

1: Background

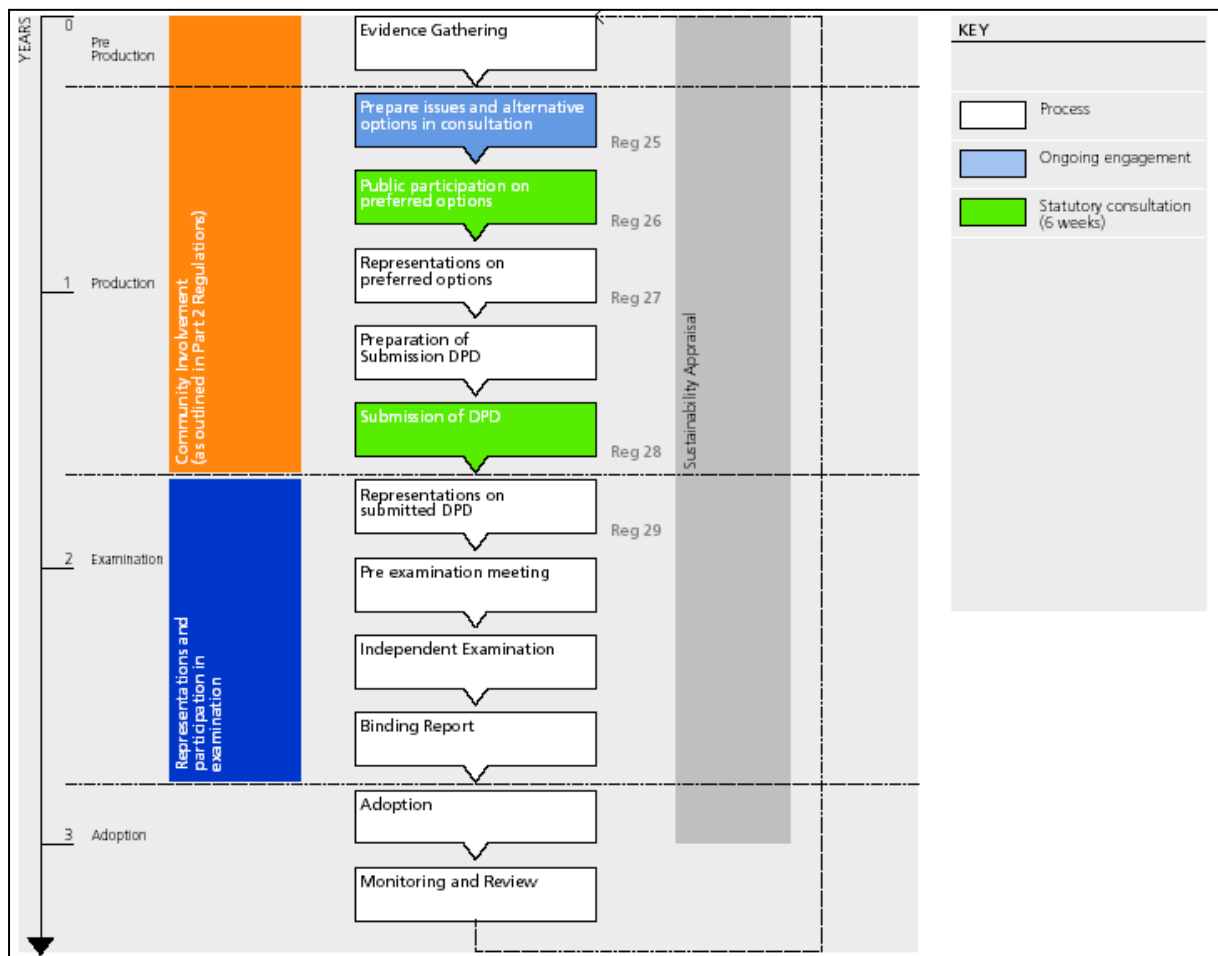
INTRODUCTION

- 1.1 This report has been produced in accordance with the requirements of the Planning and Compulsory Purchase Act (2004). It identifies the Council's preferred options for developing the policies to be contained in the Middlesbrough Local Development Framework (LDF) Core Strategy.

