

7 REVITALISING THE HOUSING MARKET

INTRODUCTION

7.1 Delivering sufficient additional new homes in Middlesbrough is central to achieving the Core Strategy's spatial vision of a wide range of housing opportunities in sustainable communities. It will be essential to Middlesbrough's future economic prosperity, and of the Tees Valley city region, that these homes are provided in a variety of locations which offer a wide choice of high quality housing in terms of style, size and tenure, in order to meet the needs and aspirations of current residents and future migrants. New housing needs to complement the comprehensive package of measures proposed to restructure the housing market, including the selective demolition of housing that no longer meets modern aspirations, improvements to existing dwellings and to the environment. The introduction of these measures across the Tees Valley will need to be co-ordinated to ensure that the problems associated with market failure and a declining population are addressed adequately to the benefit of the success of the city region.

HOUSING REQUIREMENTS

7.2 The level of housing that can be built in Middlesbrough will be determined by the RSS and the Council is pursuing increased housing numbers through the RSS process. This is supported through responses to the Issues and Options

consultation where over 60% of respondents felt that Middlesbrough's housing requirement to 2011 should be 300 or more net additional dwellings per year.

7.3 The draft RSS identifies a requirement of 5,800 dwellings for Middlesbrough for the period 2004 to 2011. This is a net figure and does not take into account proposed demolitions. Table 7.1, below, identifies the gross housing requirement once demolitions have been taken into consideration.

7.4 The Council will regularly monitor the number of dwellings granted planning permission and the number of dwellings demolished. Development will not be allowed if it would lead to the housing requirement in the Regional Spatial Strategy (with an allowance for replacement of demolitions) being significantly exceeded or regional recycling targets for the development of previously developed land not being met.

7.5 The demolitions figures allow for only 80% of those dwellings cleared to be replaced. This represents the proportion of dwellings that are occupied at the time that the clearance programme is identified. Demolitions for the first phase, 2004 to 2011, can be identified with a degree of certainty. It is not possible, however, to identify with the same level of certainty demolitions for the remaining phases. These figures have been estimated having regard to the best information available at the time.

Table 7.1 **GROSS HOUSING REQUIREMENT 2004-2011**

	2004-2011	2011-2016	2016-2021	TOTAL
Draft RSS net	2,100	1,850	1,850	5,800
Completions	-207	-	-	-207
Demolitions	+1,789	+622	+80	+2,491
Gross requirement	3,682	2,472	1,930	8,084

HOUSING STRATEGY

- 7.6 Middlesbrough is a borough with significant housing challenges, inter alia:
- a declining population and longstanding trends of out migration to neighbouring areas;
 - neighbourhoods with an unbalanced housing stock and housing markets that, despite rises, have not kept pace with the region or UK as a whole;
 - major challenges around the future of older housing and areas of social housing decline;
 - a significant emerging pipeline of development and regeneration opportunities; and
 - a developer-driven demand for development of flats and apartments when the market is untested and aspirations research suggests demand is for more traditional accommodation.
- 7.7 In shaping this strategy, it must be recognised that significant progress has already been made in defining the shape of the approach, through the development of a series of ambitious proposals and projects for transforming the housing opportunities in many neighbourhoods. It is not a case of starting from scratch. However, this borough-wide strategy does provide the opportunity to draw the strands together, set them in context and help determine future priorities. The LDF therefore seeks to co-ordinate the successful restructuring of Middlesbrough's housing market through the housing strategy. This identifies character areas of the town for particular forms of housing development and investment, whilst protecting the environmental character of existing buoyant market areas. The strategy reflects the Council's development priorities as set out in policy CS1 and is derived from the Housing Regeneration Strategy (2006).
- 7.8 The neighbourhoods identified in this strategy reflect the significant differences that exist in the town, each offering different opportunities and challenges. North Middlesbrough, including Middlehaven and the town centre, provides the opportunity to deliver the environmental and market change necessary to support a high quality city-style urban/waterfront living. This will provide an important strand in the strategy to address population decline and foster growth in economic prosperity.
- 7.9 The emphasis in the inner urban areas will be upon restructuring and improving the housing market to deliver vibrant urban living and the creation of sustainable communities. These are areas where demand and sustainability are considered to be most fragile. The majority of properties are pre-war terraced houses, with the population being among some of the poorest and deprived in the area.
- 7.10 West and south Middlesbrough contain some of the town's most affluent and sought after residential locations. Even in these areas there are pockets of housing in need of improvement. The overall strategy here is to focus on consolidating the success of neighbourhoods and managing the transition into maturity, including addressing some problems of peripherality and less popular housing types.
- 7.11 East Middlesbrough is an area of largely social housing, generally uniform in terms of tenure and house type, but pocketed with right-to-buy homes and some alternative property types. Demand in this typology is regarded as holding up, but with higher levels of vacancy than in other areas of social housing, and with some significant underlying socio-economic problems that threaten long-term sustainability, even if current social housing demand remains reasonable. There are limited housing opportunities for those with higher incomes. The strategy in these areas is to direct regeneration activity and investment in social housing, and further diversification of the housing stock to create a more sustainable community.
- 7.12 The last area identified is Greater Hemlington. Hemlington itself is an area where social housing predominates but is balanced by a sizeable proportion of private stock. Socio-economic circumstances are mixed, with some areas experiencing significant problems. This area also contains Hemlington Grange. The strategy here is to provide new housing that meets the aspirational needs of the population of Middlesbrough, and which is integrated with the regeneration of the existing Hemlington Estate.
- 7.13 Taken together, the strategies for the individual neighbourhoods will help to deliver the balanced



