housing policy aims provide the context for planning for housing through development plans and planning decisions. The Government's Planning Policy Statement 3 (PPS3): Housing (November 2006) identifies specific outcomes that the planning system should deliver:
- a) a high quality housing that is well-designed and built to a high standard;
 - b) a mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural;
 - c) a sufficient quantity of housing taking into account need and demand and seeking to improve choice;
 - d) housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure;
 - e) a flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously developed land, where appropriate.

³ Homes for the future: more affordable, more sustainable – Housing Green Paper – CLG (2007)

Regional Spatial, Economic and Housing Strategies

- 1.21 Over the last five years there has been a notable convergence of views about the need for an economic renaissance across the North of England. The catalyst for this was the development of the Northern Way Growth Strategy (2004). This drew on the work of the three northern Regional Development Agencies, including One North East, and envisages that “the North of England will become an area of exceptional economic opportunity, combining a world class economy and a superb quality of life.” The strategy aims to secure growth by supporting innovation and the development of an entrepreneurial culture. It looks to capture a larger share of global trade by marketing the North, addressing the skills needs of employers, improving transport links and getting more people into work. The Tees Valley is one of the eight city regions identified in the strategy as crucial to this vision.
- 1.22 Housing is a key part of the agenda. The Strategy recognises the importance of ensuring that the right housing mix is available in order to address existing stock imbalances and meet modern day aspirations. It envisages up to 400,000 clearances across the northern region to tackle the problems associated with failing housing markets.
- 1.23 The shared vision for the region is also embodied in the Regional Spatial Strategy (RSS), Regional Economic Strategy (RES) and the Regional Housing Strategy (RHS). This strategy supports and embraces the vision of:
- “A region where present and future generations have a high quality of life. It will be a vibrant, self reliant, ambitious and outward looking region featuring a dynamic economy, a healthy environment, sustainable communities, good quality housing and a distinctive culture. Everyone will have the opportunity to realise their full potential.”*
- 1.24 The need to provide better quality housing to meet future needs is outlined in both the RES and the RHS. Both recognise the need to replace outdated housing and restructure failing housing markets. This strategy has been written with the objectives of the draft RHS firmly in mind.
- 1.25 The RSS sets out the long-term strategy for the spatial development of the North East. Key issues for Middlesbrough and the Tees Valley will be:
- a) the extent to which development within Tees Valley will affect urban renaissance in vulnerable areas;
 - b) the extent to which population change and redistribution will be affected by future housing development; and,
 - c) how the transport infrastructure will be improved.
- 1.26 The NEHB has established four key strategic objectives for the Regional Housing Strategy:
- a) to rejuvenate the housing stock to meet 21st Century aspirations, replacing market failure with high quality housing in successful, cohesive and sustainable communities;
 - b) to ensure the type and mix of new housing provides choice, supports economic growth and meets housing needs and demand. This will reflect the

diversity of urban and rural communities and the need for both affordable and prestige housing;

- c) to secure the improvement and maintenance of existing housing so that it meets required standards by investing in sustainable neighbourhoods; and,
- d) to promote the good management and targeted provision of housing investment to address specific community and social needs, including an ageing population, the needs of minority communities and supported housing requirements.

Tees Valley Housing Strategy

- 1.27 The Tees Valley housing authorities launched the first housing strategy for the sub-region in October 2006. It was the first sub regional housing strategy in the North East and an embodiment of the close collaborative working between the local authorities, Tees Valley Joint Strategy Unit, Registered Social Landlords, and Tees Valley Living. It took account of the growing importance attached to sub regional working by both CLG and the North East Housing Board (NEHB).
- 1.28 The primary objective of the sub-regional housing strategy is to draw together housing issues that have a common thread across the sub-region to facilitate partnership working between local authorities and housing providers, and to better inform other strategic plans such as the RES, RHS and the RSS.
- 1.29 The partners have recently submitted an updated strategy and action plan to NEHB. This is covered in more detail within later chapters. For more information please see the link to the Council's website and/or the contact person listed in the Key Contacts section of this Strategy.

Middlesbrough's Sustainable Community Strategy

- 1.30 Middlesbrough's Community Strategy is drawn up by the Middlesbrough Partnership – the Local Strategic Partnership (LSP) for Middlesbrough. The Partnership includes key providers of services including the public, private and voluntary and community sectors, as well as local residents. It is a shared commitment and programme of action from all partners and communities to help achieve the vision that by 2025 Middlesbrough will be a thriving, vibrant community where people and businesses succeed.
- 1.31 The Council is a lead partner in delivering the shared aspirations of the Community Strategy. These aspirations are based on national and local government priorities and the expressed needs of the local community, and complement the Mayor's vision (see paragraph 1.35). The key themes of the Community Strategy are:
 - a) Stronger Communities;
 - b) Safer Communities;
 - c) Children and Young People;
 - d) Adult Health and Well-being/Tackling Exclusion and Promoting Equality;
 - e) Local Economy; and,
 - f) Environmental Sustainability.

- 1.32 The Community Strategy includes a long-term vision that feeds into the Local Area Agreement, and is supported by a number of strategies and action plans including the Children and Young People's Plan, the Community Safety Plan and the Local Transport Plan. During 2008/2009 the Middlesbrough Partnership has been consulting on the Sustainable Community Strategy, which will replace the Community Strategy. This process has been informed by the development of the Housing Strategy the objectives of which are entirely consistent with the aims of the draft Sustainable Community Strategy. It is anticipated that this process will be completed and the new strategy adopted early in 2009.

Middlesbrough Council Strategic Plan

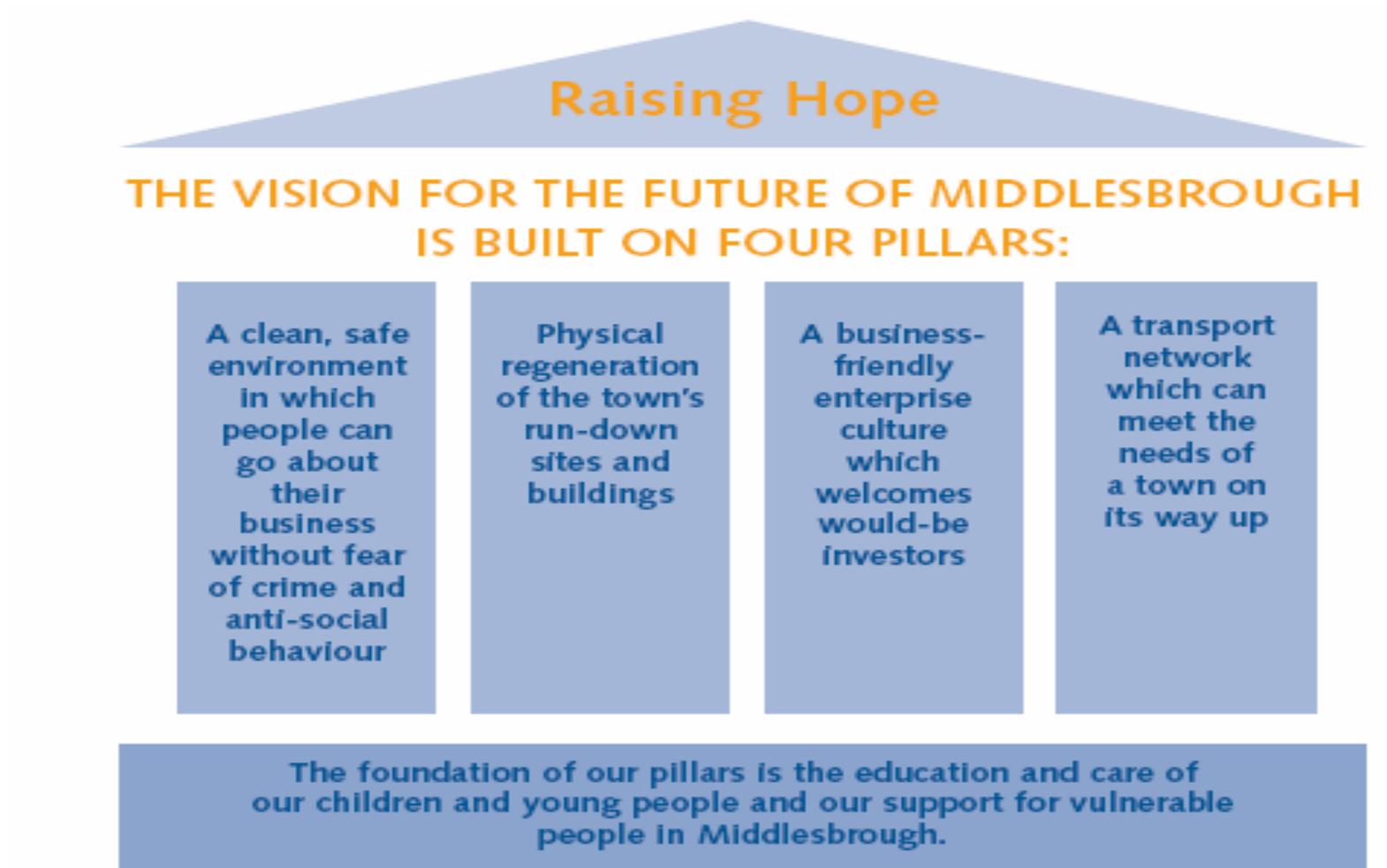
- 1.33 The Strategic Plan sits below the Sustainable Community Strategy and sets out the vision for Middlesbrough shared by members of the LSP together with the priorities supporting it. The purpose of the Strategic Plan is to:
- a) identify the Council's medium-term priorities and how they contribute to delivering the Community Strategy outcomes and the Mayor's agenda;
 - b) provide a strategic document that links to service-level plans and strategies containing more detailed information;
 - c) help drive improvement by improving focus and better coordination of planning and performance monitoring;
 - d) help communicate the Council's improvement agenda to staff, partners, community stakeholders, trade unions and regulators;
 - e) particulate the Council's medium-term financial planning arrangements;
 - f) provide information about the town and the Council that is relevant to the Council's choice of priorities and methods of delivery; and,
 - g) meet statutory requirements about the publication of performance information.
- 1.34 The Council has developed its corporate performance management framework to ensure that it can monitor and assess its delivery of the "Raising Hope" agenda (see paragraph 1.35 below) and its contribution to the achievement of the Community Strategy themes. The Community Strategy identifies the strategic priorities for each Community Strategy theme. In addition, the Council has an overarching "Fit for Purpose" theme. This identifies the Council's organisational commitments and objectives, which help to ensure the Council is organisationally 'fit for purpose' to act as community leader and contribute effectively to the achievement of the Community Strategy themes.

