

Middlesbrough Local Plan Review



issues paper Nov 2016

contents

introduction	3
the Local Plan review	4
duty to cooperate	8
setting the strategy	10
population growth and housing	13
economic growth	16
role of the town centre	19
infrastructure delivery	23
green infrastructure	26
historic environment	29

introduction

Introduction

Middlesbrough Council formally adopted its Housing Local Plan in November 2014, in doing so it became one of the first in the North East to have a National Planning Policy Framework (NPPF) housing compliant Local Plan in place. The implementation of this plan has allowed the Council to successfully deliver significant levels of housing growth to support its aspirations. On the back of this success it is now proposed to review the Middlesbrough Local Plan. This will ensure that the Council will have an up to date, comprehensive and fully NPPF compliant Local Plan enabling the Council to drive forward both housing and economic growth, and to deliver quality places attractive to both people to live in and for employers to locate their businesses.

Scope of the review

This review will cover issues such as housing, the economy and employment, retail, leisure, the town centre, natural and the historic environment, infrastructure and housing needs of gypsies and travellers.

Middlesbrough Local Plan

The Council as Local Planning Authority is required to prepare a development plan for Middlesbrough covering a 15-year period. The Middlesbrough Local Plan is the current spatial planning framework for the town. Planning decisions on development are made in accordance with the development plan unless material considerations indicate otherwise.

The Local Plan comprises a portfolio of documents known as Local Development Documents (LDDs). These include:

- a Local Development Scheme (LDS);
- Development Plan Documents (DPDs) – independently examined by a Planning Inspector;
- a Proposals Map - independently examined by a Planning Inspector;
- Supplementary Planning Documents (SPDs);
- a Statement of Community Involvement (SCI); and

- an Annual Monitoring Report (AMR).

The current development plan for Middlesbrough comprises of the following documents:

Further information on the other documents

Housing Local Plan	November 2014
Core Strategy	February 2008
Regeneration DPD	February 2009
Minerals and Waste Core Strategy	September 2011
Minerals and Waste DPD	September 2011
Middlesbrough Local Plan saved policies	August 1999

contained in the Middlesbrough Local Plan can be found in the LDS. This is available on the Planning Services pages of the Council's website at www.middlesbrough.gov.uk

the Local Plan review

The preparation of this review is required for the following reasons:

- i. there is a need to update the Council's planning strategy on a number of key issues such as the housing, economy, town centre and the natural and historic environment;
- ii. previous documents, particularly the saved policies in the Middlesbrough Local Plan (1999), are significantly out of date and do not comply with national policy for example the NPPF and lack clarity to guide development. Such an outdated policy framework can leave the Council open to challenge;
- iii. whilst the Housing Local Plan was only adopted in November 2014 (based upon assumptions from 2012) it is considered the most efficient use of resources and appropriate to commence the review now. The reasons for this are threefold:
 - it enables housing issues to be considered alongside all other matters allowing for a comprehensive and holistic strategy to be developed ensuring full consideration is given to those issues that both influence the provision of housing, and upon which housing delivery impacts;
- iv. changes to Government policy incorporated within the Housing and Planning Act;
 - if a review of housing is not undertaken until after the other aspects of the plan are completed the housing elements of the Local Plan will not be reconsidered and/or adopted until 2020 at the earliest. By which time these elements of the plan will be considered to be significantly out of date; and,
 - the Government is proposing significant changes to the way in which housing is addressed through the planning system. These matters need to be addressed now. Failure to do so could cause the Council significant problems in its ability to respond to the needs of the population and deliver housing.
- v. changes incorporated within the Housing and Planning Act introduce a limited third party right of appeal against where decisions are made (either refusal or approval) in accordance with an out of date plan, parts of Middlesbrough's Local Plan date back to 1999;
- vi. to provide a robust strategy/policy framework for making decisions on planning applications going forward, supporting future investment, and to ensure the Council is not open to challenge and liable for costs in relation to planning appeals;
- vii. a key recommendation of the Inspector in approving the Housing Local Plan was that the Council commits to an early review of the policies for gypsies and travellers such a review needs to be completed by 2017;
- viii. to address playing field issues associated with development of existing facilities with housing development, a key issue for Sport England raised during the preparation of the Housing Local Plan;

- ix. to address the lack of a positive strategy for the historic environment, the lack of which is a significant concern for Historic England raised during the preparation of the Housing Local Plan;
- x. to address the health agenda through policy for example the number of takeaways etc. within the Town Centre and local centres; and,
- xi. to provide an opportunity to use the strategy contained within the Plan for funding bids going forward for example from the Environment Agency and the Heritage Lottery Fund.

The review provides an opportunity to support the Council's strategic ambitions by setting down in policy the Council's vision and strategy for Middlesbrough over the next 10-15 years. The review will support the aspirations of the Mayor's Vision for Middlesbrough and the Outcome Delivery Plans of the Council particularly Outcome 1 Economic Development. The review of the Local Plan will provide certainty regarding planning permission for developers looking to invest in the town centre or employment areas promoting economic growth. To date the certainty secured

by the Housing Local Plan has seen unprecedented levels of housing development, to date almost 2100 dwellings have been built (against a target of 1200). This has in turn seen significant increases in Council Tax levels and New Homes Bonus. It is imperative that the same certainty is now provided to those wishing to invest in the towns retail and employment schemes, and that the momentum gained from the Housing Local Plan is not lost.

During the course of preparing the Housing Local Plan the Council had to make a number of commitments to statutory bodies, that other elements of the Plan would be reviewed as soon as possible after the Housing Local Plan had been adopted. This guarantee was required to ensure that they did not object to the Plan and that the Council could secure its housing aspirations. As stated above this approach has been successful in achieving high levels of housing growth. If however the Council does not act upon this now there is still the possibility that they will frustrate development as sites come forward, key to these were Sport England and Historic England.

Parts of the current policy framework are significantly out of date and little weight can be

attached to them in planning decisions. A review would update the planning framework in terms of the Council's future strategy for the town and would also allow the Plan to be brought up to date in light of important changes to Government policy for example the introduction of the NPPF which is more pro-development than the previous guidance. An up to date plan would provide certainty for developers in terms of securing planning permission. One concern for potential investors is the risk around securing planning permission and it is a key factor when looking for sites to invest in. An up to date plan significantly de-risks this for investors.

A key consideration is the changes to be introduced as part of the Planning and Housing Act. Under the changes if a local planning authority approves an application and the relevant Local Plan is out of date then certain interested parties can appeal that decision to the Secretary of State. Whilst there is still detail to be published as to what this means and how it will work in practice, it could potentially be used to frustrate and delay development. Of particular concern are environmental and historic policies which have not been reviewed since the Middlesbrough Local Plan was adopted in 1999.

Issues report

This Issues Report is the first stage in the review process. The purpose of this report is to gather views from the public and stakeholders on the issues that need to be addressed in the Local Plan. This report sets out the questions on the key issues that we need to answer in order to prepare the Plan, your views are welcomed on these and other topic areas not covered in the report.

The Local Plan review will take into account national planning policy and other Middlesbrough based policy documents including the Mayor's Vision for Middlesbrough.

The report is structured around a series of themes. These themes are:

- Setting the strategy
- Population and housing growth
- Economic growth
- Role of the town centre
- Infrastructure delivery
- green infrastructure
- Historic environment

Each theme is broken down into three sections

- **Strategic context**—providing national, Tees Valley, and local policy context within which the theme needs to be considered.
- **Matters to be addressed**—setting out the key issues that need to be addressed in the Local Plan. This is not intended to be an exhaustive list of the matters that will appear in the final Local Plan.
- **Key questions**—identifies a series of questions which we need to examine and seek answers in order to develop the Local Plan.

Comments provided at this stage will be analysed and used to prepare the preferred options report.

Next steps

There are a number of stages in undertaking this review. These include those listed below but are also set out in figure 1:

- a) evidence gathering to establish an evidence base;
- b) identification of issues;
- c) preferred options;
- d) publication;
- e) submission; and,
- f) adoption.

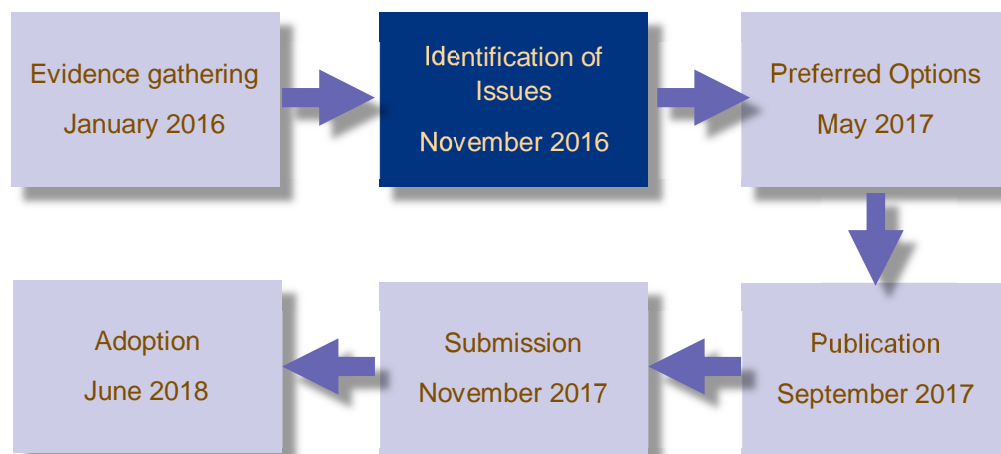


Fig 1 Local Plan preparation process

This is a challenging timetable and if all goes according to plan, to fulfil the statutory processes it will take two years before the revised Local Plan will be adopted.

Supporting documents

The Issues Report is supported by a Sustainability Appraisal Scoping Report and Strategic Environment Assessment required by EU Directive EC/2001/42. The Sustainability Appraisal is a process through which the sustainability of a plan under preparation is assessed. The Scoping report along with the 10 sustainability objectives identified in the Scoping report will be used to appraise further stages of the review.