THE CORE STRATEGY

- 1.2 The core strategy should set out the principal elements of the planning framework for the area. It should comprise of a spatial vision and strategic objectives for the area; a spatial strategy; core policies; and a monitoring and implementation framework with clear objectives for achieving delivery. It must be kept up-to-date and, once adopted, all other development plan documents must be in conformity with it. The core strategy should normally be the first development plan document to be produced.
- 1.3 Government guidance in Creating Local Development Frameworks A Companion guide to PPS12 identifies that core strategies should:
- contain a clear spatial vision from which spatial objectives, strategic policies, monitoring and implementation frameworks flow;
 - be guided by sustainable development principles. (sustainability appraisal will have an important role to play in this regard);
 - be linked to the sustainable communities agenda, helping determine the broad location of new housing and employment land necessary to meet the requirements of the regional spatial strategy (or spatial development strategy in London) or any subregional strategy contained within it;
 - be in general conformity with regional spatial strategies (or in London, with the spatial development strategy); and,
 - avoid repeating national planning policy policies or policies in the relevant regional spatial strategy (or in London, the spatial development strategy). Instead, the core strategy should articulate these policy objectives in the local context.
- 1.4 Specific land allocations should not be set out in the core strategy. Instead, the core strategy should set out the broad locations for land use, which can then be outlined in detail in site specific allocations in other development plan documents. It can also use criteria to identify locations and priorities for preparing area action plans.

PREFERRED OPTIONS



1.5 The preferred options document sets out the Council’s suggested policy directions together with relevant issues, proposals and alternative approaches where appropriate. It is the second stage in the production phase and has been prepared having regard to the identification and consultation on issues and options. The issues and options were consulted upon between 20th June 2005 and 29th July 2005. All of the comments received have been analysed and where necessary have informed the preparation of this Preferred Options Report. An analysis of responses and how they have been incorporated into the preparation of this report is contained in Appendix 1.

NEXT STEPS

1.7 Where there is a genuine choice to be made, the report puts forward alternative options, and provides information to inform decision-making. In cases where an option has been rejected, these are also put forward, alongside information to inform decision-making. The Report also indicates, where appropriate, which option is preferred by the Council.

2: Spatial portrait and issues

SPATIAL PORTRAIT

- 2.1 The core strategy should contain a spatial portrait of the District clearly identifying the main attributes of the area. In particular, it should:
- identify the functional relationships between land uses and settlements, both within the plan area and across a wider hinterland. This should identify any interdependencies that exist between places as well as conflicting or competing relationships;
 - articulate the diversity and specific needs of local communities and of the whole plan area;
 - define the local character and distinctiveness of landscape and townscape;
 - identify main transport linkages and levels of accessibility in the plan area; and,
 - set out the key 'drivers of change' - these might be social, economic, demographic and environmental; or a combination of all four. It might include an historic perspective (e.g. what economic changes have impacted on the area in the last decade) and the current situation (e.g. increasing social polarisation and out migration from the inner urban area).
- 2.2 From this spatial portrait it will then be possible to identify the principal issues that the LDF will need to address.