The Mayor's Raising Hope Agenda

- 1.35 The Council's priority contributions to the delivery of the Community Strategy themes are based upon the Raising Hope agenda set by its elected Mayor and supported by the Council's executive and non-executive councillors. Education and care of young people, and support to vulnerable people in the town, provide a foundation for the four pillars of the Mayor's Raising Hope agenda:
- a) a clean, safe environment, in which people can go about their business without fear of crime and anti-social behaviour;
 - b) physical regeneration of the town's run-down sites and buildings

- c) a business-friendly enterprise culture which welcomes would-be investors;
and,
 - d) a transport network which can meet the needs of a town on its way up.
- 1.36 Housing contributes to a number of the Community Strategy themes and the four pillars of the Raising Hope agenda. It makes a particular contribution to promoting the economic vitality of Middlesbrough. The strategy recognises the inter-dependency between successful economies and successful housing markets and is based on the stabilisation and subsequent growth in population levels through the renewal of the housing stock to meet 21st century living aspirations. The strategy seeks to address the hopes of the community and support the sustainability of neighbourhoods. Housing is identified as playing a key role in promoting healthier communities for all, effective social care for adults, and in creating safer and stronger communities. The Raising Hope agenda is illustrated in Figure 1 over the page.

Figure 1: The Mayor's Raising Hope agenda



Middlesbrough Local Area Agreement

- 1.37 The Community Strategy provides the basis for the Local Area Agreement. This is a three-year contract between central government (represented by Government Office for the North East) and the local area (represented by Middlesbrough Council and the LSP). It sets out the core priorities for Middlesbrough so that local, joint action can be taken to address them. The LAA represents a radical change in central-local relations, transferring more decision-making and greater flexibility, and simplifying funding streams to give local areas greater freedom to spend on their priorities. The LAA priority outcome indicators and targets are reflected in this Strategy. The housing-related performance indicators are shown at Appendix 1.

Middlesbrough Urban Regeneration Strategy

- 1.38 Middlesbrough's first Urban Regeneration Strategy identifies how the physical regeneration of the town will contribute to the growth of its economy and the renewal of its most deprived neighbourhoods. It focuses on six integrated themes across which action is required to deliver true urban regeneration:
- a) revitalising the housing market;
 - b) competitive business infrastructure;
 - c) 21st Century retail centre;
 - d) regional centre for culture and education;
 - e) connecting Middlesbrough; and,
 - f) creating a 21st Century landscape.

Middlesbrough Local Development Framework

- 1.39 The Local Development Framework (LDF) brings together housing, planning, economic and transport policy at a local level. It reflects sub-regional, regional and national policy both in terms of its Core Strategy and development plan documents (including that for Regeneration). Together, the LDF and the emerging Regional Spatial Strategy (RSS) will make up the statutory Development Plan on which planning decisions in Middlesbrough will be based over the next ten to fifteen years.

Middlesbrough Neighbourhood Renewal Strategy

- 1.40 The core aim of Middlesbrough's Neighbourhood Renewal Strategy (MNRS) is to narrow the gap between the town's most affluent and the most disadvantaged wards, leading to the creation of sustainable local communities, and reversing the trend of local population decline. It is a fundamental component of the Mayor's and the LSP's vision for the regeneration of the town. The delivery of area and neighbourhood based regeneration, through the physical redevelopment and regeneration of unsustainable communities where this is necessary, is a key action within the MNRS.

Tees Valley Housing Market Renewal Strategy (TVHMRS)

- 1.41 The TVHMRS⁴ aims to create a quality of environment and housing offer which will make the central areas of the Tees Valley City Region a destination of choice as a place to live for Tees Valley residents, both now and in the future. It advocates sustained intervention to achieve radical alteration of these areas. The approach is based on a comprehensive evidence base which confirmed the challenge goes far beyond housing market conditions and identified a number of areas across the Tees Valley which are not capable of meeting modern-day housing aspirations without action to bring about transformational change.

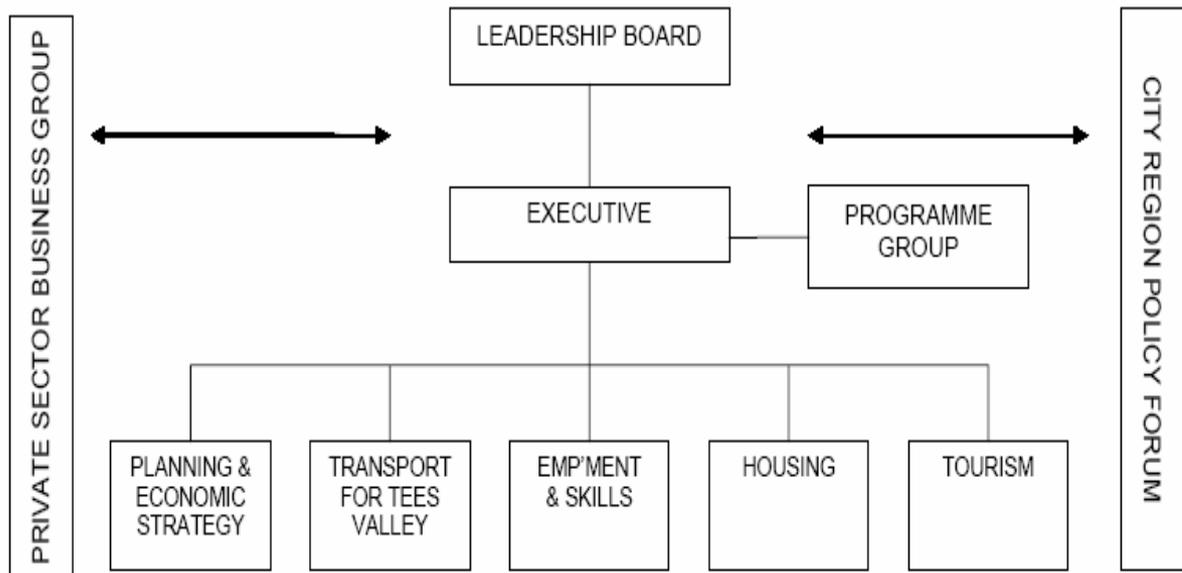
ORGANISATIONAL CONTEXT

Tees Valley Unlimited

- 1.42 In 2006, Tees Valley published Tees Valley City Region – A Business Case for Delivery and An Investment Plan for the Tees Valley City Region. The business case and investment strategy envisaged the development of sustainable communities to be one of the key objectives to improving the economic performance of Tees Valley by:
- a) the creation of attractive places and environment;
 - b) the regeneration of the inner areas of the main towns into vibrant, socially diverse communities; and,
 - c) the creation of a revitalised housing market.
- 1.43 Following on from this, and with the support of Government, Tees Valley local authorities have approved the formation of Tees Valley Unlimited (TVU), a partnership whose remit is the co-ordination of activity, appropriate at a city-region level, which will improve the economic performance of Tees Valley. Tees Valley Unlimited will be the key vehicle for securing resources for implementing the city-region investment plan, including housing market restructuring resources. The Governance structure, which is shown in Figure 2 below, is in shadow form during 2007-08.
- 1.44 TVU will not immediately assume direct powers of the local authorities but, under the direction of a Leadership Board, comprising local authority and other sector representatives, will concentrate on strategic direction in a range of policy areas. The operation of TVU will be governed by a Multi Area Agreement between the five local authorities and ONE North East, NEHB/CLG and the Department for Transport. One authority will act as accountable body for the resources set out in the multi area agreement.

⁴ Tees Valley Living Housing Market Renewal Strategy, Building Sustainable Communities in the Tees Valley, Better Homes for a Brighter Future, January 2006

Figure 2: TVU Governance Structure



Tees Valley Regeneration

1.45 Tees Valley Regeneration, an Urban Regeneration Company, is charged with delivering the five flagship projects of Middlehaven, North Shore, Central Park, Victoria Harbour and the south side of Durham Tees Valley Airport. Four of these projects have proposals totalling up to 6,000 new homes, a significant proportion of which are likely to be urban apartments. Their proximity to housing market renewal (HMR) areas, therefore, emphasises the importance of providing family homes in HMR areas. These flagship projects will also deliver the redevelopment of 800 acres of brownfield land, the provision of 2 million square feet of office accommodation, 1 million square feet of education facilities, 12,000 jobs and £1.2 billion of private sector investment.

Tees Valley Living

1.46 Tees Valley Living (TVL) was established in 2003 to prepare a sub-regional Housing Market Renewal (HMR) Strategy and to lobby government for resources for housing market re-structuring. TVL Comprises the five Tees Valley local authorities, four major RSLs, Tees Valley Regeneration, the Home-builders Federation, Darlington Building Society and Tees Valley JSU. An important part of the renewal strategy is to align future policy with the objectives of The Northern Way, Regional Spatial, Housing and Economic strategies, and current Tees Valley Regeneration initiatives.

The Housing Corporation (now Homes and Communities Agency – HCA)

1.47 The Housing Corporation is a non-Departmental public body sponsored by CLG. It regulates registered social landlords (RSLs) and invests in the provision of new affordable homes, mainly by providing social housing grant to RSLs through the National Affordable Housing Programme (NAHP). As such, the Housing Corporation is a key partner organisation for the Council and

plays an integral role in the development and implementation of its Housing Strategy. Chapter 3 provides more detail on the Corporation's NAHP and its major contribution to housing regeneration activity in Middlesbrough.

Stockton-Middlesbrough Initiative

- 1.48 The Stockton-Middlesbrough Initiative (SMI) is a partnership venture between Middlesbrough and Stockton Councils which focuses on the regeneration of the urban core of the Tees Valley, based around Middlesbrough and Stockton town centres and the connecting river corridor. The initiative is a key element of the city-region investment plan.

CONSULTATION

- 1.49 Middlesbrough Council is committed to engaging with its citizens. The Council recognises that community participation and engagement is essential to secure sustainable improvement in services and to engage citizens in the public decision making processes that affect their lives. Community engagement gives the town's citizens an opportunity to inform the Council and its partners about their own vision for their communities and neighbourhoods and what they want and need in terms of service provision. It also enables them to work with Council and its partners to improve their communities, their quality of life and to realise their vision.
- 1.50 In developing this Housing Strategy extensive consultation has been undertaken with a range of stakeholders. Through the LSP and Middlesbrough's Housing Forum (see 1.52) an ongoing dialogue is maintained to inform strategy development, implementation and review. The Council's website (see links and/or contact person in the Key Contacts section of the Strategy) provides a range of information on how it has worked with the community and other partners in developing the various elements of this Strategy. This ranges from building sustainable communities in the town's older housing area, and extensive partnership working around the regeneration of the Trinity Crescent estate, to developing the town's first Older People's Housing Strategy.

Local Partnerships

- 1.51 The Council has worked in partnership with other agencies, the private sector, RSLs and the Voluntary and Community Sectors to gain a better understanding of the housing situation locally and in the sub-region. This includes people's housing aspirations, dynamics of supply and demand, and the problem of obsolete stock.
- 1.52 The Council meets regularly with all RSLs that operate within the town and hosts a regular Housing Forum with the aim of sharing information and encouraging partnership working. Established in 2004, the Forum, which also contributes to work of the LSP's Economic Vitality Action Group (EVAG), is made up of representatives from the following organisations:
- a) Tees Valley Living;
 - b) Tees Valley Housing Group;
 - c) Endeavour Housing Association;
 - d) Erimus Housing;

- e) Home Housing;
- f) Accent Housing;
- g) Homebuilders Federation;
- h) West Middlesbrough Neighbourhood Trust;
- i) Michael Poole Associates (estate agents); and
- j) William Sutton Housing Association

1.53 The Housing Forum is an important group in terms of developing the Strategy. Amongst other things, it has considered the following topics in detail:

- a) local housing market assessment;
- b) area based renewal initiatives;
- c) the regeneration of Greater Middlehaven;
- d) the Stockton-Middlesbrough Initiative;
- e) the Older Housing Visioning and Masterplanning Study;
- f) Older People’s Housing Strategy; and,
- g) Homelessness, Choice Based Lettings and nomination policies.