Consultation

Consultation on the Issues report and the accompanying Sustainability Appraisal Scoping Report will provisionally take place from x to x. Consultation will be undertaken in line with the process set down in the SCI. This will involve the Issues Report being available in the Civic Centre, Council libraries and community hubs and on the Planning Services pages of the Council's website www.middlesbrough.gov.uk

Comments can be made by email to:

planningpolicy@middlesbrough.gov.uk

on the Council's consultation portal or can be sent in writing to:

Planning Policy Team
Planning Services
Middlesbrough Council
PO Box 504
Civic Centre
Middlesbrough
TS1 9FY

duty to cooperate

Introduction

The duty to cooperate is a legal requirement of the Localism Act (2011). This requires Local Planning Authorities (LPAs) and other prescribed bodies to co-operate on strategic matters to maximise effectiveness in preparing Local Plans. The duty to cooperate applies to LPAs, National Park authorities and County Councils and to other public bodies.

The public bodies relevant to Middlesbrough are:

- Environment Agency
- Historic England
- Natural England
- Civil Aviation Authority
- Homes and Communities Agency
- South Tees Clinical Commissioning Group
- Office of Rail Regulation
- Highway Authorities
- Highways England
- Marine Management Organisation

In addition Local Enterprise Partnerships and Local Nature Partnerships should work collaboratively with LPAs on strategic planning priorities.

The duty to cooperate relates to the following strategic matters:

- Sustainable development or use of land that would have a significant impact on at least two local planning areas or a matter that falls within the remit of a county council
- Requires councils to set out planning policies to address such issues
- Requires councils and public bodies engage to 'engage constructively actively and on an ongoing basis'
- Requires councils to consider a joint approach to plan making.
- issues that cross administrative boundaries particularly
 - planning for new homes and jobs;
 - the provision of retail, leisure and commercial development;

- the provision of infrastructure for transport and utilities,
- the provision of health, security, community and cultural infrastructure and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment.

Geographical context

Middlesbrough is located within the Tees Valley within the North East of England and has a population of 138,400 (2011 Census). It has boundaries with three local authorities Stockton to the west, Redcar and Cleveland to the east and Hambleton and North Yorkshire County Council to the south (see plan below). The Tees Valley (Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton) has often been described as an area with a polycentric settlement pattern, with no one particularly dominant centre.

At its core however is the urban area of Stockton-Middlesbrough. Middlesbrough is the most

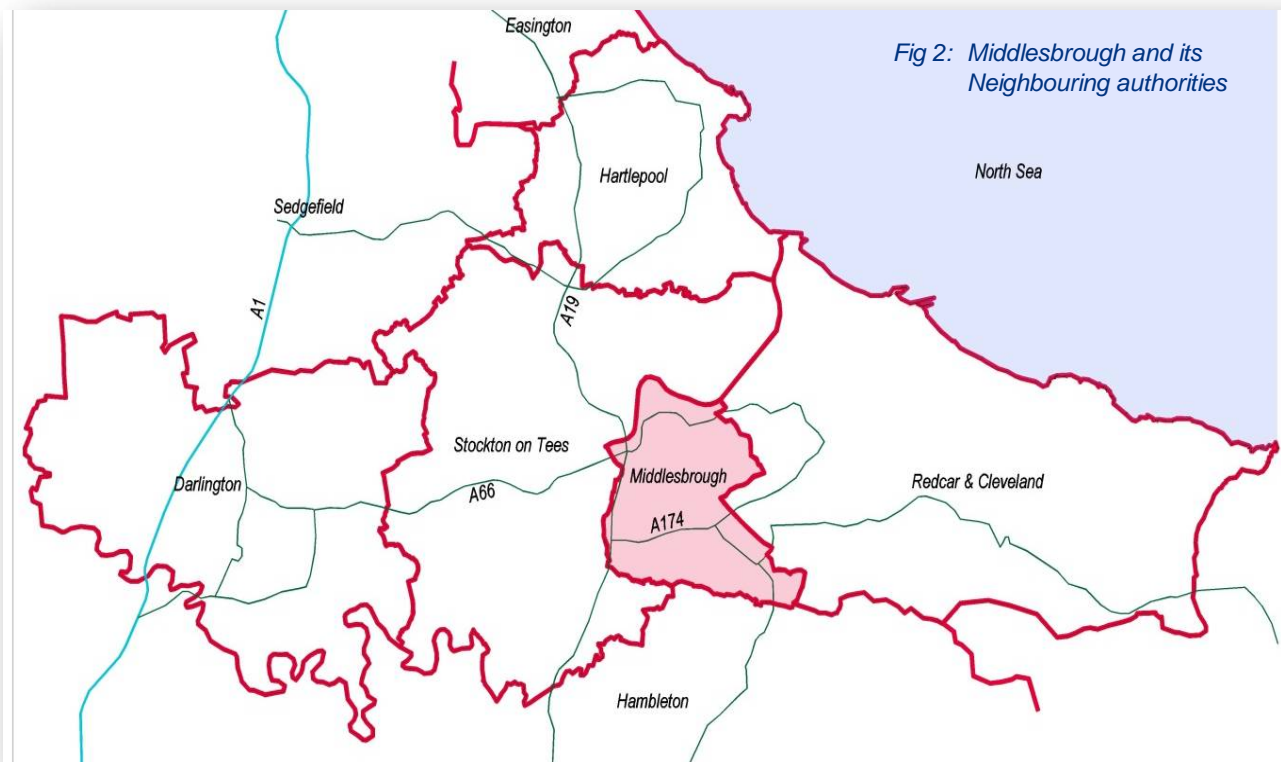


Fig 2: Middlesbrough and its Neighbouring authorities

urbanised of the five authorities with development up to the boundaries with its neighbours to the north, east and west.

Preparing the Local Plan

The duty to cooperate affects Middlesbrough in the following ways:

- Working with neighbours to identify and address strategic cross boundary issues;
- Developing an evidence base to support the plan, and,

- Working with other public and private sector bodies and utility and infrastructure providers.

The following strategic and cross boundary issues have been identified forward. Discussions are already underway with our neighbours and other duty to cooperate bodies.

- **Population and housing** – How much housing is needed.
- **Economic Growth particularly** - Supporting economic growth aspirations, the level of economic growth and key employment sectors.
- **Town Centre** – the future of the town centre.
- **Infrastructure** - What infrastructure do we need to provide to meet economic growth aspirations.
- **Green Infrastructure** - Role of green infrastructure in place making and creation of sustainable communities.
- **Historic Environment** - the need for a positive strategy for the historic environment.

setting the strategy

Introduction

The current Local Plan is based upon a strategy of stemming outward migration and increasing the amount of family housing in high quality neighbourhoods. This strategy is seen as supporting and promoting economic growth and thereby creating local job opportunities and assisting with raising educational attainment.

Going forward we need to consider what strategy the Local Plan needs to follow. In setting this strategy we need to consider a number of factors and key policy documents. The Local Plan needs to be prepared within the context of national legislation and importantly the NPPF. The Government sets out a national strategy of economic growth a cornerstone of which is increasing levels of housebuilding and opportunities for home ownership. They want Local Plans to positively seek opportunities to meet development needs of their areas.

In Middlesbrough, a key consideration is the Mayor's Vision for Middlesbrough 2025- Fairer, Safer, Stronger. The Local Plan will provide a tool/ mechanism for facilitating and enabling the

achievement of its aspirations. It is important therefore that this Plan is closely aligned with the Mayor's Vision. It provides an opportunity for providing a land use framework for delivering the Vision, and also provides an opportunity for considering how it can be delivered within the context of the national agenda and legislative requirements.

National Planning Policy Framework (NPPF)

The NPPF provides the national framework within which planning operates, and how the Government's planning agenda should be delivered. It sets out a number of minimum requirements that must be delivered and contained within Local Plans. The central tenet underpinning the NPPF is one of sustainable economic growth.

Mayor's Vision

A Fairer Middlesbrough

- Fairness and reduced inequalities in income and health

- Fair access to secure, well-paid jobs and meaningful training
- Fair access to high quality homes

A Safer Middlesbrough

- Safer communities – further reducing crime and anti-social behaviour
- Safer, independent lives – ensuring our children and vulnerable adults are protected
- Safer environment – ensuring our town is cleaner and more resilient to a changing climate.

A Stronger Middlesbrough

- Strengthening and diversifying our local economy
- Strengthening our city through bold and innovative regeneration
- Strengthening our cultural sector
- Strengthening our transport links.

Middlesbrough Investment Prospectus (draft)

This document produced by the Council is based upon a strategy of achieving economic growth to support a sustainable mid term financial plan. The prospectus through targeted investment aims to:

- strengthen our status as economic heart of the Tees Valley;
- provide investors with a clear and coherent vision in which to invest;
- rebalance our commercial and retail economy;
- expand our market share of the 'White Collar' and professional services economy;
- provide quality housing, thriving communities and a quality of life of universal appeal;
- champion our modern education facilities to maximise individual skills potential, from nursery to university;
- actively support businesses delivering high-quality development, via council powers and technical expertise;
- coordinate complementary developments

which do not compete unnecessarily or distort the market; and,

- enhance Middlesbrough's business appeal, removing barriers to investment.

Tees Valley Strategic Economic Plan (TVSEP)

The TVSEP sets out the growth ambitions and priorities for the Tees Valley over the next ten years to 2026. The current version is a refresh of the 2014 document. This has been done to ensure that it includes all of the latest priorities to improve, diversify and accelerate growth in the local economy to benefit businesses and residents. The growth agenda is at the heart of both the Combined Authority's and Tees Valley Unlimited's Plan.

At the heart of the plan is an ambition to deliver 25,00 new jobs (2,500 per annum). This figure is seen as both ambitious and extremely challenging, and can only be achieved if the Tees Valley out-performs the UK growth rate.

The SEP is underpinned by two strategic themes

- The Northern Powerhouse; and
- Circular economy.