POPULATION

- 2.3 Middlesbrough is a Unitary Authority covering approximately 5,400 hectares with a population of 140,700 (2001 Census). It is one of five unitary authorities in the Tees Valley Sub-Region, which has a population of 650,000, just over a quarter of the population of the north east. The town centre is the sub-regional centre for the Tees Valley conurbation and the third largest retail centre in the north-east. Middlesbrough is situated approximately half way between Newcastle (40 miles north) and Leeds (65 miles south).
- 2.4 Middlesbrough has a flourishing Asian community and has the highest proportion of minority ethnic communities in the Tees Valley at 6%.
- 2.5 Middlesbrough's population is in decline. Since peaking at about 160,000 in the 1960s the population has been steadily falling. If this decline is not halted it is estimated that the population will fall to 130,000 by 2021. The decline has come about as a result of out migration as opposed to declining birth rates or increasing death rates. People are choosing to move to the surrounding villages in North Yorkshire, or new housing estates such as Ingleby Barwick. If this rate of decline is allowed to continue it could impact upon Middlesbrough's role as the principal centre of the Tees Valley city region, and the ability to deliver quality services to the population.
- 2.6 Reversing out migration will be one of the key drivers of change that will need to be tackled through the LDF.

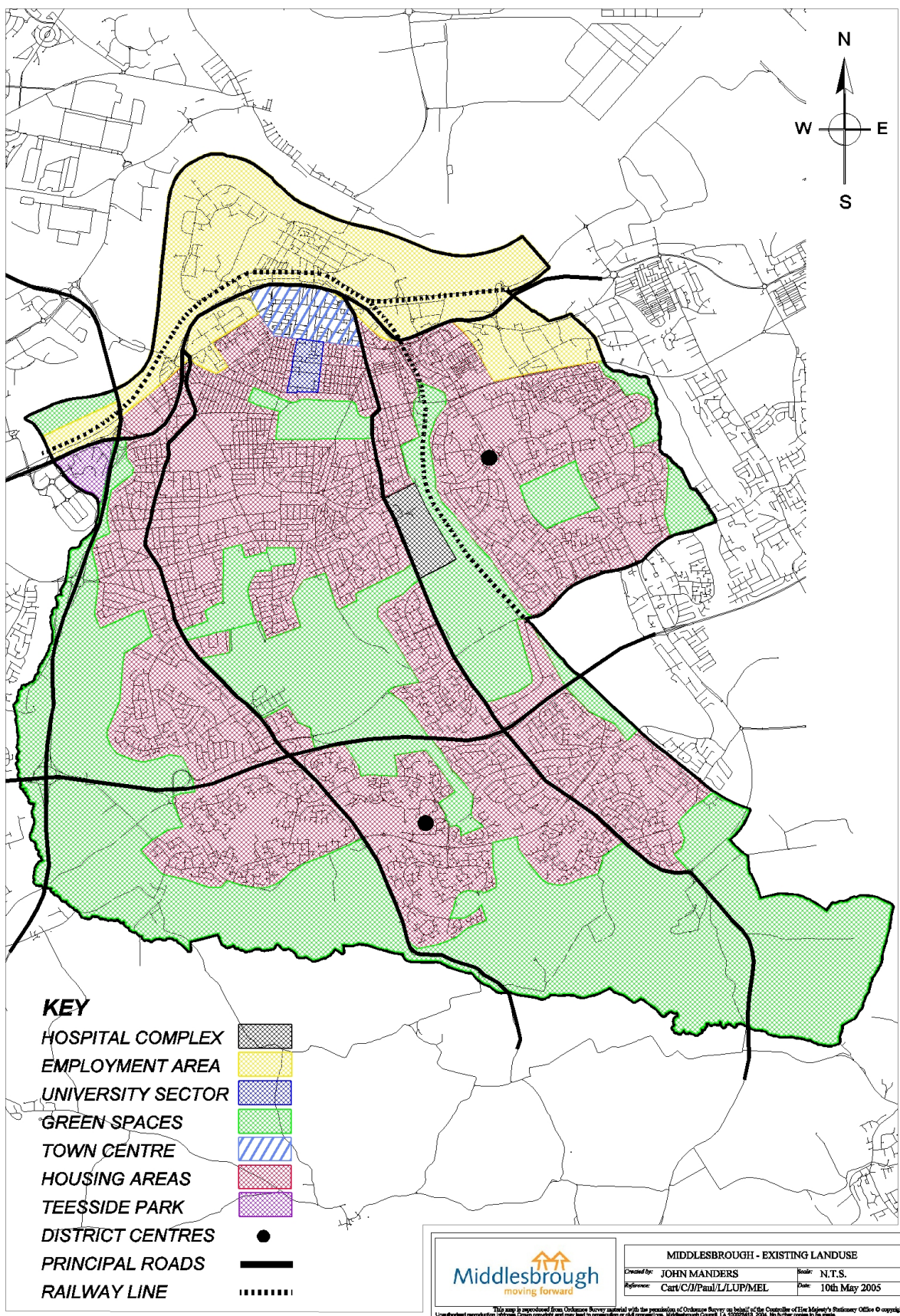


Fig1: Existing land use framework

ENVIRONMENT

- 2.7 Middlesbrough is predominantly urban in character with high inner area housing densities and only 30% of the land in agricultural use. In the north, a corridor of industrial decline and underused land assets along the River Tees runs through the heart of the conurbation between Middlesbrough and Stockton. A number of initiatives have been established to address this including the Stockton-Middlesbrough Initiative (SMI). Implementation of the SMI will assist in creating a rejuvenated urban core at the heart of the Tees Valley encompassing the two centres of Middlesbrough and Stockton. This in turn will act as a driver for sub-regional and regional regeneration, and go a long way towards addressing the physical legacy of industrial decline and promotion of economic vitality.
- 2.8 To the south, in North Yorkshire, there is easy access to beautiful countryside, coast and commuter settlements. A number of wooded beck valleys, that permeate the heart of the urban area from the open countryside in the south, have great value as green wedges, for leisure and as habitat.