1.54 Estate agents, solicitors, private house builders, RSLs, private landlords, banks and building societies have also been brought together for the Older Housing Area Stakeholder Conference. The Council also arranges regular tours of potential development sites for homebuilders and RSLs.

Middlesbrough Partnership – Area Cluster Groups

1.55 Perhaps, most importantly, the Council has sought the views of residents through the four Area Cluster Groups in the early stages of developing this Strategy. The Cluster Groups were established to help engage with residents and to influence the work of the Middlesbrough Partnership. Service providers are invited to attend and each Cluster elects a representative to the Middlesbrough Partnership Board. Figure 3, below illustrates the Cluster Group arrangements.

Figure 3: Cluster Groups

Area Cluster Groups			
West	East	North	South
Brookfield	Thorntree	Middlehaven	Hemlington
Beechwood	Brambles Farm	Gresham	Nunthorpe
Kader	Park End	University	Marton West
Linthorpe	North Ormesby	Ayresome	Marton
Park	Beckfield		Stainton & Hemlington
Ladgate	Berwick Hills		Coulby Newham
Acklam			
Longlands & Marton Grove			

1.56 The report to the Council’s Executive (at Appendix 2) describes the consultation process for the draft Housing Strategy and the Council’s response to the feedback it received.

STRATEGIC RESPONSE

- 1.57 The context described in the preceding paragraphs has shaped the Council's strategic response. The following objectives aim to deliver Middlesbrough Council's vision of Middlesbrough as a place where quality homes and neighbourhoods meet the needs and aspirations of all residents:
- a) to rejuvenate the housing stock to meet 21st Century aspirations by replacing market failure with high quality housing in the right locations - this will help to create successful, cohesive and sustainable communities;
 - b) economic growth and meets housing needs and demand - this will reflect the diversity of urban communities and the needs for affordable, family and executive housing;
 - c) to secure the improvement and maintenance of existing housing so that it meets required standards and investing in sustainable neighbourhoods; and,
 - d) to promote good management and targeted housing investment to address specific community and social needs - this includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.
- 1.58 The objectives set out in this Strategy are based on a common understanding between the Council and its partners. They are informed by a careful analysis of housing need and the close working of the key statutory, voluntary, community and private sector agencies. Partnerships at all levels are involved in taking this Strategy forward. Figure 4 over the page summarises and illustrates the alignment between regional and national housing policy, and the Council's local agenda. Each of the strategic objectives is explored in detail in Chapters 2 to 5.



Figure 4: Summary of national and local housing objectives and priorities

NATIONAL PRIORITIES			
Achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community.	Widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need.	Improve affordability across the housing market, including by increasing the supply of housing.	Create sustainable, inclusive, mixed communities in all areas, both urban and rural.
REGIONAL, SUB-REGIONAL & MIDDLESBROUGH SHARED OBJECTIVES			
Rejuvenate the housing stock to meet 21st Century aspirations by replacing market failure with high quality housing in the right locations. This will help to create successful, cohesive and sustainable communities.	Ensure the type and mix of new housing provides choice, supports economic growth and meets housing needs and demand. This will reflect the diversity of urban communities and the needs for affordable, family and executive housing.	Secure the improvement and maintenance of existing housing so that it meets required standards and investing in sustainable neighbourhoods.	Promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, and promotion of greater community involvement.
MIDDLESBROUGH'S PRIORITIES			
<ul style="list-style-type: none"> ▪ Replace areas of housing market failure with balanced sustainable communities through collaborative working with key stakeholders in the public and private sectors. ▪ Consult and engage with communities and partners. ▪ Develop appropriate housing options for displaced residents. 	<ul style="list-style-type: none"> ▪ Improve the housing offer in order to retain existing and attract new residents. ▪ Improve availability and access to affordable homes. ▪ Promote quality, design and energy standards. 	<ul style="list-style-type: none"> ▪ Improve the condition of the stock in the private sector. ▪ Improve the condition of housing stock in the social sector. ▪ Bring empty properties back into use on an affordable basis. 	<ul style="list-style-type: none"> ▪ Meet the housing needs of an ageing population and those who are vulnerable, disabled or with special needs ▪ Prevent, tackle and reduce homelessness.

Chapter 2: Rejuvenating the housing stock

CHAPTER 2

REJUVENATING THE HOUSING STOCK

To rejuvenate the housing stock to meet 21st Century aspirations by replacing market failure with high quality housing in the right locations. This will help to create successful, cohesive and sustainable communities.

(Also Key Objective 1 of the North East Housing Strategy 2007)

INTRODUCTION

- 2.1 Some of Middlesbrough's neighbourhoods fail to meet the needs and aspirations of its population, and those who might otherwise come to live in the town. Many people with financial mobility have moved on, in some cases leaving Middlesbrough altogether, and those with the least resources have been left in the less popular areas. The resulting concentrated deprivation has further exacerbated neighbourhood decline, particularly within Middlesbrough's urban core. These areas have become characterised not only by the shortcomings of the housing and its immediate environment, but also by disparities in health, employment and educational attainment. Many people living in these neighbourhoods are excluded from the housing market.
- 2.2 The Regional Housing Strategy (RHS)⁵ suggests that inadequate housing stock and poor neighbourhood quality has two major consequences:
- a) the effective removal from the market of the least desirable homes, which increases demand on the remaining, leading to higher property prices in those areas and affordability problems for a large proportion of the town's households; and,
 - b) people become trapped in these low demand neighbourhoods because they cannot sell their home, or are unable to achieve sufficient equity to move to more desirable locations.
- 2.3 This part of the Housing Strategy considers the evidence for housing market failure in Middlesbrough. It explores the challenges faced by the Council and its partners, how they have responded and the key issues for the future. As will be seen the quality of the town's housing offer, increasing affluence, changing aspirations and economic polarisation are all key contributors to housing market decline in Middlesbrough. It will also be seen that the Council and its partners have developed a total housing stock solution with a response that goes beyond clearing low-demand housing stock. It is, therefore, important to consider this chapter alongside those on housing quality and choice, and improving the existing housing stock (see Chapters 3 and 4).

HOUSING MARKET FAILURE IN MIDDLESBROUGH

Evidence base

- 2.4 The Council has worked closely with partners across the Tees Valley to examine the evidence and develop its understanding of housing market failure

⁵ Quality Places for a Dynamic Region, North East Housing Strategy, July 2007

in Middlesbrough, and elsewhere in the sub-region. Examples of the type of research completed include:

- a) North East Housing Aspirations Study (2005);
 - b) Tees Valley Housing Market Assessment (2005);
 - c) Tees Valley Housing Vitality and Viability Index (2004);
 - d) Middlesbrough Older Housing Area Strategic Housing Market Assessment (2005); and,
 - e) Middlesbrough Local Housing Assessment (2006).
- 2.5 Research by CURS⁶ identified around 59,000 (23%) dwellings in the Tees Valley at risk of low and changing demand. Middlesbrough was shown to have the greatest exposure in the North East region, with problems concentrated in its older terraced and social housing areas. The study suggested that around 20,000 (35%) households were at risk. The RHS (2005) mapped low demand from the CURS report against disadvantage taken from the Government's Indices of Multiple Deprivation (2004) and found that they occur together. Low demand is, therefore, not purely housing related. The RHS (2007) cites the Regional Spatial Strategy (RSS) Annual Monitoring Report (2005/06), which reported the extent of low demand to be around 60,000 units (5.2 percent of North East region's dwellings) in 2006 with the largest concentrations in the Tees Valley and Tyne & Wear conurbations. Low demand is a complex issue. Whilst the quality of the housing stock is an important contributory factor, it is also important to understand that problems of low demand stem from the relationships between economic, demographic, social and housing factors. The CURS research cites adverse economic change leading to increased unemployment; out-migration; and changing aspirations among households, in terms of house and neighbourhood quality.
- 2.6 The Tees Valley Living Vitality and Viability Index (VVI) identified two major concentrations of failing housing market areas across the Tees Valley, including North and East Middlesbrough. The North East Housing Aspirations Study (2005)⁷ identified considerable dissatisfaction with homes and neighbourhoods in low demand areas. The study showed that people chose homes and neighbourhoods based on their needs and aspirations within their own financial constraints, and that the quality of neighbourhoods is as important to choice as the quality of homes. The Council's most recent housing market assessment⁸ has confirmed this position in Middlesbrough. The Tees Valley Housing Market Assessment also highlighted a continued desire to move from central urban areas to the suburbs, and of some of the more affluent Tees Valley households who may move house in the next five years, to move to North Yorkshire.

Population decline and out-migration

- 2.7 It is not surprising, therefore, that Middlesbrough's population is in decline. Since its 1960s peak of around 160,000 the population has been steadily falling. Middlesbrough's is also an ageing population. If this trend continues it

⁶ North East England: changing housing markets and urban regeneration, Centre for Urban and Regional Studies, University of Birmingham (2002)

⁷ Commissioned by North East Assembly, One NorthEast, Bridging NewcastleGateshead and Tees Valley Living from Nathaniel Litchfield and Partners

⁸ Middlesbrough Local Housing Assessment (2006)

is estimated that the population will fall to 130,000 by 2021. The decline in the town's population overall, and in particular its northern and central neighbourhoods, is mainly a result of out-migration, as people have chosen to move out of these areas, and in many cases out of the town altogether. The main reason for this population drift is that in parts of Middlesbrough the housing and neighbourhood offer has failed to meet aspirations, which could be met elsewhere. Not having the right housing product means Middlesbrough has lost economically active households and the make-up of the population in some neighbourhoods has become unbalanced. The consequences of continued population decline could be extremely damaging for Middlesbrough in terms of its role within the Tees Valley city region, as well as its ability to deliver quality services to the town's population. As a result, Middlesbrough's demography has, and continues to change, with far reaching social and economic implications stemming from the town's inability to retain middle and higher income households. For example, as families move away from neighbourhoods, community cohesion can be damaged as the residual community's sense of belonging is eroded. Schools can become less viable, and, as the proportion of older people increases, serious challenges can also be faced by housing, health and social care providers. Out-migration, then, is a major problem and reversing it is one of the key challenges for Middlesbrough Council and its partners.