To meet its aspirations the SEP is focused around six thematic building blocks:

- Business growth
- Research, development, and innovation
- Education, employment, and skills
- Places
- Culture
- Transport and infrastructure.

The issues paper

The following section of the paper considers what an overall strategy for achieving the Mayor's Vision may look like and how it translate into the various themes to be covered by the Local Plan.

S1: How to deliver growth

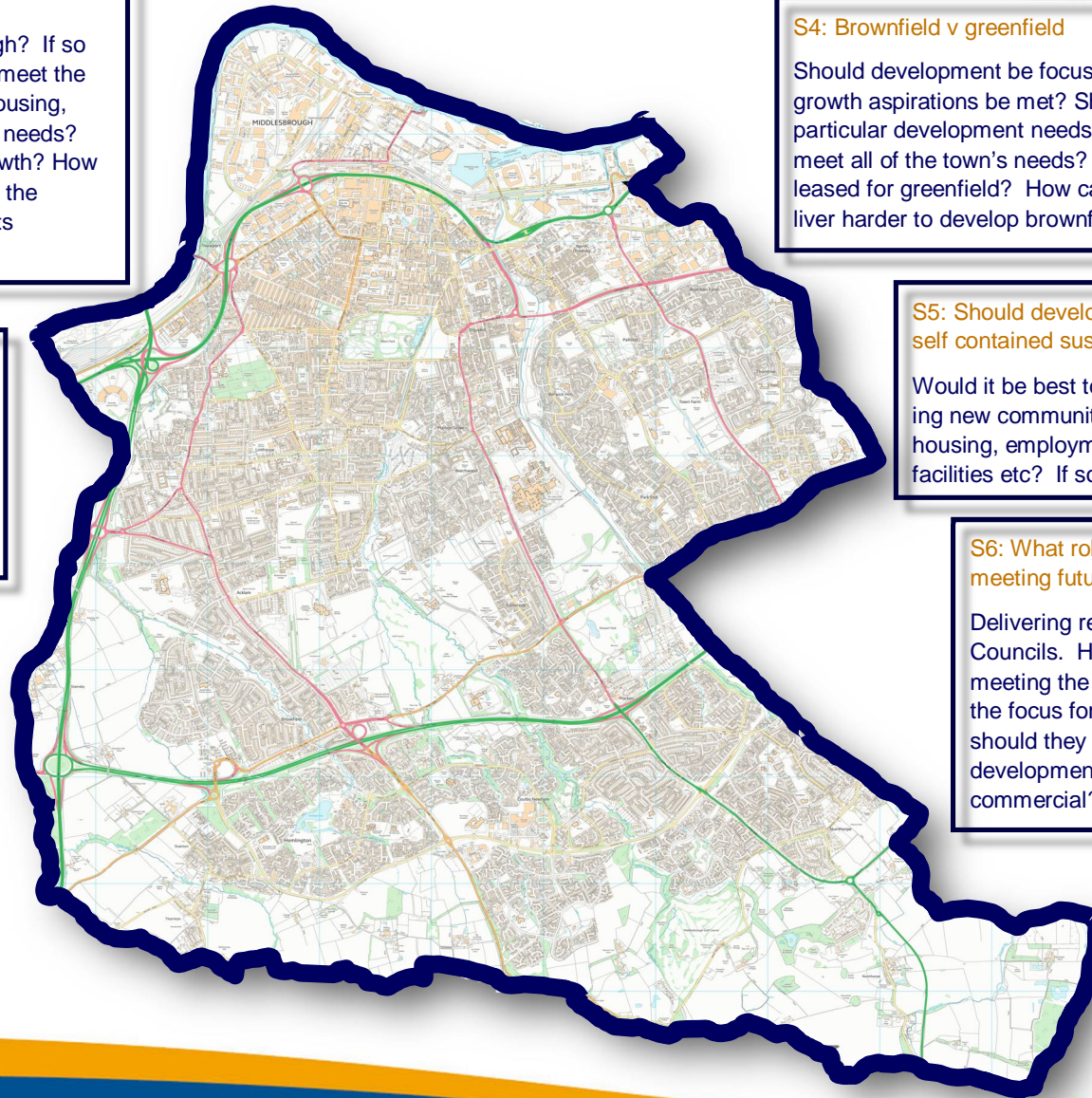
Is growth the right strategy for Middlesbrough? If so what should it look like? If not how can we meet the future needs of the population in terms of housing, jobs, education and other key infrastructure needs? And how we would deal with population growth? How can we deliver growth? How do we address the infrastructure and service needs and impacts associated with population growth?

S2: Should development be focused on greenfield locations

Should we be looking to deliver the majority of our development needs on greenfield sites? If so where? If not, what is the alternative to ensure we address the needs of our population.

S3: Should development be focused on key sites.

Opportunities for development in Middlesbrough are limited given the tight geographical boundaries of the town. Should we be focusing future development on key locations? How should such locations be chosen?



S4: Brownfield v greenfield

Should development be focused on brownfield sites? If so how will growth aspirations be met? Should brownfield sites be used to meet particular development needs? If so which? Can brownfield sites meet all of the town's needs? If not how much land should be re-released for greenfield? How can we use greenfield sites to help deliver harder to develop brownfield ones?

S5: Should development be focused on the creation of self contained sustainable communities/extensions

Would it be best to meet future housing needs by building new communities which can cater for all needs—housing, employment, schools, open space, community facilities etc? If so where?

S6: What role should regeneration sites play in meeting future needs

Delivering regeneration is a key priority of the Councils. How can they be best utilised in meeting the town's future needs? Should they be the focus for mixed used developments? Or should they be the focus of a particular type of development e.g housing, employment, education, commercial?

population growth and housing

Strategic Context

NPPF

The Government would like to see more homes being built across the UK. They require local authorities to significantly boost the supply of housing by meeting the housing needs for their area. The Government also requires that local authorities plan for a mix of housing taking account of the different needs of the community.

Mayor's Vision

- Fair access to high quality homes
- Safer, independent lives – ensuring our children and vulnerable adults are protected
- Strengthening our city through bold and innovative regeneration.

Middlesbrough Investment Prospectus (draft)

The strategy sets out that meeting the demand for additional new homes in Middlesbrough through the provision of quality housing, thriving communities and a quality of life of universal appeal is central to achieving economic prosperity.

Housing Local Plan 2014

This plans for around 7000 new homes up to 2029, this is an annual requirement of 410 new homes a year. This was based on the Council's aim to halt outmigration and to deliver population growth through natural change (as a result of higher birth rates than death rates). The Local Plan was based on a balance of housing on both greenfield and brownfield sites. Since the adoption of the Housing Local Plan in 2014 housebuilding has increased significantly with more than 1000 new homes being built.

Matters to be addressed

Going forward the Plan needs to consider how population and housing growth will be tackled. Areas that need to be addressed include:

Housing requirement

It is a requirement that as a minimum Middlesbrough meets its own housing needs. This figure is identified via what is known as HNA (housing needs assessment) taking



account of Middlesbrough's economic growth aspirations. This study has been commissioned by the Council to inform this Local Plan.

Since the Housing Local Plan was produced the Government has issued new population statistics which will need to be taken account of in the Local Plan, this new information appears to show that the population of Middlesbrough is likely to grow by around 450 people per year. The Local Plan will need to consider if the previous housing requirement for Middlesbrough is now correct or needs to be changed.

In addition to a total housing requirement the HNA will need to establish the mix and tenure of housing required to ensure that Middlesbrough meets the housing needs of its residents. Consideration will be given to whether the housing policies should specify the type and tenure of housing to be provided on site to ensure development meets housing needs or whether a more flexible market led approach is more appropriate.

Older people

The proportion of older people in Middlesbrough will increase considerably in the next few years. The Local Plan will need to address how the

housing needs of these older people are met either in their own homes or through the provision of bungalows, retirement villages and extra care facilities.

Affordable housing

Previous evidence suggested that there was a need for around 200 affordable new homes per year in Middlesbrough,. There will continue to be a need for affordable homes, and how these are delivered will be an important issue for the Plan, as will be the impact of the Starter Homes initiative on delivery.



Gypsies and Travellers

Authorities have to maintain a five year supply of deliverable sites for travellers and to identify in Local Plans a 10 year and where possible 15 year supply of sites. The Council is undertaking an assessment of this need. If additional sites are required, the Local Plan will need to identify a suitable site within Middlesbrough.

Students

Teesside University has a key part in the future economic growth of Middlesbrough. It attracts a high number of students to the town. It is important that sufficient accommodation is available in the right locations and of the right quality to meet students' aspirations and to support the growth of the University.



Self and custom build housing

Councils have to keep a register of people who would like a site for a self-build plot or custom build. They are also required to keep in mind self-build and custom build when exercising its planning and housing functions. Middlesbrough Council already releases plots for such development however the Local Plan provides an opportunity to consider how best to facilitate self and custom build housing in the future.



H1: Housing numbers

Is the current housing requirement for Middlesbrough correct or does it need to be amended? Should the figure be higher to support economic growth if so by how much? Or should it be lower? If so why? If lower how can the needs of Middlesbrough's population growth be met? What impacts will housing growth have on infrastructure needs?