- 2.9 There is a legacy of late Victorian and Edwardian architecture, some of which has been demolished but much remains. Some of this architecture is worthy of protection, but there is a lot that is of a poor quality not only in terms of its design but also the fact that it is no longer fit for the purpose for which it was originally built. More recently poor design of new buildings has become an issue. It is all the more important therefore, to conserve more of what little remains of Middlesbrough's good quality heritage and to achieve excellence in new building and public realm. Significant steps are being made in improving the public realm as can be seen by developments such as the Middlesbrough Institute of Modern Art (mima) and the creation of the new civic square.

ECONOMY

- 2.10 From the mid 19th century origins, the economy of Middlesbrough was built upon iron, steel and heavy manufacturing along the river and around its port. The traditional economic base of heavy industry and petrochemicals went into decline, shed labour and became more capital intensive in the face of external competition. Since, the economy of Middlesbrough has restructured by diversification into light and general industry and by enhancing the town centre as the focal point for retail, leisure, commercial and civic administration for the whole Tees Valley conurbation. Middlesbrough town centre is the single largest employment destination within the Tees Valley employing over 20,000 people and is as such the principal economic driver within the Borough. Much of this employment, nearly 90%, is within the service sector. Despite the importance of the town centre to the sub regional economy there is constant external competition. In the face of such challenges Middlesbrough must continue to strive to enhance its town centre and improve the quality of its employment land and premises portfolio. Only by doing so can the town continue to grow and become the economic centre at the heart of a competitive and prosperous Tees Valley city region.
- 2.11 The flow of people who travel to work in Middlesbrough from outside of the town is greater than that of people who live in the town but travel to work outside in other districts. Whilst this illustrates the importance of Middlesbrough as an employment centre there are still many local people who cannot gain access to the job market because of a lack of skills or education. This reflects the relatively low education attainment levels within Middlesbrough's schools. It is important that a skilled and well trained workforce is in place to support a growing and prosperous economy.

- 2.12 The success and contribution that the University of Teesside and Middlesbrough's colleges make to the overall economic prosperity of the town should not be underplayed. They are important drivers in developing the town's and city region's economies. This is particularly so for the digital economy sector, for which the University has an international reputation. It is important that the skills of the University and its graduates are harnessed and used to foster further investment and growth. There are a number of initiatives being pursued to do just this. These include the Institute of Digital Innovation, Boho, and the relocation of Middlesbrough College to Greater Middlehaven.