Empty homes

- 2.8 Middlesbrough has the highest proportion of empty homes in the Tees Valley and numbers are higher than the national average (Tees Valley Housing Market Assessment). There are almost 2,000 vacant private sector dwellings in Middlesbrough, and it is estimated that more than 850 have been vacant for 6 months or more (Housing Strategy Statistical Appendix 2006/07). Vacancy rates in some parts of Middlesbrough have been near or above 10%, a rate defined as critical by CLG. These areas included parts of Grove Hill, Central Whinney Banks, south of Parliament Road, east of Linthorpe Road and St. Hilda's. Obviously, housing market renewal activity, as described in the following paragraphs, will address many of these issues through clearing long-term empty properties. However, this is only part of the solution and a number of initiatives have been established to bring empty properties back into use. This approach is covered in detail in Chapter 4.

CREATING SUSTAINABLE COMMUNITIES

The challenge

- 2.9 In view of the evidence set out above Middlesbrough faces a major challenge if it is to make the town the destination of choice for its own residents and potential inward migrants. At present, in low demand areas, upper and middle-income group families are significantly under-represented, or not present at all. To attract these groups the housing stock must meet the needs and aspirations of a range of household types throughout their housing careers. This requires a move away from neighbourhoods characterised by mono-housing provision towards a more diverse housing offer in terms of type and tenure.
- 2.10 Balanced communities, where people will want to live now and in the future, can only be created by tackling housing market failure and housing market

exclusion. Transformational change is required in terms of the housing stock, but this must also include wider socio-economic regeneration. As the RHS stresses, the purpose of rejuvenation is not to give people better surroundings in which to experience poverty and deprivation. Middlesbrough Council's aim, therefore, is to work with its partners to introduce initiatives to help develop capacity within the community to access employment, training and further education, and co-ordinate the work of agencies already active in the town who can contribute towards the regeneration of the community in HMR areas. Wherever possible, training and employment opportunities created by the physical improvement works will be made available to the local community.

- 2.11 This fundamental change can contribute to reversing out-migration from Middlesbrough's core. By retaining existing and attracting new people, these newly transformed neighbourhoods will reduce the pressure on more desirable areas. Wider environmental objectives will, therefore, be met by delivering what people want in the most sustainable locations.
- 2.12 Middlesbrough Council recognises that tackling HMR will require a sustained, collaborative effort to build and maintain a momentum of renewal. To succeed, sufficient public sector resources will be needed to attract the essential private investment which will make the biggest contribution. This is the only realistic way to fulfil the needs and expectations of local people.

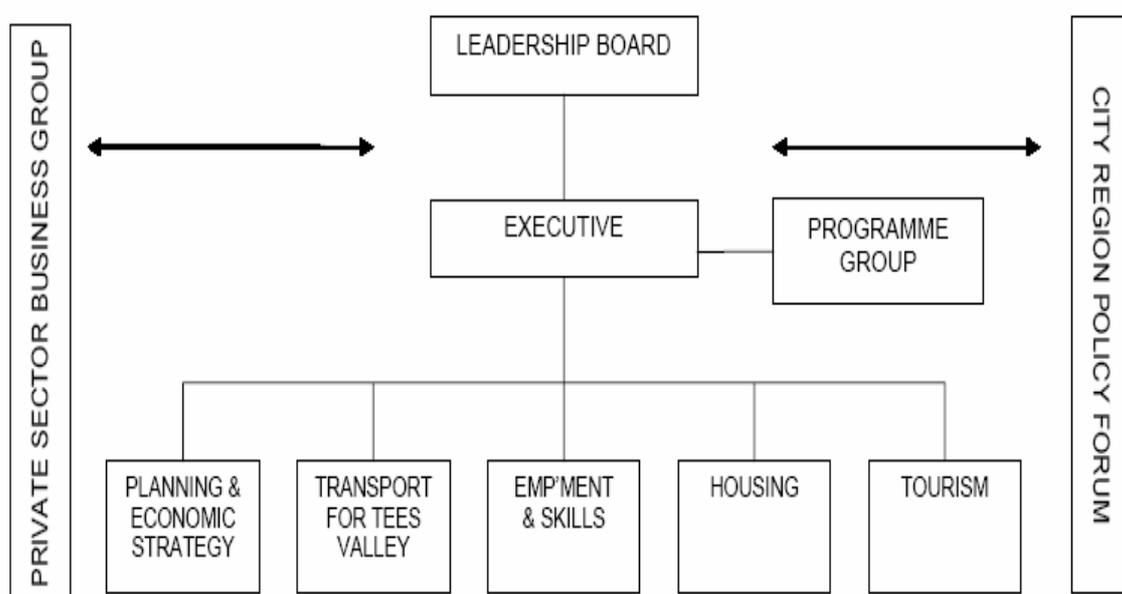
HOUSING MARKET RENEWAL

- 2.13 In 2003, Middlesbrough Council and its local authority and RSL partners in the sub-region established Tees Valley Living (TVL). It was charged with the preparation of a sub-regional Housing Market Renewal (HMR) Strategy and to lobby government for resources for housing market re-structuring.
- 2.14 In line with the sub-regional strategy, Middlesbrough's HMR activity seeks to tackle areas of low demand housing, replacing obsolete stock with a range of quality, modern homes that provide variety and choice, and help create sustainable mixed-income and family-oriented neighbourhoods. It aims to provide housing that supports an expanding and diversified economy.
- 2.15 However, as acknowledged in the RHS, delivering sustainable communities is also about rejuvenating the existing stock and communities. Like the RHS, Middlesbrough Council advocates a total stock solution to deliver improvements to both the housing and living environment. In recognition of the need for such a balanced approach, Middlesbrough's RSL partners will deliver complementary refurbishment where homes fail to meet the Decent Homes Standard and the Council will encourage and, where resources permit, enable refurbishment to the same standard in the private sector. Home improvement works being carried out across the town by Erimus Housing are a particularly significant example of this kind of activity which has been enabled by stock transfer. Erimus is also leading on a number of major area regeneration initiatives, including Grove Hill and Newport (St. Paul's Road) where it is proposed that a range of quality homes will replace obsolete housing stock.

Governance and delivery arrangements

- 2.16 Middlesbrough has played a key role in developing bespoke HMR governance and delivery arrangements. The TVL Board is made up of Leaders and Mayors from the five Tees Valley councils, representatives from the major local RSLs, the HomeBuilders Federation and Tees Valley Regeneration. Meetings are overseen by representatives from Government Office North East (GONE), ONE, English Partnerships and the Housing Corporation. The TVL Board will be accountable to the Tees Valley Unlimited (TVU) Partnership Board from April 2008. This new structure (as shown in Figure 5 below) will be charged with the task of securing resources for implementing the City-Region Investment Plan, including housing market restructuring.

Figure 5: TVU Governance Structure



- 2.17 The direct delivery of projects and interface with the local community has remained the responsibility of the local authorities. This means that there is much greater clarity for the community and democratic accountability. Middlesbrough Council's expertise in this area is evidenced by the successful management of a number of projects from inception to completion (see paragraph 2.22 below). The Council has steered proposals through extensive consultation exercises, securing public support and successful community relocations. Compulsory Purchase Orders have also been secured at Trinity Crescent, North Ormesby, central Whinney Banks and at West Lane (phase 1) in order to enable regeneration schemes to be delivered. The Council encourages and facilitates the sharing and development of best practice and has contributed to the development of a Skills Directory, through TVL, which provides a point of reference for good practice that has emerged through HMR and related activity across the sub-region and beyond.

RESOURCES

Public sector funding

- 2.18 The HMR budget is drawn primarily from two sources – the NEHB’s Single Housing Investment Pot (SHIP) and CLG’s HMR Fund (HMRF). The total funding allocation for the Tees Valley for the two-year period 2006-08 was £32m. Of this total, £9.2 million was directed towards HMR in Middlesbrough recognising that it faces the greatest challenges associated with housing market failure. Middlesbrough has used the resources well, delivering agreed expenditure and outputs. Essentially, these resources are used to acquire properties, relocate and compensate affected residents and clear sites for development. A combination of public and private sector funding, primarily through private sector housebuilders and RSLs/Housing Corporation, is then levered in to deliver new homes and environmental improvements. Paragraphs 2.23 to 2.34 describe a range of HMR projects, some of which have been, and will continue to be, enabled by SHIP and HMRF resources.
- 2.19 For the period 2008-11, the Tees Valley has secured HMR funding of £50.4m from the CLG and NEHB. In recognition of the challenges facing the Tees Valley and its response, CLG has also now designated the area as an HMR Pathfinder.⁹ The combined total allocation for Middlesbrough is £15.4million. The public sector funding required to deliver the desired scale of intervention over the period 2008/11, in comparison to the amount available, results in a public sector funding gap in excess of £75 million (TVL Business Plan 2008/11). Middlesbrough Council continues, therefore, to explore potential delivery vehicles to bring forward investment. An outcome of this process has been a recognition of the scale and complexity of Middlesbrough’s HMR programme and the designation of the central Middlesbrough area as a Strategic Site¹⁰ by the NEHB and Housing Corporation (now HCA). This has enabled the Council and its partners to explore long-term funding and innovation in delivery. As a result, Price Waterhouse Coopers has been commissioned by the Council to advise on potential models to deliver the HMR programme.
- 2.20 Other important sources of additional public funding include the Housing Corporation’s National Affordable Housing Programme (NAHP). This programme, which will help deliver new affordable homes in HMR areas, is considered in detail Chapter 3. The transfer of the Council’s housing stock to Erimus Housing has also enabled major investment in a stock improvement programme to ensure at least Decent Homes Standard in all former Council homes across Middlesbrough (for more detail see Chapter 4). Erimus has also commenced major regeneration activity in Grove Hill and Newport which aims to transform major parts of these failing neighbourhoods and combine clearance and re-development with major stock improvement programmes to ensure sustainable mixed communities.

⁹ CLG describes Pathfinders as partnerships between local authorities and other key regional and local stakeholders. These may include: The Regional Development Agency; Local Strategic Partnerships; police, education and health agencies; The Housing Corporation; housing associations; English Partnerships; and, the private sector. CLG intends that they combine local knowledge and expertise, and work to ensure that housing market intervention contributes to broader economic development, leading to sustainable communities.

¹⁰ A Strategic Site is a significant growth area as defined by the North East Regional Assembly and is eligible to access Housing Corporation funding over a 5-year period.

- 2.21 West Middlesbrough Neighbourhood Trust has contributed approximately £15 million of its New Deal for Communities funding, with £7.5 million for the redevelopment of Central Whinney Banks, £7.2 million for West Lane (Older Housing Area) and £300,000 for improvement works to retained properties in the West Lane area. The Neighbourhood Renewal Fund (NRF)/Local Area Agreement (LAA) funds have also made a significant contribution to HMR activity in Middlesbrough with approximately £1.5 million having been secured in the period 2006/08. This funding has been used to help carry out Facelift improvement works in the Older Housing Area and Decent Homes inspections so as to enable better targeting of limited resources through the Council's Housing Renewal Policy. Extensive work has also been carried out to explore long-term funding and innovation in delivery as mentioned in paragraph 2.19. For the period 2008/11 £4 million has been sought from LAA funds (which has now superseded NRF).