housing market needed to achieve many of the spatial objectives and vision identified in this Core Strategy. The SA/SEA of the Issues and Options Report gives strong support to this strategy approach of regenerating older housing areas with some greenfield development to support population growth.

POLICY CS9 HOUSING STRATEGY

The housing requirements of the Regional Spatial Strategy will be provided in locations that are in general accordance with the development priorities identified in policy CS1. The strategic locations for meeting this requirement, and their phasing, are as follows:

	2004-2011	2011-2016	2016-2021
Commitments (at 31 March 2006)	2,020	76	-
Housing allocations – strategic locations	1,388 ¹	2,300	1,410
Greater Middlehaven	500	1,015	1,265
Greater Hemlington	290	375	145
Inner Middlesbrough/Grove Hill	598	910	-
Housing allocations – other locations	694	496	140
Building schools for the future sites	-	250	100
Total dwellings	4,102	3,122	1,650

(all figures are gross additions to the dwelling stock)

The Council will work with partner organisations to ensure that the above housing requirements are provided in a manner that delivers a balanced and sustainable housing stock to meet the current and future needs of the population. This will be achieved through:

- a supporting housing market restructuring and resisting those proposals that will prejudice its delivery;
- b increasing the supply of housing to meet the aspirations of the economically active population;
- c focusing investment and remodelling to transform areas of less popular housing stock;
- d providing a wider range of housing types including more higher value dwellings and city-style urban living; and
- e consolidating and building upon the success of popular neighbourhoods.

¹ 766 units at phase 1 Middlehaven have outline permission and are actually commitments. For clarity, these units have been shown in strategic allocations.



POLICY CS9 HOUSING STRATEGY (continued)

This translates into the following strategy for different neighbourhoods/areas.

Greater Middlehaven

- creation of a high quality waterfront residential development;
- creation of a city-style living environment; and
- high density residential development such as apartments and town houses.

Town Centre

- creation of a high quality environment to assist in establishing city-style living, and
- high density residential development such as apartments and town houses.

Inner Middlesbrough Older Housing and Grove Hill areas

- new housing to meet aspirational needs and create a sustainable and balanced mix of housing;
- housing and environmental improvements;
- where necessary, to support the creation of a balanced housing stock, the selected demolition of terraced properties;
- the implementation of a toolkit of neighbourhood management, private landlord licensing and other initiatives; and
- apartments will not be allowed unless they are part of a larger scheme and required to create a sustainable mixed community.

West and South Middlesbrough

- maintain the quality of life through protecting existing high environmental quality of the areas;

- within the Whinney Banks area - new housing to meet aspirations and create a sustainable and balanced mix of housing;
- selective increase in housing density around transport nodes;
- any new development should be of a high quality and density appropriate to the location; and
- apartments will not be allowed unless they are part of a larger scheme and required to create a sustainable mixed community.

East Middlesbrough

- invest in sustainable social stock;
- diversify tenure and mix to create a more balanced housing stock;
- selective increase in housing density around transport nodes; and
- apartments will not be allowed unless they are part of a larger scheme and required to create a sustainable mixed community.

Greater Hemlington

- new housing to meet aspirational needs and create a sustainable and balanced mix of housing;
- creation of a sustainable urban extension of high value, high quality, mix, type and tenure housing; and
- apartments will not be allowed unless they are part of a larger scheme and required to create a sustainable mixed community.