TOWN CENTRE AND DISTRICT CENTRES

- 2.13 Over recent decades the Council has played a major role in developing the Town Centre and attracting major private investment including the Cleveland Centre, Hill Street Centre and Captain Cook Square shopping centres and the pedestrianisation of Linthorpe Road. Following a strategic study in 1997, a town centre partnership company (The Middlesbrough Town Centre Company) was established. It has co-ordinated a step change in investment, high quality public realm (Corporation Road) the arts and entertainment (including the multi-screen cinema and Middlesbrough Leisure Park) and a cultural quarter comprising the Middlesbrough Institute of Modern Art (mima), the Town Hall performance space and new civic square. New quality specialist shops, restaurants and bars have emerged along Linthorpe Road; building upon a thriving university, student population and urban economy. There has been a decline in office employment following competition from modern out of town development (particularly at Teesdale in Stockton) and from regional centres. However, recent new development and major refurbishments (e.g. Centre North East) are helping to redress this trend.
- 2.14 Further expansion of the town centre is constrained by the A66 and railway in the north and the older terraced housing in the south. Major regeneration activities in Greater Middlehaven provide an opportunity to examine the potential of this development to contribute to the town centre as an economic driver. The recently completed Middlesbrough Retail Study (2005) shows that there is capacity for further retail growth in the town, and that to accommodate this growth it will be necessary to identify opportunities for the town centre to expand.
- 2.15 The two district centres at Berwick Hills and Coulby Newham are thriving and each provides a comprehensive range of shopping (anchored on a superstore), leisure, library, health and other community and employment facilities for the large catchments they serve. However several small local centres are in decline particularly those serving more deprived communities in areas needing regeneration.

DEPRIVATION

- 2.16 Despite recent improvements in the local economy and employment, the majority of Middlesbrough's inner area terraced housing and social rented housing estates in east west Middlesbrough experience high levels of multiple deprivation (16 wards are in the worst 10% of IMD national ranking (2000). There is a complex relationship of social and economic factors including high long-term and male unemployment, low income, benefit dependency, poor educational achievement, ill health, low car ownership often linked to other factors such as poor housing and high local crime rates. There is a process of residualisation, whereby those who can afford it move out; leaving the less affluent, the elderly and a more transitory population. This pattern is polarised by housing type and tenure. By contrast the

more affluent private housing suburbs such as Linthorpe, Acklam, Coulby Newham, Marton and Nunthorpe are at or exceed national averages of such indicators.

HOUSING

- 2.17 A swathe of approximately 11,500 pre 1919 terraced housing south of the town centre is at risk of housing market failure. This is evidenced by high vacancy, low prices, lack of demand and insufficient long term investment. Essentially this type of housing does not meet modern requirements and there is a surplus compared to market demand. A strategic approach to tackle these issues across the Tees Valley is being co-ordinated by Tees Valley Living. The Council, with consultants, is currently assessing the local conditions, carrying out community consultation and exploring appropriate intervention options. The Council housing stock (12,200 dwellings) has been transferred to Erimus (a registered social landlord) and its first priority will be a substantial stock improvement programme.
- 2.18 The housing stock in Middlesbrough does not match the aspirations of the population and is no longer fit for purpose. There is too much terraced housing and not enough detached dwellings or apartments. Whilst the picture is changing in terms of apartments there is still a need to provide more family dwellings. Recent market research shows a strong demand for more middle and upper market sector housing (semi-detached and detached housing) to attract and retain economically active households in Middlesbrough. Only by providing the type of housing that people want in the right locations and environment can the population begin to grow. The diversification of the housing stock to ensure that it is more balanced is one of the key challenges facing the LDF. A number of initiatives are already under way in response to this challenge including those in North Ormesby, Central Whinney Banks and Inner Middlesbrough.
- 2.19 In recent years although the proportion of brown field development has been high (72 %), house building rates overall have been low. This is largely because of a deficit of available green field sites and extensive land releases in surrounding authorities. This has had a major impact on net out migration, much to Stockton and North Yorkshire.