Private Sector Funding

- 2.22 Pump-priming resources from the public sector are necessary to secure activity and assemble opportunities within areas that the private sector has found unattractive for decades. Middlesbrough Council and its partners have already successfully engaged private developers in the redevelopment of HMR sites. Projections indicate that HMR activity in Middlesbrough will attract around £16 million of private sector investment over the next three years (2008-11). Middlesbrough's HMR programme cannot be delivered without this investment. Examples of HMR schemes which include major private sector investment are Trinity Crescent (Haslam Homes), Acklam Green (Bellway Homes) and West Lane (Yuill Homes). More information on these schemes can be found in Chapter 4 of this Strategy.

ONGOING HMR ACTIVITY

- 2.23 Middlesbrough has used the evidence base described in this chapter to determine its HMR priority areas and the town's transformation is now well under way. Already, a number of extensive demolition and redevelopment schemes are in progress. The location of the schemes, which are described in more detail below, is shown in Plan 1 page 42.

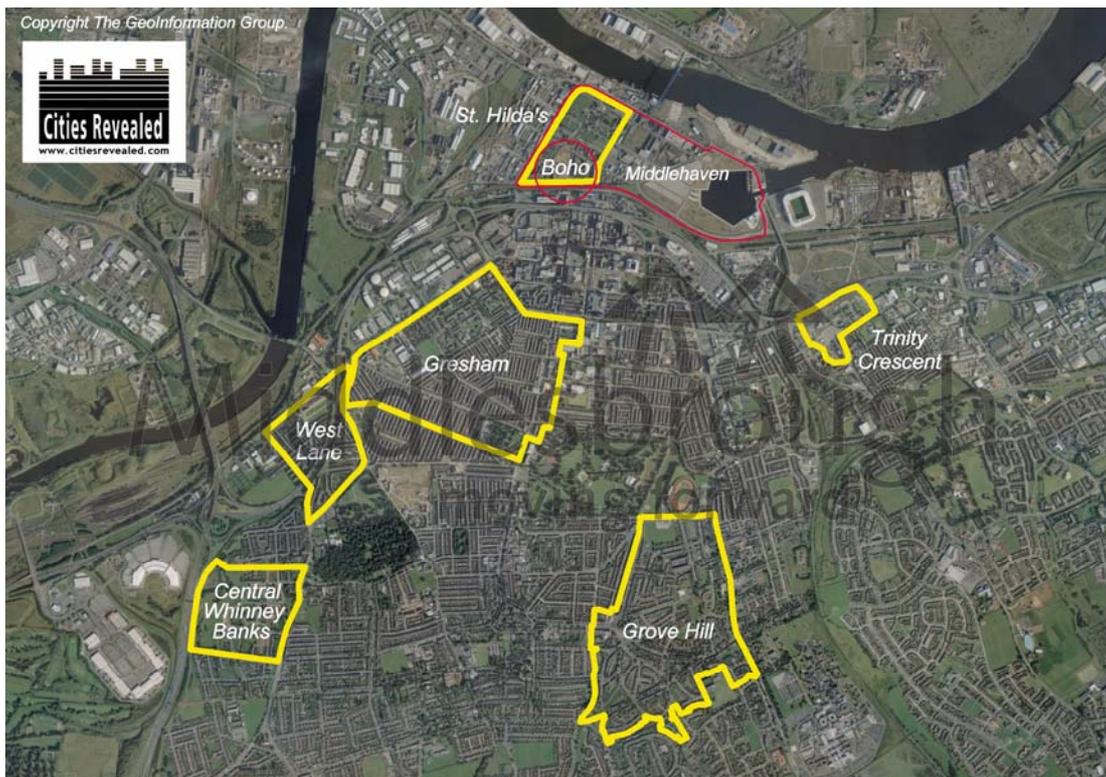
OLDER HOUSING AREA

- 2.24 In April 2005, the Council consulted the public on five options for the town's older housing area. In July 2005 a preferred option was determined. The consultation process led the Council to amend its original proposals, reducing the numbers of homes proposed for clearance from 2,500 to 1,500. The preferred option involves the retention of the vast majority of the housing stock with clearance focused in the Gresham and Middlehaven wards near the town centre. Consultants have also been engaged to help prepare a Neighbourhood Action Plan (NAP) for the Gresham and Middlehaven wards. This will create a framework for the future regeneration of the area including guidance on the type of replacement housing and how the remaining terraced houses can be improved and stabilized.
- 2.25 Residents continue to be fully involved in the NAP process and a Community Sounding Board comprising community representatives has been set up as

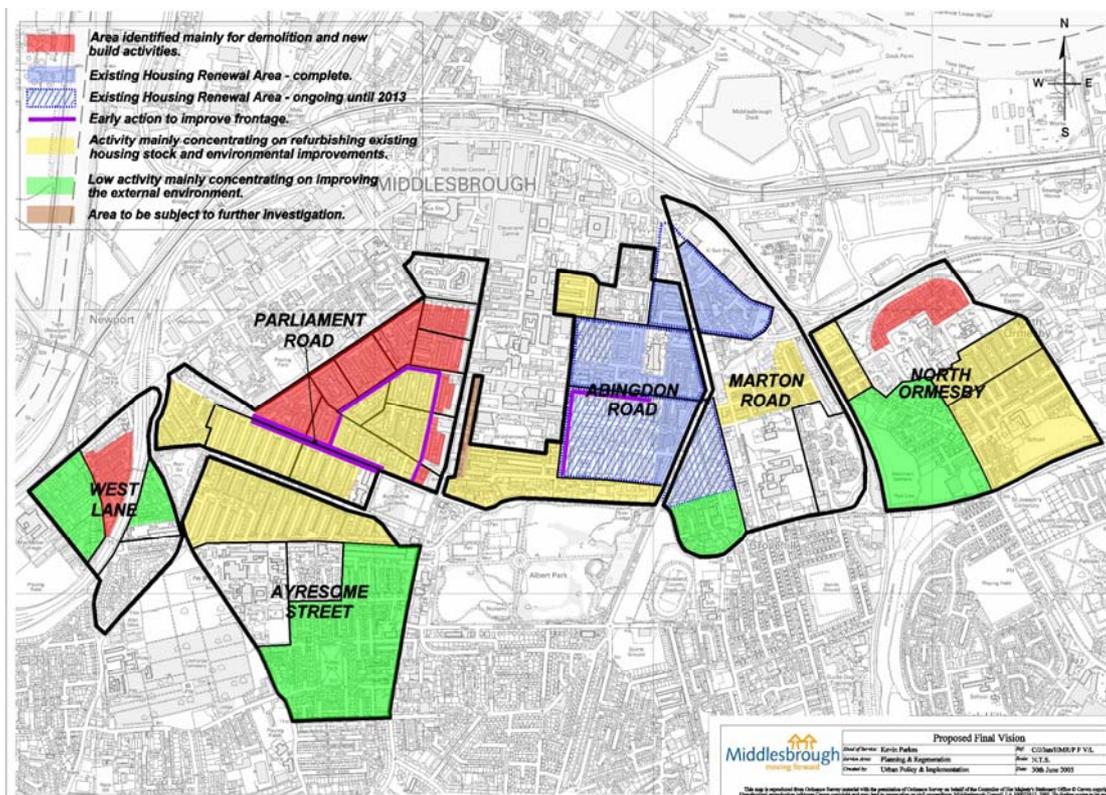
part of the community engagement programme. Its purpose is to reflect the views of the community it represents and to disseminate information. This group has developed and agreed a Residents' Charter with the Council. The main purpose of the Residents' Charter is to provide a set of commitments to residents of the NAP area that have been negotiated and agreed between the Community Sounding Board and Middlesbrough. Plan 2 over the page shows the proposed clearance areas and planned housing and environmental improvements for the majority of the older housing area. To date the Council has acquired 151 residential properties in Gresham and Middlehaven (March 2008). The Council's Housing Renewal Policy has been amended to assist affected homeowners to relocate and re-invest within the retained older housing area. This is just one of a number of underpinning activities, which also include neighbourhood management and selective landlord licensing (see paragraphs 2.41 to 2.46 below).

- 2.26 For more information on the background to the Council's decision and the proposals for the Older Housing Area please see the links to the Council's website, and/or contact the officers listed in the Key Contacts section of this Strategy.

Plan 1: Ongoing HMR activity in Middlesbrough



Plan 2: Older Housing Area clearance and improvement plans



Newport

- 2.27 In St. Paul's Road, Newport, within the older housing area, Erimus Housing plans to replace obsolete, mainly social rented flats and maisonettes with a mixed development, in terms of both tenure and house type, which will include houses, bungalows and apartments for rent, shared ownership and outright sale. In total 94 units are planned, most of which will be for sale or shared ownership. The decision to demolish the existing blocks was made following a thorough option appraisal study, which concluded that the sustainability of the Newport area would be improved by the provision of new housing on these sites. Decanting of the blocks is now complete. The apartment led approach for the regeneration of this site is in keeping with a town centre location and key gateway site on one of Middlesbrough's main access roads. Erimus has secured approximately £1.7 million from the Housing Corporation's NAHP to help deliver this scheme.

GREATER MIDDLEHAVEN/ST. HILDA'S

- 2.28 Greater Middlehaven, a 250acre development in the heart of Middlesbrough, combines both public and private investment totaling £500m. The development will provide up to 3,000 new jobs and over 2,400 homes over the next 20 years. In addition to the provision of new homes, there will be 800,000 square feet of commercial office development. Significant leisure proposals include a hotel, bars and restaurants. Middlesbrough College is relocating to the site and development of its new home is well under way. As part of the development, work is also planned to revitalise the Queen's Square Conservation Area adjoining Middlehaven and containing some of the town's historic buildings. It is envisaged that the area will ultimately house a number of businesses, including pubs, bistros, coffee houses, shops and, crucially, studios and workspaces for creative industries all contributing to a sustainable community for the future. The first development commenced in autumn 2004.
- 2.29 As mentioned in Chapter 1, Middlesbrough is developing a new, more diverse economy. Realising the Tees Valley's potential to generate and sustain a fast-growing, high-level economic base in the digital technologies sector is an important element of this Strategy. Erimus Housing's plans to develop live-work homes have been boosted by Housing Corporation NAHP funding of approximately £800,000 to help deliver the first 19 homes. This adds to and complements already committed capital funding to provide a newbuild workspace for the digital media, digital technologies and creative companies in the Greater Middlehaven area – BoHo. It is considered that the BoHo location "will add considerable value to the connectivity of the flagship regeneration scheme Middlehaven back into the town centre." (One NorthEast)
- 2.30 St Hilda's is an area of housing market failure. In July 2004, the Council announced its intention to redevelop the area as part of the wider regeneration of Greater Middlehaven. The majority of Erimus Housing (social housing) tenants have already been rehoused in other parts of the town. In addition, most of the privately owned properties have been acquired, and several owners are in the process of negotiating a sale. To date the Council has acquired 56 properties in St Hilda's, and worked with partners to relocate 130 RSL households (March 2008). The Council will continue to assist the remaining residents of St Hilda's to relocate with a financial package including Homeloss and Disturbance payments. Homeowners will also be eligible for the

Middlesbrough Rehousing Assistance Scheme (MidRAS) to help them buy a new home anywhere in Middlesbrough. Demolition commenced in 2005 on both dwelling stock and commercial buildings.