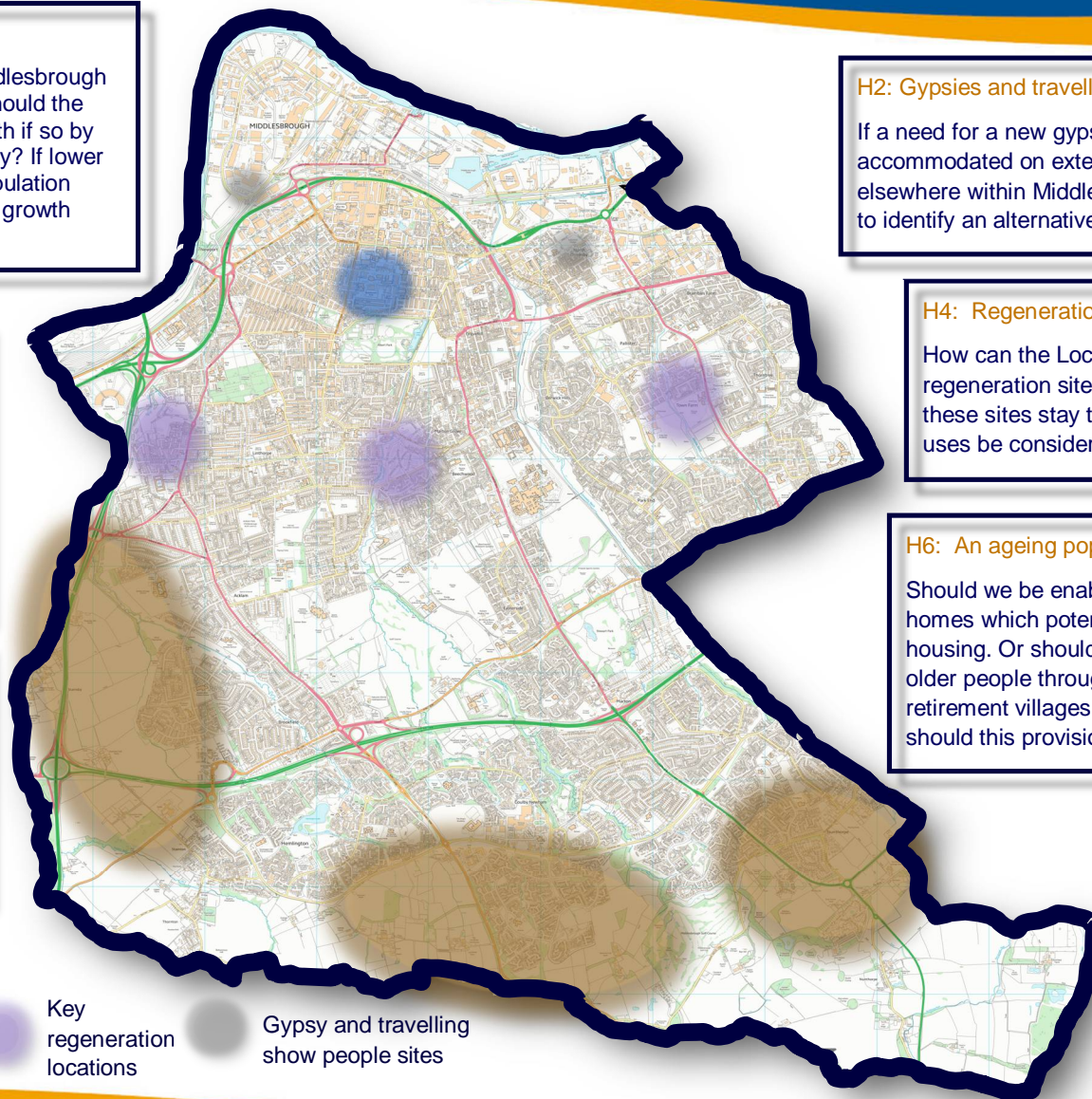
H3: Affordable housing

How should the Local Plan deliver affordable housing? Should this be located on site within developments or off site to assist the delivery of regeneration? How much and what type of affordable housing should we be delivering?

H5: Students

Should we be catering for all student growth? How should student accommodation be provided as purpose built accommodation within the town centre or dispersed throughout the town?

KEY



H2: Gypsies and travellers

If a need for a new gypsy site is identified should this be accommodated on extension or expansion of existing sites or elsewhere within Middlesbrough. What criteria should be used to identify an alternative site if required?

H4: Regeneration sites

How can the Local plan support the delivery of regeneration sites? Should the numbers or housing on these sites stay the same or be reduce? Should other uses be considered?

H6: An ageing population

Should we be enabling older people to stay in their own homes which potentially puts extra pressure on existing housing. Or should we be looking to meet the needs of older people through the provision of bungalows, retirement villages and extra care facilities? If so where should this provision be located?

H7: Self and custom build housing

How should self and custom build housing be delivered? Should this be through the allocation of small parcels of land or should it be provided as part of the development of large sites.

economic growth

Strategic Context

NPPF

to help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century. Local authorities should set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth.

Mayor's Vision

The Mayor's Vision for Middlesbrough 2025, includes a number of priorities relating to economic growth

- Fairness and reduced inequalities in income and health
- Fair access to secure, well paid jobs and meaningful training
- Strengthening and diversifying our local economy
- Strengthening our city through bold and innovation regeneration.

Tees Valley Strategic Economic Plan (TVSEP)

The TVSEP sets out a vision for Tees Valley over the next 10 years to create 25,000 new jobs and to move towards a high value, low carbon economy, diverse and inclusive economy. Key objectives of the SEP are:

- Support innovation and sector development
- Develop the workforce
- Develop and provide infrastructure
- Attract and retain wealth.

Middlesbrough investment prospectus (draft)

To increase the number, and diversity, of businesses in Middlesbrough by developing commercial workspace which will attract inward investment, support local business growth and service the market.

The strategy aims to strengthen Middlesbrough's status as the economic heart of the Tees Valley, enhancing the business appeal and supporting business, championing education facilities and expanding the market share of 'white collar' and professional services economy. Particular emphasis is placed on:

- Advanced manufacturing – research and clusters of advanced manufacturing

- Knowledge Intensive Businesses (KIBs)– increasing the densities of skilled employment
- Health – developing medical sciences services and manufacturing
- Digital – growing the digital city cluster and expanding expertise into new sectors.

Housing Local Plan 2014

The focus of the current Local Plan in terms of employment locations is at Riverside Park, East Middlesbrough Industrial Estate and at Hemlington Grange. This current strategy has delivered x jobs and over x years.

Matters to be addressed

Meeting employment needs

The Local Plan review provides an opportunity to create a strategy to deliver economic growth and meet the employment needs and aspirations of the town. This strategy will need to be flexible to meet the needs of and respond to the demands of a changing and dynamic economy. Going forward a key issue that needs to be addressed is how Middlesbrough should meet its employment needs. Middlesbrough is the natural employment, civic and commercial centre for the Tees Valley.

Its success is important to ensuring a successful Tees Valley. As a consequence we need to consider how Middlesbrough should grow and develop to best meet the aspirations of the Tees Valley as set out in the TVSEP.



This may mean that Middlesbrough will need to focus economic growth and investment on a few

key sectors. Particularly those sectors identified in the TVSEP and the investment strategy. The Local Plan will need to consider if these sectors are the right sectors to focus on in the future? Particularly important will be the role of Knowledge Intensive Businesses (KIBS) jobs in Middlesbrough which include law and finance going forward. Evidence shows that Middlesbrough town centre has the largest share of KIBs jobs in the Tees Valley however it underperforms relative to other city centres across the country. The town centre also lacks quality office accommodation.

The Local Plan needs to consider how much employment land it should plan for and in which locations? To assist in this the Council has



how should other traditional employment use B2/ B8 be addressed in the Plan? There is very little employment land remaining in locations such as Riverside Park. We may need to consider that these uses may be best located elsewhere in the Tees Valley in locations more suited to these uses. The TVSEP identifies that different parts of the Tees Valley are suited for different types of employment generation, and that sectors should be directed to where locational factors are best suited to them and where they can have the greatest impact on delivering economic growth in the sub region.

Higher education

Middlesbrough College is key in helping to address educational attainment levels in Middlesbrough particularly preparing the

commissioned a study of employment needs which should inform us how much employment land we should be planning for.

If the Local Plan strategy does focus on key sectors

town's young people for work through the provision of vocational training and further education opportunities. The University has a key role to play in the economic growth of Middlesbrough and in supporting the development of the town centre. The University has delivered significant investment over recent years, including the pedestrianisation of Southfield Road, the development of new campus heart facility and numerous campus upgrades. Over the last decade, Teesside University has invested over £350m in its campus, with a further circa £50m scheduled for the next three years. The University educates circa 20,000 students and is a major employer, having over 2,000 staff employed directly at the University. A key issue for the Local Plan to consider is the role the University and the college play in supporting economic growth in the future?



E1: Employment land

What level of economic growth and how much employment land should we plan for?

E2: Employment sectors

Should we focus on employment growth on particular sectors? If so which sectors?