COMMUNICATIONS

- 2.20 Middlesbrough is well-connected to the strategic road network via the A19/A1M connecting north and south and the A66 and A172 connecting east and west. Within Middlesbrough two major north south distributor roads, Acklam Road and Marton Road, are heavily congested with commuter traffic at peak periods which has had implications for future development locations. Major improvements at two of the A66 interchanges are underway to improve access to the North Middlesbrough Regeneration Zone. Strategic rail connections need improvement, particularly the service from Middlesbrough to the east coast mainline at Darlington.
- 2.21 There have been recent improvements to public transport along key corridors such as Acklam Road and Marton Road. Local bus services are generally adequate. There are issues of accessibility to employment locations and the main hospital and certain cross - town movement. Middlesbrough has an excellent network of cycleway footpaths in the planned settlements in the south of the town (Coulby Newham and Hemlington), and along key routes into the town and along green corridors. In some areas there is scope to improve accessibility and local networks.

- 2.22 An efficient and effective communication network is important if a an integrated and competitive Tees Valley city region is to be created. At the centre of this city region is the strategic public transport hub of Middlesbrough. To facilitate not only the successful delivery of the major developments and initiatives in Middlesbrough, but also the wider city region it is necessary to ensure that a high level of connectivity exists within Middlesbrough and beyond with surrounding towns and regions. Ensuring this high level of accessibility, whilst maintaining and enhancing the capacity of the transport network, is one of the challenges and key drivers facing the LDF.

ISSUES TO BE ADDRESSED

- 2.29 From this spatial portrait and principal drivers of change it is possible to derive the issues that need to be addressed by the LDF. These issues have also been derived having regard to the themes of the Community Strategy, and responses to consultation on the Issues and Options.

ADDRESSING POPULATION DECLINE

- 2.30 There has been long term population decline in Middlesbrough since the 1960s, when the population peaked at 160,000. To ensure that Middlesbrough retains and enhances its role as the principal centre of the Tees Valley city region it will be necessary to first stop this decline, and to then reverse it.

TEES VALLEY CITY REGION

- 2.31 The Tees Valley city region is seen by the Government as one of the eight economic powerhouses that will drive forward the economy of the north. Middlesbrough lies at the heart of the city region. The influence of the city region extends well beyond the Tees Valley with more than 875,000 people dependent upon the conurbation for employment, shopping, and leisure. Middlesbrough, with Stockton, has the potential to deliver enhanced, city-scale facilities, services and infrastructure to develop a core capable of driving forward the economy of the city region.

CREATING SUSTAINABLE COMMUNITIES

- 2.32 There are a number of regeneration activities happening now, and proposed within Middlesbrough that provide the opportunity to create sustainable communities. How these are taken forward and integrate existing and new development and communities is crucial to the success of Middlesbrough in a number of ways. This will necessitate in creating communities that are places where people want to live and have a good mix of housing type, size, and tenure, and access to employment, education, and other facilities all set within a high quality environment.

MEETING LOCAL TRANSPORT NEEDS MORE EFFECTIVELY

- 2.33 Everybody wants transport which is safe, clean, efficient and accessible. Good transport and infrastructure is essential for a vibrant economy and an inclusive society. It provides access to jobs, services and schools, gets goods to the shops and allows people to make the most of their free time. Yet traffic growth, and in particular car use, has escalated in recent years bringing with it public concerns for safety, congestion and pollution. This is a problem for everyone but especially for people who are vulnerable because of age, disability or disadvantage. It can also threaten economic vitality and the way people perceive the town. Failure to invest in

the transport infrastructure can also have a detrimental impact upon regeneration activities and hinder development opportunities.