- 2.31 For more information, please see the links to the Council's website, and/or contact the officers listed in the Key Contacts section of this Strategy.

WEST MIDDLESBROUGH NEIGHBOURHOOD TRUST

- 2.32 This area covers Whinney Banks, Newport and West Lane and has around 9,000 residents. The Government awarded a community-led partnership, the West Middlesbrough Neighbourhood Trust (WMNT), £52 million from the New Deal for Communities programme over a ten year period from 1999. Since this time WMNT has developed a wide range of initiatives to tackle the problems in the area, including the oversupply of obsolete housing, and has based its wide-ranging regeneration activities on a comprehensive analysis of the issues affecting the area. The local community is at the heart of the Trust and extensive consultation is a key feature of specific projects and overall activity. Any residents aged 18 and over can become a member of the Trust and receive up to date information on its activities, including a summary of key decisions made by the Board. It takes a strategic overview of the regeneration programme and takes the key decisions that shape the future of West Middlesbrough. Trust members can also vote to elect people to sit on the Board each year, and they can stand for election themselves. Residents can also join a Residents' Panel and become one of a 200-strong team of armchair panellists, who give their views without having to leave the comfort of their own homes. The panellists receive between four and six questionnaires a year, asking for their comments on specific topics to do with the Trust, and giving them the chance to have your say.

Central Whinney Banks (Acklam Green)

- 2.33 WMNT is delivering a major housing renewal scheme at Central Whinney Banks in partnership with Bellway Homes and Tees Valley Housing Group. The £50 million project will replace ex-Council homes with more than 450 new homes for sale, shared ownership and rent. The redevelopment plans also include a new health centre, community hall, gym, sports facilities and public library. Many former residents will be rehoused within the area.

West Lane

- 2.34 At West Lane 210 properties are being demolished to provide a site for a mixed development of 145 new high quality homes for sale, rent and shared ownership. As with Acklam Green, a notable aspect of this housing scheme is local people's commitment to stay in the area, with many residents being rehoused in West Middlesbrough. The redevelopment has progressed in two waves. The first phase, which is now complete, involved the acquisition and clearance of 111 dwellings and their replacement with 73 new homes for sale, shared ownership and rent. Phases 1b and 2 involved the clearance of 100 dwellings with 70 new homes for sale, shared ownership and rent replacing them. The Council successfully delivered a Compulsory Purchase Order (CPO) to complete site assembly of Phase 1, following a Public Inquiry in 2005. Planning consent was also granted for the entire development, which will be known as St. Cuthbert's Mews. Phase 1 has been completed in

accordance with the original development brief. Voluntary acquisitions have progressed successfully in Phase 2 and agreement has been reached with all owners of the 100 properties required for redevelopment.

- 2.35 For more information, please see the links to the WMNT website, and/or contact the officers listed in the Key Contacts section of this Strategy.

TRINITY CRESCENT, NORTH ORMESBY

- 2.36 The Council set up the North Ormesby Neighbourhood Initiative (NONI) in December 2001. It recognised the process of change occurring in the neighbourhood and aimed to secure a sustainable future. It identified community engagement and partnership working as fundamental to a neighbourhood planning approach to co-ordinate physical improvements and urban regeneration. In common with Gresham, North Ormesby also benefits from the presence of a neighbourhood manager. The initiative will deliver a high quality environment, good local amenities and a comprehensive range of housing, including homes for sale, rent and shared equity. To make way for the 150 new homes, and a new 42 apartment extra care housing scheme for older people (now open), 275 properties will be demolished (most of which have already been cleared). The redevelopment also includes a new medical village, neighbourhood nursery and community centre (all now open), improvements to the public realm, local businesses and the market square. All the properties required for redevelopment were successfully acquired through negotiation by the Council. However, a Compulsory Purchase Order (CPO) was required to bring additional pockets of land into Council ownership to complete site assembly. The Council made the CPO order in 2007 and no objections were received. The final challenge period for the CPO is expires at the end of March 2008. Following this, a General Vesting Declaration (GVD) can be applied for which will result in the land belonging to the Council.

- 2.37 For more information on the regeneration of Trinity Crescent and the role of NONI, please see the links to the Council's website, and/or contact the officers listed in the Key Contacts section of this Strategy.

GROVE HILL

- 2.38 Low demand and large numbers of empty homes affect parts of Grove Hill. There are also significant socio-economic issues which the Council and Erimus Housing recognise will need to be addressed by a holistic regeneration strategy. As the major property owner in the area, Erimus is taking the lead and considering potential interventions, and has already consulted on proposals to invest in the majority of its properties to bring them up to Decent Homes Standard as a minimum, and to demolish over 200 of its properties, most of which are empty. It is essential that this investment forms part of a strategic approach which ensures the long-term sustainability of both areas. In order to select a development partner Erimus has used the European Community Competitive Dialogue Process, which is a four stage bidding process used to procure contracts, usually those of a complex nature. As part of the process bidders' submissions are scored for quality and price, with the highest scoring bidders being invited to submit for the next stage. Erimus is currently at preferred developer status, with discussions ongoing on the development agreement. Grove Hill also benefits from a neighbourhood

management initiative which looks to ensure the community and agencies work together to improve the services at neighbourhood level.

HEMLINGTON

- 2.39 Similar problems of low demand and empty homes affect parts of Hemlington. Like Grove Hill there are also significant socio-economic issues which will need to be addressed by a holistic regeneration strategy. As the major property owner, Erimus Housing is taking the lead and considering potential interventions in Hemlington. It has consulted with residents and stakeholders on proposals for change which are now being delivered. As in Grove Hill, Erimus will be improving most of its stock in the Hemlington area. It is essential that this investment forms part of a strategic approach which ensures the long-term sustainability of the area. Like Grove Hill, Hemlington has a neighbourhood manager.
- 2.40 For more information, please see the links to the Erimus Housing website, and/or contact the officers listed in the Key Contacts section of this Strategy.

UNDERPINNING ACTIVITIES

Dedicated support for communities

- 2.41 The Council recognises that having to move home so that an area can be improved is a very traumatic experience. It has, therefore, put in place arrangements which seek to support all affected residents. Each resident has a named case officer responsible for assisting them through the relocation process and ensuring they are properly advised on the range of rehousing options and the financial assistance packages available. Regular newsletters are provided to all residents to keep them up to date on regeneration activity and events in their area. The Council's regeneration partners (including West Middlesbrough Neighbourhood Trust and Erimus Housing) have put in place similar arrangements for the regeneration schemes they are taking forward.

Housing Renewal Policy

- 2.42 The Council has amended its Housing Renewal Policy to ensure it complements regeneration plans. This includes innovative relocation packages for owner-occupiers which encourage people to remain within the urban core and invest in bringing retained private sector housing up to the Government's Decent Homes Standard. This is covered in more detail in Chapter 4 of this Strategy.

The Government's Respect Agenda

- 2.43 In the older housing area, which is the focus of intensive housing market renewal activity, the Council has adopted a multi-agency approach to tackle the areas' problems on a number of fronts. Actions are agreed in consultation with local residents and stakeholders. The emphasis is on dealing with problems early and on opening constructive dialogue with people directly affected, exploring the use of all available statutory powers to remedy problems.

- 2.44 Effective neighbourhood management, which can help to underpin physical improvements, is already being implemented alongside significant regeneration activity in Gresham/Middlehaven wards, North Ormesby, Grove Hill and Hemlington.
- 2.45 A groundbreaking Selective Landlord-licensing Scheme has also been introduced in the Gresham and Middlehaven wards and is already helping to improve housing management standards in the private rented sector. More detail is provided in Chapter 4 of this Strategy.
- 2.46 A very visible early impact on the environment has already been made through a Facelift Scheme, which has improved the external appearance of homes on key traffic routes. This has had a significant visual impact on the streetscene. Work is ongoing to further develop schemes of this nature, linking them to the Respect agenda by rewarding the commitment of private landlords and homeowners to sustainable communities.

STRATEGIC PRIORITIES

- 2.47 To deliver the objectives described in this chapter of the Housing Strategy Middlesbrough Council has prioritised the actions listed in Table 6 below. A more detailed Implementation Plan is provided in Chapter 6.

Table 6: Priority actions to rejuvenate the housing stock

1	Develop HMR funding/delivery vehicle for the Older Housing Area.
2	Continue community consultation as an element of masterplanning in the Older Housing Area and produce regular newsletters for residents.
3	Develop and implement loan-based financial assistance packages for residents in HMR areas.
4	Continue the acquisition by agreement of privately owned homes in HMR priority intervention areas and commence acquisition in Phase 2 Gresham (Older Housing Area) by 2009/10.
5	Continue to work with West Middlesbrough Neighbourhood Trust, Bellway Homes and Tees Valley Housing Group to complete the new housing development at Acklam Green (Central Whinney Banks).
6	Continue to work with Erimus Housing to agree a regeneration strategy for Grove Hill and work towards its implementation.
7	Work with Haslam Homes and Tees Valley Housing Group to complete the new housing scheme at Trinity Crescent, North Ormesby.
8	Work with WMNT, Yuill Homes and Endeavour Housing Association to complete the new housing scheme at West Lane (St. Cuthbert's Mews)
9	Complete land acquisition at St. Hilda's.

10	Seek to deliver complementary Facelift and other environmental improvements in and around retained homes within HMR priority intervention areas.
11	Identify good practice in other HMR areas and work with sub-regional partners to develop training and employment opportunities within housing regeneration schemes.
12	Hold regular Housing Forum meetings.

Chapter 3: Providing Choice and Quality

CHAPTER 3

PROVIDING CHOICE AND QUALITY

To ensure the type and mix of new housing provides choice, supports economic growth and meets housing needs and demand. This will reflect the diversity of urban communities and the need for affordable, family and executive housing.

(Also Key Objective 2 of the North East Housing Strategy 2007)

INTRODUCTION

- 3.1 If Middlesbrough is to achieve its vision of becoming a thriving, vibrant community where people and businesses succeed, then the available housing and its surrounding environment needs to change. Middlesbrough's residents, and those who may consider moving to the town, aspire to, and deserve, good quality housing and neighbourhoods which meet their needs and aspirations. It is essential for the future prosperity of the town that Middlesbrough is attuned to and is able to respond to changes in housing need and demand which reflect the wider changes in society.
- 3.2 The fact that quality housing and neighbourhoods are not available to everyone in Middlesbrough is a major concern for the town and has been a major influence on outward migration from a number of central neighbourhoods, and from Middlesbrough itself. The irony is that, in terms of access to work and leisure opportunities, many of these neighbourhoods are in the most sustainable locations. Ensuring they provide quality homes and surroundings, therefore, will not only enhance the town's ability to retain and attract population, and support the envisaged economic growth in the North East region, but also help Middlesbrough to achieve its objectives in a truly sustainable manner by minimising the carbon footprint of new development and avoiding the need for unnecessary land release elsewhere in the town.
- 3.3 Both the Regional Economic Strategy (RES) and Regional Spatial Strategy (RSS) anticipate that the North East will experience economic growth in the near future which will result in migration to the Region and thereby generate an increase in housing demand. The Regional Housing Strategy (RHS) reflects the important role that housing will perform both as a sector of the economy and in providing the quantity, range and quality of housing required to accommodate demand from within the region and that which will arise from in-migrants. An appropriate housing offer will not only encourage local people to remain but will also prove attractive to potential in-coming employees and investors.
- 3.4 However, the RHS warns that if people choose not to live in certain places then housing supply alone will not support the economy or deliver sustainable communities. Meeting the needs and aspirations of different household types in sustainable locations requires the ability to express choice within those places. The challenge for Middlesbrough, then, is to provide attractive residential environments within an urban setting framed by a housing legacy from a time dominated by the needs of heavy industry. To meet this challenge, Middlesbrough will need to address the following issues:

- a) achieving the right mix of housing and quality that meets 21st century needs and aspirations;
- b) housing market exclusion;
- c) provision of affordable housing; and,
- d) providing access to good quality housing.