E3: Employment locations

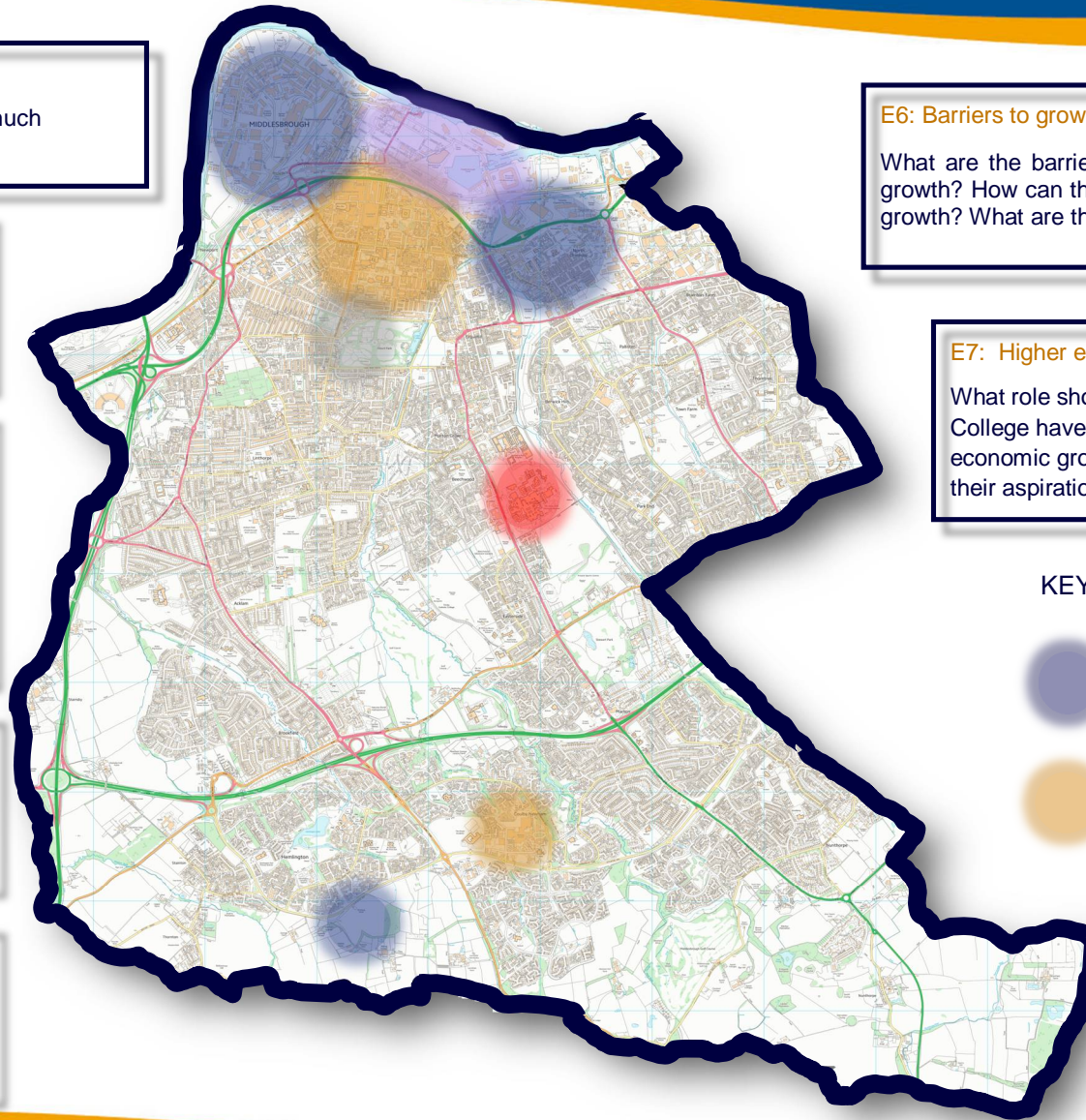
Where should we focus development needed to meet our economic growth aspirations? For example in traditional employment locations such as Riverside Park or as part of mixed communities, the Town Centre?

E4: Average wages

How can the Local Plan secure well paid jobs and meaningful training for all?

E5: Middlehaven

How can Middlehaven contribute to Middlesbrough's economic growth needs?



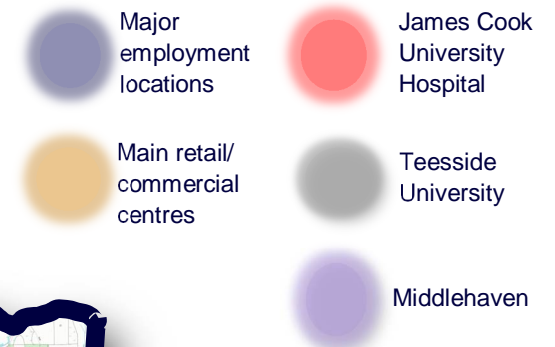
E6: Barriers to growth

What are the barriers to Middlesbrough achieving economic growth? How can the Local Plan address these, and facilitate growth? What are the infrastructure requirements?

E7: Higher education

What role should the University and Middlesbrough College have in driving forward and supporting economic growth? How can the Local Plan support their aspirations?

KEY



role of the town centre

Strategic context

NPPF

The Government want town centres to be at the heart of communities and want Local Plans to promote competitive town centres that provide customer choice while protecting their vitality and viability.

Tees Valley Strategic Economic Plan (TVSEP)

The TVSEP sets out a vision for Tees Valley over the next 10 years to create 25,000 new jobs and to move towards a high value, low carbon economy, diverse and inclusive economy. Key objectives of the SEP are:

- Support innovation and sector development
- Develop the workforce
- Develop and provide infrastructure
- Attract and retain wealth

Mayor's Vision

The Mayor's Vision for Middlesbrough 2025, includes a number of priorities relating to the town centre:

- Fair access to secure, well paid jobs and meaningful training

- Safer environment – ensuring our town is cleaner and more resilient to climate change
- Strengthening and diversifying our local economy
- Strengthening our cultural sector
- Strengthening our city through bold and innovation regeneration.

Middlesbrough Investment Prospectus (draft)

The document recognises the town centre as one of our greatest assets. Market trends in out-of-town retail centres and online shopping mean that we must rebalance our city centre offer to ensure it can prosper and grow into a thriving, modern city. Middlesbrough is focused on our ambition to restructure the economy of our city centre by increasing the proportion of commercial floorspace, relative to retail floorspace, to drive economic growth. The investment strategy recognises that a number of key sites will be important to achieving the growth of the town centre including:

- **Teesside Media and Innovation Village** - A city-scale, mixed-use property development to transform and restructure the city centre, creating an iconic regional destination for media, digital creativity, learning and leisure.

- **Middlehaven** - a mixed-use, leisure, sport and entertainment destination of national significance
- **Commercial and cultural quarter** - Creation of a Commercial and Cultural District in the heart of Middlesbrough, becoming the City Region's premier office location and a major hub for cultural and leisure activity.
- **Middlesbrough Rail Station and Historic Quarter** - Capitalising on the Rail Station's function as a strategic transport gateway for Middlesbrough City Centre and building its role as a focal point for mixed-use regeneration developments.
- **University quarter** - To develop the University Quarter, building upon the success of Teesside University and Linthorpe Road, providing high-quality educational, residential, and commercial opportunities.

Matters to be addressed

Role of the town centre

Middlesbrough town centre is the principal retail centre of the Tees Valley, and offers a wide range of high street brands to be expected in any city shopping centre or large high street. It is a primary retail destination but has suffered in recent years due to the impacts of internet shopping and out of centre retailing at Teesside Shopping Park and Cleveland Retail Park.

There are a number of key investment opportunities within the Town Centre which have an important role in driving forward economic growth. The Local Plan will need to provide a flexible policy framework to support and enable these key development opportunities.

Middlesbrough town centre has the largest share of KIBs in the Tees Valley but lags behind other city centres. There is a higher proportion of retail uses to other commercial use in Middlesbrough compared to other cities in the UK. A lack of high quality 'Grade A' office development is seen as holding back the development of KIBs and economic growth in the town. The Local Plan will need to provide a framework to allow for growth in these KIBs.

Town Centre boundary

The existing boundary is a wide one to provide opportunities for retail expansion. Economic circumstances have changed and now is the time to review it to better reflect the needs of the town going forward.



House of Fraser. The challenge for the Local Plan is to put a planning framework in place to support the continued vitality and viability of this retail core.

Baker and Bedford Street

In recent years the town centre has been reinvigorated through the Bedford and Baker Street redevelopment schemes, transforming them from semi-redundant residential streets into a haven for independent traders with micro-pubs, eateries and shops. The Orange Pip Market, a high quality food market on Baker Street, launched in May 2016 further adding to the vitality

Retail Core

The retail Core of the town centre is based around four main shopping centres and a number of key anchor stores including Marks and Spencer, Debenhams and

of the area. The Local Plan will need to consider how it can support the continued growth of this area.

Linthorpe Road

Linthorpe Road has long been seen as a secondary retail area and extension to the town centre. It creates links between the town centre and the University, and further south to Albert Park. Much of Linthorpe Road has improved in recent years with new high quality restaurants and retail offer. The Local Plan will need to consider the future role of this area, and what uses the area should focus on in the next few years.

Albert Road/ Station area

Middlesbrough is the busiest non-mainline rail station in the North East, with 1.5 million passengers per annum. To fulfil its role as a key gateway to the Tees Valley, the station needs to project a positive image of the region for visitors. The area acts as the key gateway between Middlehaven and the town centre.

Cannon Park

Previously Cannon Park was identified as an area for the town centre to expand into. The changing economy means that this development is now unlikely. There is currently a mix of uses in this

area including employment uses, car showroom. Recent development has taken place here with the relocation of the headquarters of Clinkards. The future of this area now needs to be reconsidered.

Civic Heart

Middlesbrough Town Centre currently functions as the commercial heart of the Tees Valley. It is the home to a number of civic buildings, mima and Centre Square. The vision for this area going forward is for it to become the Tees Valley's premier office location and a hub for cultural and leisure activity.



University

The University is in a prime location at the heart of the town centre. The University have invested significantly in their campus in recent years including the pedestrianisation of

Southfield Road, the development of new campus heart facility and numerous campus upgrades. Its relationship and future aspirations will be key to how the town centre is driven forward.

Middlehaven

Middlehaven is a key regeneration site, its role has changed from a housing led regeneration scheme to one founded upon digital media, education and leisure. One of the issues to be addressed is how can we capture this uplift and translate it into future growth of the town centre?

Retail uses outside of the Town Centre

Outside of the town centre, Middlesbrough has a network of district, local and neighbourhood centres providing important facilities to local communities. Over time the nature of these centres has changed as people's shopping habits have changed. The challenge for the Local Plan is how we can continue to support a network of vital and viable centres.



frontage during the day impacting on the vitality and viability of centres.

Healthy living

Hot food takeaways can have a significant impact on health and obesity levels. Over concentration and clustering of such uses can have an impact on public amenity. They can also have a 'dead'

TC1 Role of the town centre

What should the role of the town centre be in the future? What uses should we be planning for? Are there any uses which are lacking? Should the town centre be offering an increased leisure offer?

TC2 Town centre boundary

Is the current town centre boundary the right one? If it is not correct what should the boundary be and why?

TC3 Future role of Cannon Park

What should the future role of Cannon Park be? What uses would be suitable for this location and why?

TC4 Future Role of Linthorpe Road

What should be the future role of Linthorpe Road? What uses would be suitable for this location and why? How can Linthorpe Road continue to support the offer of the town centre?