PROMOTING THE ECONOMIC VITALITY OF MIDDLESBROUGH

- 2.34 Middlesbrough is emerging from a long period of economic difficulties following the decline of the traditional industries on which the town was based. This has been a long term process and a number of indicators show that Middlesbrough's economy is still weak compared with other areas, with low skill levels, high unemployment, low rates of business formation, and a low cost/income economy. Indicators also show that Middlesbrough has been making strides towards economic recovery. There are also a number of key assets and opportunities in place which give Middlesbrough the potential to make further dramatic improvements. Incorporating the skills, talents, enthusiasm and commitment of businesses, employers, agencies and local people themselves will be key to Middlesbrough fulfilling its potential.

REINFORCING THE ROLE OF MIDDLESBROUGH TOWN CENTRE WITHIN THE TEES VALLEY CITY REGION

- 2.35 Middlesbrough town centre is a key driver in the Town's local economy. The success of the town centre is central to ensuring the delivery of key initiatives such as the SMI. Whilst Middlesbrough is the largest retail and commercial centre in the Tees Valley, it is not without its problems. A major issue for the town centre is therefore maintaining and enhancing its role as a sub-regional centre. This is a multi-functional role centred on a balance between retail, employment and offices, leisure, culture and the evening economy. The town centre is also a major location of civic administration. There is 151,200 m² occupied floorspace within the town centre, 14,300m² amount of convenience floorspace, and 136,900 m² of comparison floorspace. The relationship of the town centre with Middlehaven will be important in developing and strengthening this role.

IMPROVING HEALTH

- 2.35 In recent years, Middlesbrough has made some excellent progress in health and social care. Access to health and social care services have improved with quicker assessments and shorter waiting times to see a GP. Waiting times for receiving treatment have been cut significantly, allowing people to get better more quickly. Middlesbrough residents have ready access to NHS dental care. Local service providers are much better at co-ordinating services to help maintain people in their own homes. There are however some significant challenges that still need to be tackled, including shorter life expectancy, higher rates of cancer and heart disease when compared to national averages.

MAXIMISING EDUCATIONAL ACHIEVEMENT

- 2.36 Middlesbrough's high levels of disadvantage impacts upon the health and well-being of its children. There is also a culture of low self-esteem and low personal expectation. Education is undervalued in many households and a lack of parental encouragement and support has led to poor attendance and achievement. In some wards, particularly priority wards, many parents also have low levels of basic skills and unemployment has often blighted several generations. Despite relatively low educational attainment levels of its residents Middlesbrough is home to a successful and expanding University. It is particularly renowned for its reputation in the digital technologies sector. Harnessing this expertise and knowledge will be important in achieving economic prosperity and supporting the development of the city region. One initiative that will need to be integrated into the LDF is the digital city concept.

TRANSFORMING THE LOCAL ENVIRONMENT

- 2.37 Through investment the town has benefited from a much cleaner, greener and safer environment. This kind of environment provides direct benefits to other areas such as improved public health, reduced crime and increased economic vitality. Middlesbrough is also fortunate to benefit from a strong voluntary sector, which adds value and complements the work of the local authority and other public agencies. The key challenge, however, is to improve delivery alongside the increasing aspirations of residents who wish to live in a higher quality environment. Central to this is raising the level of urban design.

CREATING A BALANCED HOUSING MARKET

- 2.38 Middlesbrough faces some tough challenges in creating a balanced housing stock to meet the needs and aspirations of its population both now and in the future. These include:
- ensuring the provision of the right type and mix of housing in the right locations;
 - addressing low demand and obsolete housing, and;
 - ensuring the long term sustainability of neighbourhoods as areas of market choice.

This issue is closely linked to those of addressing population decline and creating sustainable communities.

SUCCESSFUL REGENERATION OF GREATER MIDDLEHAVEN

- 2.39 Middlehaven has been identified as a priority for the Council and its partner organisations. It is seen as central to the delivery of the regeneration activities of key agencies and programmes such as the Regional Spatial Strategy, Northern Way, and Regional Economic Strategy. The successful regeneration of the area will both directly and indirectly help to address many of the issues facing Middlesbrough.