ACHIEVING THE RIGHT MIX

- 3.5 Middlesbrough Council will aim to ensure that new housing development is consistent with needs and demand analysis set out within its Local Housing Assessment and other studies highlighted in this chapter. As recommended by the RHS, the Council will regularly update its LHA and other studies to ensure its approach is based on up-to-date research about local requirements and housing market conditions. The Council has worked closely with its sub-regional local authority partners to ensure a consistent approach to housing market assessment across the sub-region. This approach is being further developed with the first Tees Valley Sub-Regional Strategic Housing Market Assessment (see paragraph 3.13 below).

LOCAL HOUSING ASSESSMENT

- 3.6 Middlesbrough's Local Housing Assessment 2006 (LHA) has helped to clarify the nature of need and demand across the social, private rented and owner-occupied housing markets. By analysing planned household moves over a two-year period, the LHA found that the biggest housing surplus is in the private rented sector, particularly terraced properties. In contrast, it identified a shortage of social rented homes, particularly two and three-bedroom semi-detached houses. The owner occupied sector, despite its overall surplus, also has a shortage of two-bedroom semi-detached properties. The LHA is available on the Council's website (see links and/or contact officers in the Key Contacts section of the Strategy).

- 3.7 The LHA also found that:

- a) in the social rented sector the majority of existing households that plan to move within Middlesbrough over the next two years are looking for two and three bedroom properties, whilst the most popular housing type is semi-detached;
- b) the majority of those seeking owner-occupation are looking for two and three bedroom properties, whilst the most popular housing type is semi-detached;
- c) in the private rented sector demand is mainly for one-bedroomed flats and apartments and two-bedroomed terraced properties. This may be a reflection of perceptions of private rented housing in Middlesbrough, with a view that detached housing in this tenure would be either unavailable or expensive; and,
- d) most of the demand from existing households planning to move is for owner-occupation, with 62.9% of such households intending to move into owner-occupied accommodation and only 7.2% seeking private rented housing;
- e) a suggested surplus of private rented housing, which may reflect perceptions about the poorer quality of such housing. An important consideration here is the extent to which speculative investment skews the market. This is one of a number of areas for further investigation.

Student housing market

- 3.8 It is important that Middlesbrough plans for the needs of its student population. Provision of modern, high quality student accommodation is vital if the town is to attract high-calibre undergraduates to its university. However, it essential that a sustainable product is delivered. It will be important to consider future supply in terms of its relationship with the private rented sector and apartment development. The Council will commission a specific study to explore this sector further.

Apartments

- 3.9 The LHA raises concerns relating to the future supply of apartments in the social rented and owner-occupied sectors given the evidence that aspirations are for more traditional homes. Given the extent of apartment development in Middlesbrough in recent years it seems appropriate to examine this particular housing product with a view to further developing a planning strategy in relation to future supply. The LDF already includes policies which seek to limit such supply in certain parts of Middlesbrough and this area will be explored further as part of the recently commissioned sub-regional Strategic Housing Market Assessment.

Regional housing aspirations

- 3.10 Both the Regional Housing Aspirations Study (2004) and the more recent Tees Valley Housing Market Assessment (2005) highlighted the influence on outward migration of limited availability of home ownership options and the shortage of apartments and detached houses at the upper end of the market. Between 2001 and 2004, Middlesbrough has experienced negative net-migration balances of between 1,500 and 1,900 people (LHA).
- 3.11 The Regional Housing Aspirations Study also suggested that preferences varied very little by sub-region or socioeconomic group. The study found that, generally, households were looking for a detached or semi-detached property in a safe, suburban neighbourhood, with a high quality environment and good access to services and quality open spaces. The Tees Valley Market Assessment also showed that new housing developments like this in Darlington and Stockton had attracted people moving away from Middlesbrough.
- 3.12 The aspirations expressed by Tees Valley residents in the Tees Valley Housing Market Assessment were largely traditional, with over 57% aspiring to semi-detached or detached houses, and only 21% seeking terraced housing, with 10% seeking apartments and 11% bungalows.

Strategic Housing Market Assessment

- 3.13 Middlesbrough Council, with its Tees Valley local authority partners, has recently commissioned a Strategic Housing Market Assessment. This will provide further analysis and commentary on geographical housing market areas and an evidence base which will inform housing and planning policy development. One of the core outputs of the assessment will be an analysis of levels of market and affordable housing likely to be needed in the Tees

Valley to 2026. The particular housing requirements of a range of household groups will also be considered.

HOUSING MARKET EXCLUSION

- 3.14 The RHS suggests that affordability issues in the North East can be better understood by considering the wider concept of market exclusion; defined as a situation where the market controls access to the region's limited supply of quality housing by price. Households seeking good quality housing, therefore, also require the financial mobility to express this choice in the marketplace. In many communities this has led to market exclusion and increasing social polarisation for those without the financial mobility to express choice.
- 3.15 In Middlesbrough the reality of market exclusion is seen in the difficulties experienced by some first-time buyers in trying to get a foot on the property ladder. It also affects homeowners in low value, low demand properties who have limited equity and either cannot sell or would struggle to afford a better alternative with the released equity. Of particular concern to Middlesbrough is the issue of homeowners in housing regeneration areas where there is a significant gap between the amount of equity released from their home which is to be cleared and the cost of buying a replacement property.
- 3.16 The housing aspirations of older people are also a particular concern for Middlesbrough given the ageing population and the need for existing and future stock to be adaptable to changing needs and aspirations. This is one of the biggest challenges for Middlesbrough and is covered in more detail in Chapter 5.
- 3.17 The Council's housing market renewal (HMR) activity is described in detail in Chapter 2. The Council recognises that provision of new affordable housing is essential to facilitate the relocation of households from HMR areas. Many existing residents are on low and/or fixed incomes and struggle to move into newer, more expensive homes as a consequence of HMR. Middlesbrough will, therefore, prioritise the provision of affordable housing which facilitates HMR and provides greater choice to residents displaced as a consequence of its regeneration activity. Housing for older people to buy and/or rent, including purpose-built bungalows and apartments will also be a priority for the Council. Middlesbrough's Older People's Housing Strategy (2007) is considered in detail in Chapter 5.

AFFORDABLE HOMES

Affordable housing policy

- 3.18 Middlesbrough's LHA identifies a need for affordable housing across many parts of the town. Detailed analysis has been undertaken to identify need by area and property type. In addition, the need for both social rented and intermediate (at prices or rents above those of social rent but below market prices or rents) housing products has also been quantified.
- 3.19 The Council will use the LHA, and its 2008 update as part of the Tees Valley Strategic Housing Market Assessment to inform the refinement and application of the town's affordable housing policy. The policy aims to ensure adequate affordable housing provision that will remain available in perpetuity

to those in most need. Careful and pragmatic consideration of the LHA findings will be required to determine how best to translate the affordable housing requirement into policy.

- 3.20 A new affordable housing policy is set out within the Local Development Framework (LDF). This policy:
- a) requires the provision of affordable housing to meet the relocation requirements arising from housing market renewal;
 - b) requires affordable housing that meets local needs, and those of older people and other special needs groups, in those areas where there is a significant affordability gap, and limited supply of affordable housing; and,
 - c) limits the amount of new affordable housing in those areas where there is already a significant supply, and where further provision could harm the ability to achieve sustainable communities.
- 3.21 Specific sites and their anticipated contribution to the town's affordable housing requirement (ranging from 10 to 15% of homes) are detailed in the LDF Regeneration Development Plan Document which has been submitted to the Secretary of State. It is anticipated that this will be approved, following the statutory examination process, in November 2008.
- 3.22 The Council will continue to work with partner organisations to ensure an adequate supply of good quality affordable housing distributed throughout the town, having regard to an up to date strategic housing market assessment.

National Affordable Housing Programme (NAHP)

- 3.23 Middlesbrough Council will continue to work in partnership with the Housing Corporation, registered social landlords (RSL) and other eligible partners to bid for Housing Corporation funding for new affordable homes through the National Affordable Housing Programme (NAHP). The bids will reflect the priorities in this Strategy. In line with NEHB policy, NAHP-funding will be sought in the following circumstances:
- a) areas where there is a significant shortage of affordable housing which cannot be met through planning agreements;
 - b) housing intended for the re-housing of tenants and/or low-income owner-occupiers from clearance areas.
 - c) where grant provision supplements the contributions secured through planning agreements (based on development briefs) for these sites; and,
 - d) where new affordable homes meet the needs of specific groups within the community, for example those with physical disabilities or the town's black and minority ethnic community.
- 3.24 New schemes for the period 2008 – 2011 will build upon the successful 2006-2008 programme. In this period RSL and Housing Corporation capital investment amounted to approximately £11 million, enabling the affordable elements of a number of major regeneration initiatives at Trinity Crescent, Central Whinney Banks and West Lane. More detail is provided in Table 7 below.

Table 7: National Affordable Housing Programme (NAHP) 2006/08

Scheme	New Homes	Grant £000	Total Cost £000
Trinity Crescent, North Ormesby	20 units for affordable rent	1,000	1,622
Bruce Avenue, Whinney Banks	20 units for affordable rent	600	1,723
Bruce Avenue, Whinney Banks	20 units for shared ownership	410	1,673
West Lane Phase 1	8 units for affordable rent	480	1,035
West Lane Phase 2	17 units for affordable rent	1,020	2,165
Central Whinney Banks	34 units for affordable rent	1,530	2,776
Total	119	5,040	11,000

Note: Grant and Costs figures rounded.