TC5 Role of Middlehaven

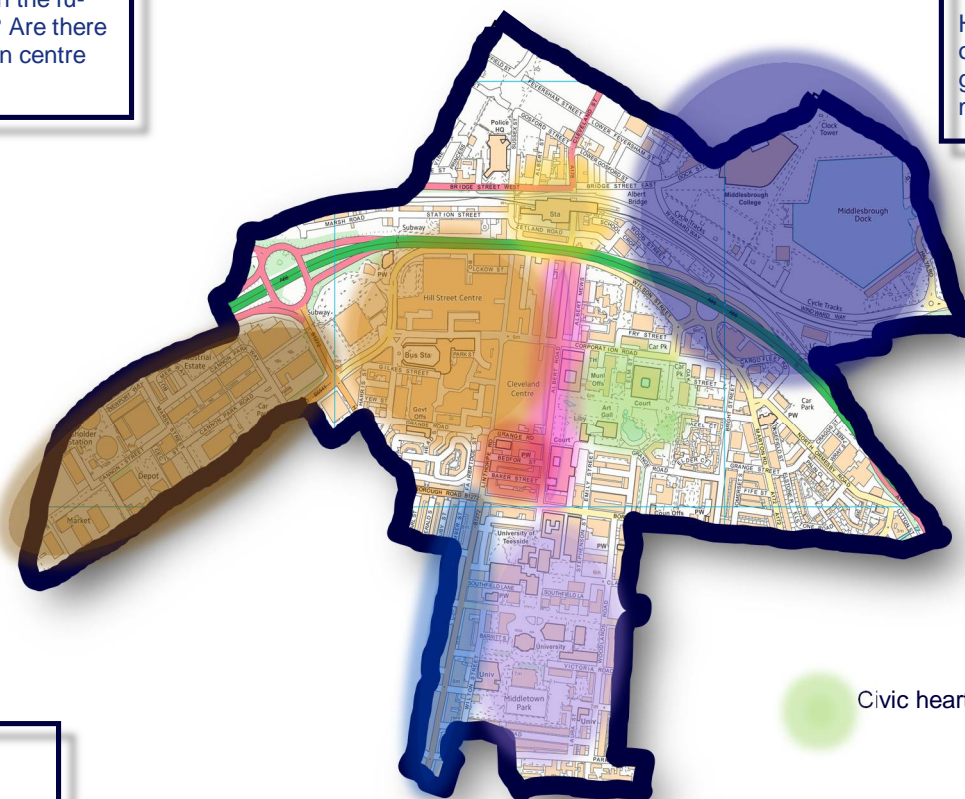
How can the Local Plan enable the continued success of Middlehaven? What should the focus of this area be going forward? Is there a role for housing development at Middlehaven?

TC6 Role of Albert Road/Railway station

What should the future role of this area be? What uses are suitable and why? How can the Local Plan enable the future development of this

TC7 Role of the University

How can the Local Plan enable the continued success of the University?



KEY

- Civic heart
- Railway Station
- Cannon Park
- Retail core
- Middlehaven
- Linthorpe Road South
- Albert Road
- Teesside University
- Bedford/Baker Street

Town centre boundary

infrastructure delivery

Strategic context

NPPF

Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. The transport system needs to be balanced in favour of sustainable transport mode giving people a choice about how they travel. Local authorities should develop strategies for the provision of viable infrastructure necessary to support sustainable development. The Government also considers that high quality communications infrastructure is essential for economic growth. Local Plans should support the expansion of electronic communications networks including telecommunications and high speed broadband.

Tees Valley Strategic Economic Plan (TVSEP)

The SEP identifies that effective infrastructure is crucial to the future development of the Tees Valley as it will stimulate and support economic growth.

Tees Valley Strategic Infrastructure Plan

The TVSIP identifies that to achieve the vision for

the economy identified in the SEP, effective strategic infrastructure is crucial. The TVSIP sets out Tees Valley's infrastructure strengths, barriers to grow and key strategic priorities and major projects. Its strategic priorities are as follows:

Transport

- Enhance and retain Tees Valley's links to key cities, national and international gateways
- Improve road, rail, and sustainable transport access to key employment sites.

Utilities

- Work with utility providers to give as much notice as possible of new development proposals to allow for the planning of new supplies and possible diversions
- Flood risk and surface water management
- Working with NWL and EA to better understand the surface water sewerage network and its impacts on critical infrastructure as well as general culvert flood problem area across the Tees Valley
- Work with partners to invest in flood risk management schemes which unlock and

protect strategic sites and strategic infrastructure.

Energy

- Work with the government to develop industrial Carbon Capture and storage
- Maximise opportunities for decentralised heating and energy schemes across Tees Valley.

Strategic transport priorities

Further to the SEP and the TV Infrastructure Plan – the Tees Valley Combined Authority has produced strategic transport priorities for the Tees Valley. Among the priorities are a new Tees Crossing, electrification of the rail line from Northallerton to Teesport, improved East-West road connectivity and improvements to Middlesbrough Station.

Mayor's Vision

The Mayor's Vision for Middlesbrough 2025 contains a number of priorities relating to infrastructure:

- Safer communities – further reducing crime and anti-social behaviour
- Strengthening our transport links.

Middlesbrough Investment Prospectus (draft)

- The investment strategy recognises the importance of infrastructure to economic growth in Middlesbrough particularly transport networks, schools, good quality open space, cycle routes and local facilities.

Matters to be addressed

Middlesbrough has easy access to the UK's road network with the A66, A19 and A1 routes, good existing rail links to and a direct route to London planned by 2020 and Middlesbrough's bus station has 37,000 users per day.

Infrastructure is key to enabling growth and meeting population need and supporting the creation of quality places. If it is not provided in a timely manner a lack of infrastructure can significantly frustrate development, slowing it down and stifling growth. It is imperative that infrastructure is planned for from the outset and aligned to delivery aspirations for economic growth.

Infrastructure can be in many forms but those critical to meeting the Council's aspirations and mitigating the impacts of population growth include:

- Transportation
 - New roads
 - Cycleways
 - Footpaths
 - Railways
- Schools
- Open space

Road Infrastructure

Providing the right infrastructure at the right time is absolutely critical to enabling growth and development. Current development proposals are dependent upon the implementation of 3 key schemes:

- Stainton Way improvements
- Stainton Way Westward Extension
- Ladgate to Longlands Link Road

Identifying what road improvements are needed to support the development identified in the Plan will be critical.

One of the key improvements that has been identified and which could help facilitate growth is a second Tees crossing. The current crossing has long been recognised as a major constraint to growth.



Middlesbrough Railway Station

The electrification of the railway line to Middlesbrough station and the commencement of direct services to London will have a key impact on economic growth. The station is also a key element of the historic environment and gateway to the town.

New Schools

The current Local Plan identifies the need for two new primary schools in the south of the town, further development is likely to increase the need for schools both at primary and secondary level. Good schools are critical to place making and creating places where people want to live.

Connectivity

An important aspect going forward is how new developments connect into their wider surroundings whether that is by foot, cycles, or public transport. The use of green infrastructure in creating connectivity cannot be understated particularly when considering place making.

Infrastructure delivery

Planning for new infrastructure is one thing, but just as critical, if not more so is ensuring that it is delivered in a timely manner. This will be one of the key challenges going forward.

I1: Road infrastructure

What new road infrastructure should be provided to facilitate development? What are the implications of not delivering the necessary infrastructure upon meeting growth aspirations? Are there any key pinchpoints that need to be addressed?

I2: Tees crossing

What impact would the provision of a second Tees crossing have upon Middlesbrough? Should the lack of the crossing restrict how much development can happen in Middlesbrough?

I3: Education

What are the education requirements arising out of any new developments? How should these best be addressed, for example new schools, or extending existing ones? How can we use development to help support improving education attainment levels? How can we use education provision to help deliver successful place making?

I4: Middlesbrough railway station

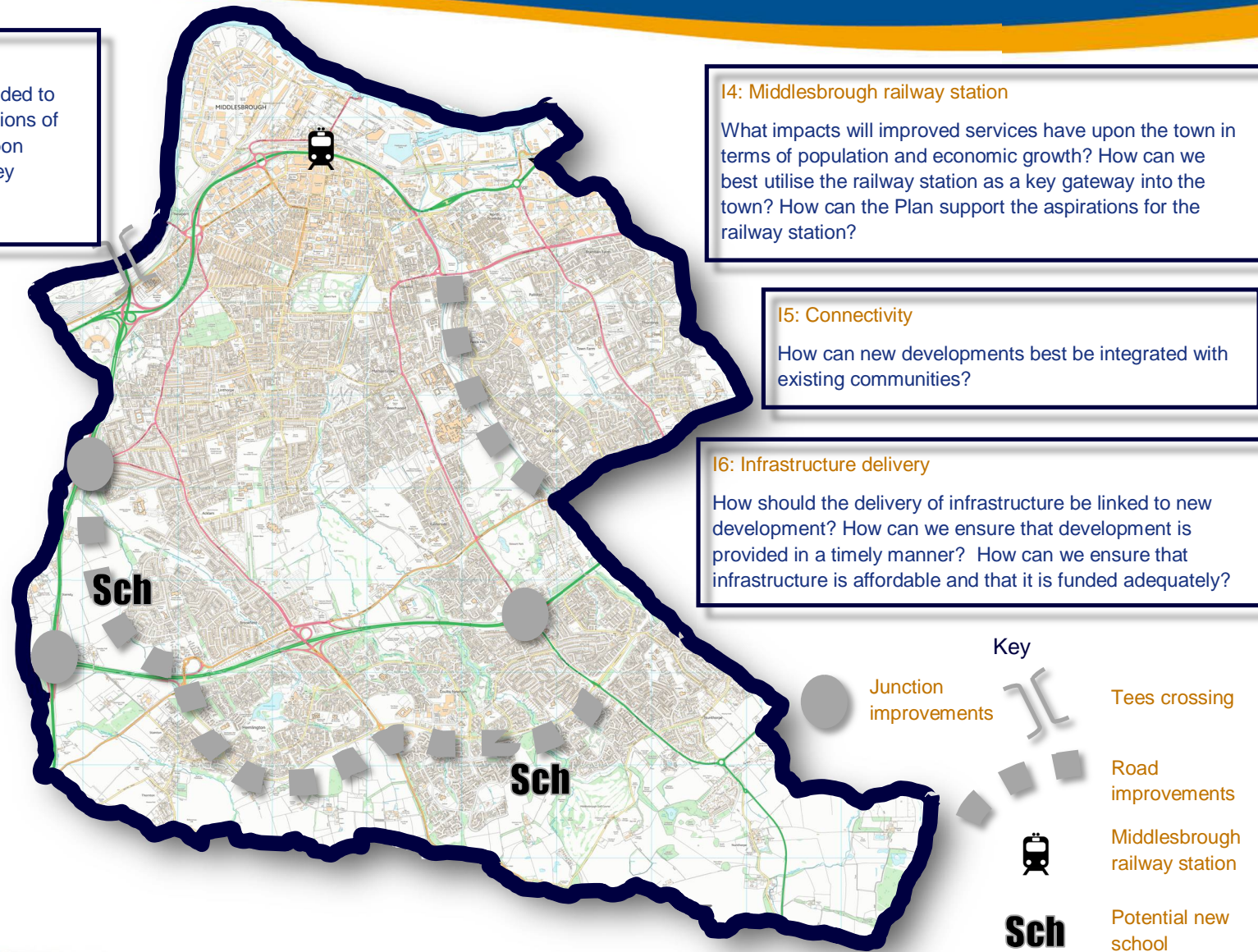
What impacts will improved services have upon the town in terms of population and economic growth? How can we best utilise the railway station as a key gateway into the town? How can the Plan support the aspirations for the railway station?