Proposals for residential development that do not support this strategy will not be allowed.

REPLACEMENT DWELLINGS

7.14 Delivery of a balanced housing stock requires there to be some clearance and redevelopment of properties in those areas where the market has failed and there is an oversupply of certain types of dwellings. Not all of the properties cleared as a result of regeneration activities will be long-term vacancies. A priority of any clearance and redevelopment scheme will be to find suitable alternative accommodation for occupiers of those properties to be cleared. Some will find suitable accommodation that meets their needs from within the existing market, others however will not. It will be necessary to ensure for those unable to find suitable alternatives that new developments, as they come on stream, contain an element of affordable housing of the right size and type to meet their needs. As part of the work on preparing area frameworks for these renewal areas, the Council and partner organisations will be able to build up a detailed picture of residents housing requirements. This will be used to negotiate an appropriate element of replacement dwellings when applications for residential development come forward.



Improved environment in housing areas

POLICY CS10 REPLACEMENT DWELLINGS

To support the regeneration priorities identified in policy CS1 the Council will work with partner organisations, including the local community, developers and RSLs to identify opportunities to provide replacement dwellings for those residents displaced by clearance activities. Proposals for residential development on unallocated sites will be expected to include an element of housing to accommodate this need.

The level of this need, and the housing mix required to meet it, will be identified in pre-application discussions with the Council.

AFFORDABLE HOUSING

7.15 Despite having a large amount of affordable general market housing, there is a lack of high quality affordable housing in Middlesbrough. Most affordable housing is located in areas of high abandonment and poor quality housing. Achieving

a good supply of high quality affordable housing will be important to provide housing choice for families affected by the Council's proposals for selective demolition in inner Middlesbrough and to contribute to the achievement of balanced communities.

POLICY CS11 AFFORDABLE HOUSING

The Council will work with partner organisations to ensure there is an adequate supply of good quality affordable housing distributed throughout the town. This will be achieved by having regard to an up to date housing market assessment and:

- a requiring the provision of affordable housing to meet the relocation requirements arising from housing market renewal (see also policy CS10);
- b requiring affordable housing that meets local needs, the elderly and other special needs groups, in those areas where there is a significant affordability gap, and limited supply of affordable housing; and
- c limiting 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.



Modern family housing, Hemlington

Gypsy and travelling show people

7.16 Middlesbrough has a small gypsy community at Metz Bridge and a site for travelling show people in North Ormesby. The Regeneration DPD safeguards these two sites for these uses, unless a suitable alternative site can be provided.



POLICY CS12 GYPSY AND TRAVELLING SHOW PEOPLE SITES

Proposals for development of alternative uses of the existing gypsy site at Metz Bridge, or the existing travelling show people (members of the Showmen's Guild of Great Britain) site at North Ormesby will not be permitted unless the Council is satisfied that there is no longer a local need for the provision, or an alternative site can be provided, that:

- a is not beyond the limit to development or within a green wedge or in an area identified as protected open space;
- b is conveniently located for access to schools, shops and other local facilities;
- c has no significant detrimental impact upon residential amenity;
- d is landscaped and screened to provide privacy and maintain visual amenity;
- e has suitable highway access; and
- f where parking provision in accordance with adopted standards can be provided.

ALTERNATIVE OPTIONS

7.17 The following options were considered but rejected:

Identify specific sites for replacement dwellings

It is not appropriate for the Core Strategy to identify specific sites, this will be addressed in the Regeneration DPD. The nature of clearance programmes makes it difficult to identify which sites will be needed and when. It is perhaps more appropriate to assess all sites as they come forward. All developments will be required to support the delivery of the priorities expressed in policy CS1.

Leave it to the market to provide the required housing

This option would be unlikely to deliver a mix of housing types and tenures on smaller sites.

A policy setting out what percentage of new housing should consist of housing in short supply

This option would be overly restrictive and could lead to a standardised mix of development and would be unresponsive to changing needs.

All new housing sites to be developed at 30 dwellings/hectare

This option would prevent the council from rebalancing its housing portfolio and limit the choice of more spacious upper end of the market homes set in a high quality environment. Without such homes, out migration of high income households is likely to continue.

Leave it to the market to provide the required housing

If this option were chosen it is likely that only a minimal amount of affordable housing would be provided. Furthermore, it is unlikely that any affordable housing would be provided in the more expensive areas of town where affordability problems are most severe. Only 21% of respondents to the Issues & Options Report felt that this was the most appropriate option.