- 3.25 The schemes at Trinity Crescent and Central Whinney Banks have previously seen RSL investment and Housing Corporation grants through the Approved Development Programme. The development of another 20 homes for rent and a 42 apartment extra care housing scheme for older people at Trinity Crescent will result in total investment of £7.8 million. At Central Whinney Banks another 100 homes for rent and 17 homes for Shared Ownership will result in a total investment of £8.2 million This will complement the major private sector investment in homes for sale. Parkside Gardens, on the site of the former Middlesbrough General Hospital, includes 20 homes for rent and ten for Shared Ownership within a major private sector development of 331 homes at a total cost of £3.2 million. These schemes, and others, which will provide quality and choice, are more fully described in paragraphs 3.39 to 3.45 below.
- 3.26 The development and implementation of the NAHP will be enhanced by work to develop a formal protocol in partnership with the Housing Corporation. This will establish the requirements and expectations of both the Housing Corporation, Middlesbrough Council and its Tees Valley sub-regional local authority partners in relation to the delivery of an increased supply of affordable housing through reduced levels of public subsidy. The protocol will identify the delivery partners for affordable housing together with a framework of cooperation between local authorities, the Housing Corporation, RSLs and the private sector.

Contributions from the private sector

- 3.27 It is essential to find ways of delivering affordable homes which do not rely entirely on public subsidy. Section 106 of the Town & Country Planning Act 1990, and Development Agreements, allow local authorities to enter into legal agreements with developers to ensure that affordable housing and other planning obligations are delivered in conjunction with new development. The Local Development Framework provides further scope to deliver additional

affordable housing through a more rigorous approach to Section 106 planning agreements.

- 3.28 In order to maximise the impact of public subsidy, Middlesbrough Council will continue to use Section 106 agreements to secure private sector affordable housing contributions. The Council has already successfully negotiated with homebuilders on a number of private housing developments. Recent examples are provided in Table 8 below. These schemes, and others, which will provide quality and choice, are more fully described in paragraphs 3.38 to 3.45 below.

Table 8: Recent Section 106 Agreement Examples

Scheme	Description of New Homes
Eton Gardens, Linthorpe	6 x 2 bed apartments sold at a discount on market value to partner RSL to enable affordable shared ownership
Middlesbrough College – Kirby, Marton and Linthorpe sites	Units sold at a discount on market value to partner RSL to enable 4 x 2 bed apartments and 8 wheelchair bungalows in mix of affordable rent and shared ownership
Parkside Gardens (Middlesbrough General Hospital)	20 homes at affordable rents and 10 for shared ownership funded through Housing Corporation and RSL funding within an overall scheme of over 300 new homes
Longridge, Coulby Newham (Council-owned)	6 x 2 bed bungalows for persons aged 55 years and over; and, 6 x 3 bed houses in balanced mix of affordable rent and shared ownership through RSL partner. Overall site capacity approximately 80 dwellings.
Linthorpe Gardens, Linthorpe	4 x 2 bed houses sold at a discount on market value to partner RSL to enable affordable shared ownership

Private Rented Sector

- 3.29 Middlesbrough Council recognises the role of different sectors in providing access to affordable housing. However, the private rented sector will only begin to fulfil this role when those most in need of rented housing can be offered quality homes and living environments. Middlesbrough’s aim is to end the distinction between private and social renting. Newly introduced licensing arrangements should help to narrow any gap in relative standards by addressing issues of behaviour and management in this sector. This area is covered in detail in Chapter 4.

Choice Based Lettings (CBL)

- 3.30 First introduced by the Housing Act 2002, CBL allows people to apply for advertised social housing vacancies. CBL, which is the Government’s preferred lettings systems, was established in Middlesbrough in 2005. Since

this time Communities and Local Government has encouraged larger CBL schemes to give applicants even more choice and mobility. Led by Middlesbrough Council and Erimus Housing, the Tees Valley was successful in a partnership bid to develop a sub-regional CBL scheme. This includes all local authorities and social housing providers in the Tees Valley. In addition, the scheme is seeking to attract private landlords. The partners are currently working to implement the scheme which will enable a consistent approach to allocation which focuses on improving access to affordable housing stock across the Tees Valley.

- 3.31 The Council and its partners share the CLG's belief that larger CBL schemes are the best way to achieve the greatest choice and flexibility in meeting home-seeker's housing needs. They enable greater regional mobility; break down artificial boundaries and recognise existing housing and labour markets. They bring together a larger pool of available housing, giving home-seekers more choice and helping to ease localised problems of high demand. CBL also provides important information on housing need and demand, and details of bids per property have formed part of the evidence base used by the Council and its RSL partners in developing bids to the Housing Corporation's National Affordable Housing Programme.
- 3.32 CBL can also play an important part in creating balanced communities and partners to the proposed sub-regional common allocations policy have identified as key aim the creation of communities that are balanced, safe, inclusive and sustainable, whilst encouraging community cohesion. To achieve this aim, a proactive approach will be adopted where areas have the potential to fail. If the sustainability of a particular location is threatened, the relevant partner landlord will consider all evidence, which may come from a variety of sources including sustainability assessments and the concerns from housing staff, residents and other key stakeholders. The approach to sub-regional CBL recognises that it is important that the partnership has the ability to operate the policy in a way that supports the long term needs of communities, to have balanced and sustainable populations. This action will only be taken in exceptional circumstances and only when there is clear and convincing evidence. The relevant partner organisation will retain the evidence as to why this action was taken and the outcomes will be made available when the lettings results are published to ensure openness and transparency.¹¹

QUALITY HOMES

- 3.32 The RHS looks for new housing development to comply with guidance in PPS3.¹² This expects new housing to be well designed and capable of making a significant contribution to urban renaissance and improving the quality of life. Design and construction must also respect setting and aim to create a balanced housing market by incorporating a range of styles and tenures to appeal to and accommodate a variety of households.
- 3.33 The RHS aims to ensure that new and replacement housing reflects the need to use resources efficiently and minimise the level of carbon emissions. All major development is to include energy efficiency measures and EcoHomes

¹¹ Tees Valley Choice Based Lettings Partnership – Tees Valley Common Allocation Policy, 2008

¹² Planning Policy Statement 3: Housing, CLG (2006)

standards as defined by the Building Research Establishment Environmental Assessment Method (BREEAM).

- 3.34 Greater use of Modern Methods of Construction (MMC) is also a clearly stated objective of the RHS. It identifies a number of important benefits of MMC including reduction in the need for large numbers of highly skilled operatives to deliver schemes, shorter build programmes and reduced costs.
- 3.35 New and replacement housing in Middlesbrough will be expected to be of high quality design and specification. Developers will be encouraged to pay significant attention to energy efficiency and minimising carbon emissions.
- 3.36 The Council has a long tradition of applying Secured by Design principles to minimise crime and the fear of crime by creating safe and secure housing and environments. New and replacement housing proposals will need to demonstrate careful consideration of issues such as street layout, lighting, through routes, communal areas and car parking.
- 3.37 A number of RSLs in the Tees Valley have already used MMC. With its sub-regional local authority partners, Middlesbrough Council will encourage the private and social housing sector to adopt MMC wherever possible in order to drive down construction costs and increase the pace of new development.
- 3.38 The developments described in the following paragraphs provide tangible evidence that Middlesbrough Council is already providing quality and choice. The Council will seek to work with its partners to build upon current activity in this area in order to deliver the objectives described in this chapter of the Housing Strategy. More information on each scheme can be found through the contact details and links in Appendix 2.

Greater Middlehaven

- 3.39 Greater Middlehaven is a 250-acre development in central Middlesbrough which will see £500 million of public and private investment to deliver the innovative and futuristic Alsop Masterplan. It demonstrates the commitment of the Council and its partners to achieving the high quality architectural design and environmental standards. It will be the biggest carbon neutral development in the UK and will provide up to 3,000 new jobs and over 2,400 homes will be built over the next 20 years. This will include a proportion of affordable homes and the town's first units through English Partnerships' First-time Buyer's Initiative. In addition to the provision of new homes, there will be 800,000 square feet of commercial office development. Proposals for the site also include a hotel, bars and restaurants and development of Middlesbrough College's new home is well under way. The development will also revitalise the town's historic Queens Square through the development of a centre for creative industries.

Hemlington Grange

- 3.40 Hemlington Grange provides an opportunity to create a high quality mixed-use development including approximately 800 new homes. It is intended that the development of the site will maximise its environmental and landscape features. There is also an opportunity to enhance the environmental value of the site through the creation of green corridors, tree planting and linkages with

surrounding areas. In order to ensure that the development contributes fully to stemming population decline it is important that the highest quality development is achieved. Another important consideration will be the integration with the existing Hemlington community and maximising the potential to assist with the regeneration of the wider area.

Parkside Gardens (formerly Middlesbrough General Hospital) – Barratt Homes and Tees Valley Housing Group

- 3.41 Parkside Gardens is a major development close to Middlesbrough town centre, which will provide over 300 new homes, including houses and apartments for sale, shared ownership and rent.

Acklam Green (formerly Central Whinney Banks) – West Middlesbrough Neighbourhood Trust, Bellway Homes and Tees valley Housing Group

- 3.42 Acklam Green is well under way and will provide more than 450 two, three and four-bedroom homes including 100 for rent, including homes designed for the elderly and those with disabilities. A new parkland area, cycleways and a health and community centre will be integral to the success of the scheme.

Trinity Crescent, North Ormesby – Haslam Homes and Tees Valley Housing group

- 3.43 To make way for 150 new homes at Trinity Crescent (110 for sale and 40 to rent) 275 low demand houses and flats have been demolished. The new development, with its emphasis on quality, modern, urban design includes a new medical village, neighbourhood nursery and community centre, along with major improvements to the neighbourhood's popular market square.

Extra Care for older people - Pennyman House, North Ormesby – Tees Valley Housing Group

- 3.44 The town's first purpose-built extra care scheme for older people provides 42 apartments for rent in North Ormesby. Opened in May 2007 it was soon fully occupied, is having a major impact on the quality of life of older people with care and support needs, and has a waiting list.

Marton, Kirby and Longlands Colleges – Taylor Woodrow and Home Housing Group

- 3.45 Once Middlesbrough College has re-located to its new home in Middlehaven its former sites will be re-developed to create more than 500 homes, the majority of which will be for sale. The schemes will also include special needs bungalows and houses for rent and shared ownership. The College worked closely with the Council to ensure that the development brief for each site emphasised high quality design principles.

Eton Gardens and Linthorpe Gardens, Linthorpe – Miller Homes and Home Housing Group

- 3.46 A new development of 84 two bedroom apartments in 10 individual blocks for sale and affordable shared ownership. Another with 65 two, three and four

bedroom terraced and detached houses for sale, including affordable shared ownership.

STRATEGIC PRIORITIES

- 3.47 To deliver the objectives described in this chapter of the Housing Strategy Middlesbrough Council has prioritised the actions listed in Table 9 below. A more detailed Implementation Plan is provided in Chapter 6.

Table 9: Priority actions to provide quality and choice.

1	Seek to enable the provision of affordable housing where there is evidence of need.
2	Implement a Tees Valley Sub-Regional CBL scheme to include shared ownership, social and private rented homes.
3	Agree sub-regional Housing Corporation protocol.
4	Regularly update the Local Housing Assessment (affordable housing model).
5	Complete Strategic Housing Market Assessment.
6	Develop the approach to section 106 planning agreements to procure affordable housing to meet identified need (complete an affordable housing SPD).
7	Work with the private sector and other housing providers at pre-application stage to deliver well designed and energy efficient housing.
8	Commission a study on the future supply of student accommodation