I5: Connectivity

How can new developments best be integrated with existing communities?

I6: Infrastructure delivery

How should the delivery of infrastructure be linked to new development? How can we ensure that development is provided in a timely manner? How can we ensure that infrastructure is affordable and that it is funded adequately?



green infrastructure

Strategic context

NPPF

The Government considers that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and wellbeing of communities. In addition the Government considers that the planning system should contribute to and enhance the natural environment by protecting and enhancing valued landscapes, minimising the impacts on biodiversity and provide net gains to biodiversity where possible. Local Plans should plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure.

Tees Valley Green Infrastructure Strategy

The Tees Valley Green Infrastructure Strategy identifies one of the many benefits of green infrastructure is that an enhanced environmental setting will promote the image of the Tees Valley as a high quality place to live, work, invest and visit.

Mayor's Vision

The Mayor's Vision for Middlesbrough 2025 contains a number of priorities relating to green infrastructure:

- Fairness and reduced inequalities in income and health
- Safer environment – ensuring our town is cleaner and more resilient to a changing climate.

Middlesbrough investment prospectus (draft)

The investment prospectus recognises the importance of good quality green space in creating sustainable communities.

Matters to be addressed

Green infrastructure is a term used to describe all the different green assets within and between settlements such as open space, playing pitches, river corridors, allotments, footpaths, cycle ways, woodland, parks and gardens, and historic sites, etc. Looking at these assets as a network of green infrastructure can bring benefits to the town.

The high quality green infrastructure can form part of a town's character and contributes to the quality of place and well-being of its residents, visitors,

and investors. New development can also provide opportunities for improving and creating new green infrastructure.

The parts of the policy framework that relate to the environment/open space are the most out of date (Middlesbrough Local Plan 1999) and very little weight can be attached to them. This review will enable a positive strategy for the natural environment which will support the provision of housing and economic growth by helping to create places where people want to live and work.

In providing green infrastructure there needs to be a systematic and integrated approach from the beginning to its planning, design and maintenance to ensure a high quality sense of place and environment. This can be achieved by formulating policies that safeguard, protect and enhance the:

- Landscape character and local distinctiveness;
- Historic environment including archaeology;
- Biodiversity;
- Water resources, drainage and flooding; and,
- Air quality and pollution.

Creating a network of quality open space

Creating a quality network of green spaces is central to creating successful quality communities and places where people want to live. A successful network of green space can improve health and well-being, provide a sense of place, and create a location for recreation and tourism. An assessment of open space in Middlesbrough was carried out in 2012 to establish its quantity and quality in accordance with national planning policy. This identified where surpluses or deficits of open space exists, which will inform open space designations in the new Local Plan. Regard will also be had to available resources to maintain additional green assets and the existing open space network. A key challenge going forward will be how green space can be used to support and enhance place making and economic growth.

New development and green space

New development can enhance 'green infrastructure', including creation of greenspace, open space country park, habitat and movement links between existing activity areas and associated facilities.



Role of land between Acklam and Marton Roads, Ladgate Lane and Saltersgill/Tollesby

Key to this will be the role of the area of land between Acklam and Marton Roads, Ladgate Lane and Saltersgill/Tollesby. This 'Green Heart' (approx. 450 hectares) located in the centre of the town forms one of its largest linked areas of green open spaces, which acts as an environmental hotspot compensating for an otherwise largely urbanised surrounding area. The Green Heart although a significant valuable local green asset is underused, requiring investment to make it a sustainable well used public space and potential tourist destination, by offering an array of activities for all demographics.



What should the future role of this open space be? The issue for the enhancement of the Green Heart is how can this be achieved in an environment of limited resources? By assessing the quality and function of land on the fringe areas of the Green Heart for development potential, investment and financial resources could be provided to ensure the future enhancement of this major open space.

Healthy living

Access to open space can not only help improve peoples quality of life but can help them to maintain healthy lifestyles. Open space, footpaths and cycle ways can help people provide a wide range of opportunities for improving health, through informal and formal sports, walking, cycling, play and other forms of recreation. A good quality network of open spaces linked via a range of footpaths and cycleways in attractive surroundings is essential to support healthy living.



Climate change and sustainable drainage

The Local Plan will need to consider the provision that can be made to mitigate climate change through creation of additional woodland and shelter planting, enhancement of sustainable flood management corridors, and protection and enhancement of habitat networks. It will also need to consider integrating sustainable drainage into developments, looking at innovative solutions to drainage, reducing the impacts of flooding run off on the wider water network and maximising the recreational, biodiversity and educational aspects of the water environment.

G1: Green infrastructure and economic growth

How can green infrastructure be used to support economic growth?

G2: Development and green infrastructure

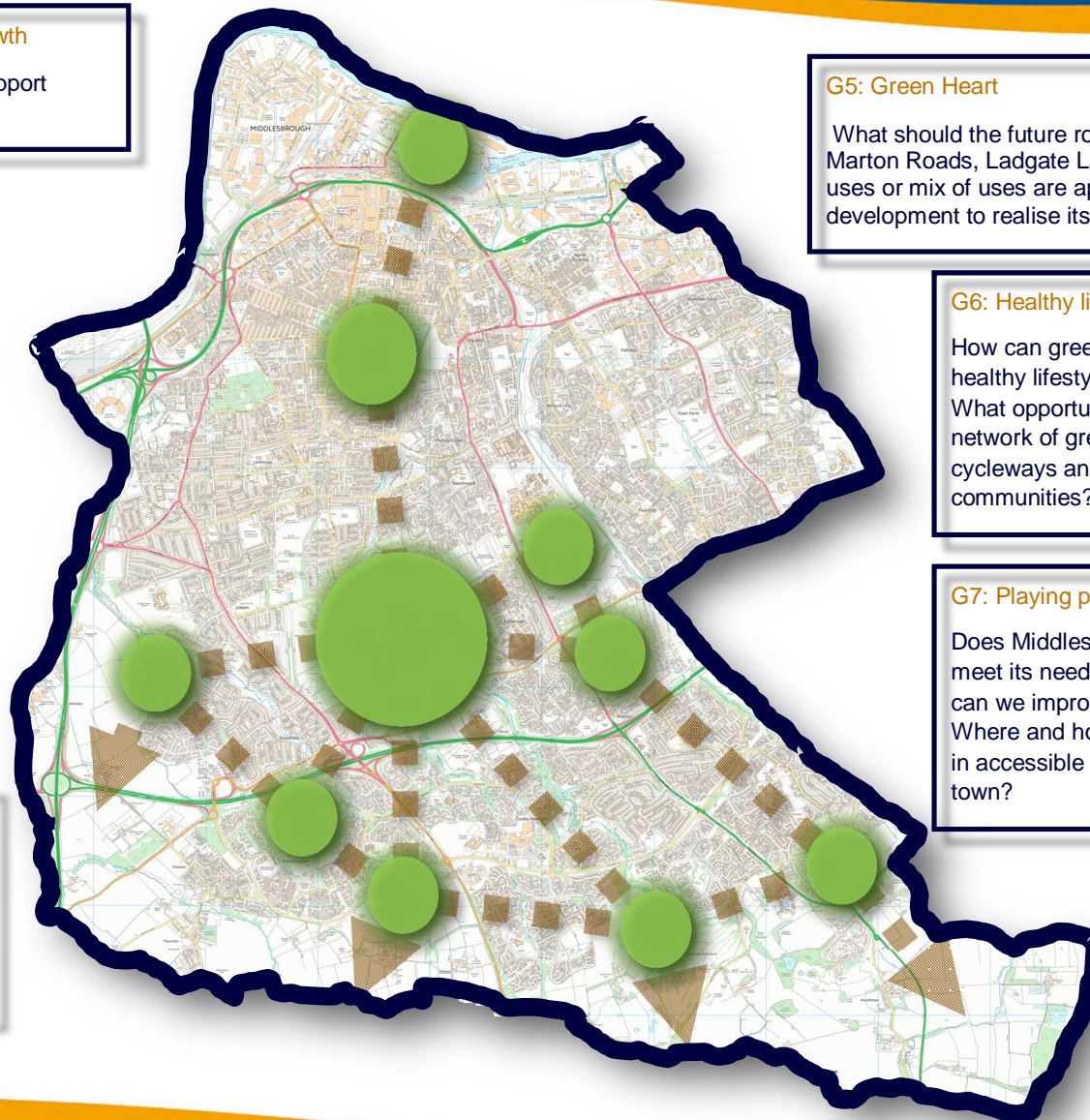
How can new development improve access to open space and recreation?
How should green infrastructure be incorporated into new developments?
How can green infrastructure be used to create quality places?

G3: Delivery of green infrastructure

How should green infrastructure be delivered and maintained? What are the funding sources available to deliver quality infrastructure? And how can the Local Plan support its delivery?

G4: Enhancing open spaces

How can new development improve access to open space and recreation, and enhance the quality of available open space?



G5: Green Heart

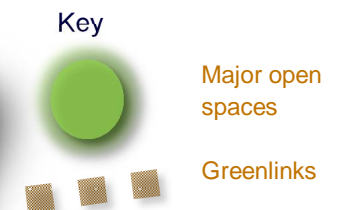
What should the future role of the land between Acklam and Marton Roads, Ladgate Lane and Saltersgill/Tollesby be? What uses or mix of uses are appropriate? Is there potential for some development to realise its value as a recreational asset?

G6: Healthy living

How can green infrastructure be used to support healthy lifestyles and help improve peoples health? What opportunities are there to create an extensive network of green routes comprising footpaths, cycleways and linking Middlesbrough's various communities?

G7: Playing pitches

Does Middlesbrough have enough playing pitches to meet its needs? Are they of the right quality? How can we improve the quality of pitches available? Where and how should be pitches be provided e.g. in accessible hubs, or dispersed throughout the town?



historic environment

Strategic context

NPPF

Local Plans should conserve heritage assets in a manner appropriate to their significance so they can be enjoyed for their quality of life of this and future generations. Local Plans should set out a positive strategy for the conservation and enjoyment of the historic Environment including heritage assets most at risk through neglect, decay or other threats. Local Plans should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.

Mayor's Vision

The Mayor's Vision for Middlesbrough 2025 contains a number of priorities relating to the historic environment:

- Strengthening our city through bold and innovative regeneration
- Strengthening our cultural sector

The Vision states that the Council will secure the future of our historic environment, from the restoration of the Town Hall, to preserving historic

buildings in Middlehaven and working with partners to restore Exchange Square and Albert Road.

Middlesbrough investment prospectus (draft)

The prospectus identifies one of its key ambitions to develop the area around the railway station and the Historic Quarter Conservation Area.

Matters to be addressed

Key projects/developments

Middlesbrough has eight conservation areas with the most recent Linthorpe Road and Albert Park being designated in 2013. The town has 126 listed



Middlesbrough's only Grade 1 Listed Building. Until recently, the Hall was recently at risk of

buildings and a list of locally important buildings adopted by the Council in 2011.

In recent years there has been some significant redevelopment of our most important historic asset.

Acklam Hall is

irrecoverable deterioration unless a self-sustaining commercial use could be found to fund its repair. Acklam Hall's restoration has now been transformed into a stunning restaurant, wedding, conference and business centre, with work progressing on the on-site medical village; providing community-based care for our residents.

Work is anticipated to start shortly on restoring Middlesbrough Town Hall with the benefit of a multimillion pound grant from the Heritage Lottery Fund. The work will see parts of the building, currently inaccessible to the public, being opened up, including the Victorian courtroom, cells and fire station which would be made into heritage attractions in their own right. The plans also include the restoration of the carriage driveway with original glass roof which will become the main box office and circulation area, an external lighting scheme, the development of new café and bar facilities, and a new community space.

A positive strategy for the historic environment

The historic environment can play a key role in supporting and facilitating economic growth and in creating a sense of place. It is important for the Local Plan to create a positive strategy for the



historic environment in Middlesbrough both to protect the town's heritage assets and to support economic growth. The previous strategy in the Local Plan for the historic environment was prepared

before the NPPF was introduced and requires significantly updating.

This positive strategy for the historic environment will support the wider ambitions of the Council for the historic environment and support the preparation of potential funding bids, and meet concerns raised by sectors of the community regarding the Council's approach to protecting our historic assets. This positive strategy requires a plan for the maintenance and use of heritage assets and for the delivery of development including within their setting that will afford appropriate protection for the asset(s) and make a positive contribution to local character and distinctiveness. How can this positive strategy be achieved?

Enhancing Middlesbrough historic assets

Middlesbrough has a number of important historic assets that have significant importance to the

community of Middlesbrough. It may be possible that new development in Conservation Areas and within the setting of heritage assets might enhance or better reveal their significance. Should the Local Plan identify development that will be inappropriate or should be limited close to historic assets, for example tall buildings?

Supporting and facilitating economic growth

The historic environment can play a key role in economic growth by creating successful places for businesses to locate and attract inward investment. Equally a strong economic environment can help support the protection and enhancement of our historic assets. The Local Plan going forward will need to create a framework that will enable our historic assets to support and facilitate economic growth, and so doing ensure their long term survival.



Supporting regeneration

As with supporting economic growth the historic environment can play a key part in the regeneration of key parts of the town.

Middlehaven and the Town Centre have a number of key landmark historic buildings which will help create identity and quality places. They provide an important focus for regeneration activities.

Such buildings include the Town Hall, Dock Clock Tower, and Transporter Bridge.



HE1: Historic environment strategy

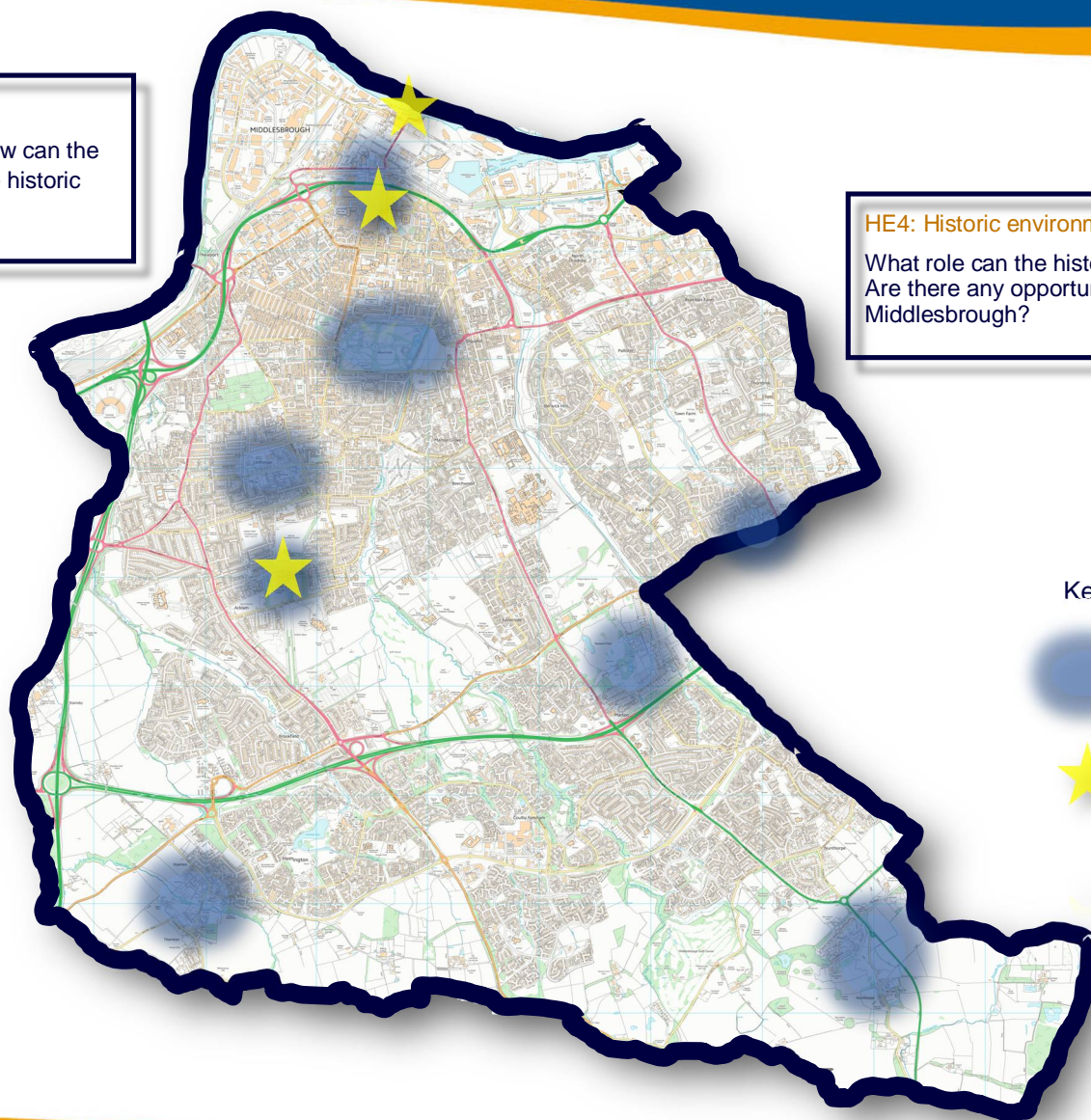
What does a positive strategy look like? How can the Local Plan create a positive strategy for the historic environment?

HE2 : Protecting historic assets

What role can the Local Plan play in protecting and enhancing Middlesbrough's historic assets? How can we protect these historic asset in the future? Are there certain forms of development which should be limited or are inappropriate near to historic assets?

HE3 : Historic environment and economic growth

What should the role of the historic environment be in supporting and facilitating economic growth ? How can we use economic growth to aid the preservation and conservation of our historic assets?



HE4: Historic environment and regeneration

What role can the historic environment play in regeneration? Are there any opportunities for heritage – led regeneration in Middlesbrough?

Key



Conservation areas



Key listed buildings