GREATER HEMLINGTON

- 2.40 Hemlington is one of the areas within Middlesbrough which is suffering from low housing demand, poor quality environment, high unemployment, and levels of deprivation. The lack of investment in Hemlington Grange has created an opportunity to re-examine the future use of the site and the possibility of creating a sustainable community. This could be achieved through a combination of new development and the regeneration of Hemlington. Such a development can also be seen as complementing that of Greater Middlehaven, to address population decline and provide a balanced housing stock.

3: Spatial vision

INTRODUCTION

- 3.1 Central to the core strategy is the long term spatial vision that will create the framework for the development of the policies and proposals to be included in the LDF. This vision should emphasise local distinctiveness with a focus upon delivery. It will need to give expression to other strategies and programmes, including regeneration, economic development, transport, education, housing, health, waste, energy, recycling, environmental protection and culture.

In 2021....

- Middlesbrough is one of England's newest cities, and one of its most dynamic, with high quality new architectural environments such as those in the town centre and Middlehaven considered amongst the best in the country;
- the population is growing, and increasingly diverse. Many more families now remain in the area, attracted by the wide range of housing opportunities in safe, secure neighbourhoods and by the quality of schools. There is now a net in migration of people moving into the town to live;
- cultural and ethnic diversity and quality of life ensure that Middlesbrough is a magnet for creative people. The number of University of Teesside graduates who stay in Middlesbrough on leaving higher education has doubled;
- inward investment has increased and resulted in companies and government departments relocating from the south east into the town and wider city region;
- efforts to create a market for city living, and to radically enhance the cultural and educational infrastructure have been critical. This is primarily a result of the success in achieving economic growth and diversification. Full employment has just been achieved – creating many new jobs in financial and business services, in the digital/creative industries, and in advanced engineering and manufacturing;
- Middlesbrough's role as the sub-regional shopping centre for Tees Valley, has been reinforced and strengthened. It is the North East's fastest growing retail centre and has attracted a diverse mix of quality multiple retailers and specialist independents. In 2015 Middlesbrough's fifth shopping centre opened;
- Middlesbrough is now recognised as one of the North of England's top five cultural destinations. MIMA has developed an international reputation for contemporary programming of the visual arts. Restored to their original glory, the Empire Theatre and Town Hall provide a diverse mix of the performing arts. All three are rooted in the community and have served as a strong catalyst for the development of the arts and creative industries in Middlesbrough – and for the diversification of the evening economy;
- schools, further and higher education facilities have been modernised and now compare favourably to the best in the North of England. Middlesbrough College has further expanded its campus at Middlehaven and the University of Teesside has developed a series of major new buildings on campus, including the Institute of Digital Innovation;

- communities are truly sustainable as a result of massive investment programmes in improving social housing, clearance of obsolete stock and the provision of new family housing and city living opportunities. People want to live here – neighbourhoods are safe, secure and well managed. Housing markets are buoyant;
- the regeneration of the Tees Corridor, in accordance with the proposals identified in the SMI, is well underway. Middlehaven is connected with and complements the city centre and is a vibrant, mixed-use quarter containing many new homes, offices and leisure facilities. The revitalisation of the waterfront has extended westwards; Riverside Park has expanded, providing new industrial and business accommodation, and the adjoining South West Ironmasters site and the Tees Marshalling Yards are being developed;
- Middlesbrough is a connected city. The public transport system has been transformed; new fast rail services to Newcastle and Darlington are complemented by a high quality guided bus system, which provides direct services between central Middlesbrough and many of its neighbourhoods. Over 50% of residents travel to work, learning or leisure using public transport. The capacities of the A19 and A174 have been expanded to cater for growth;
- with Stockton, Middlesbrough is providing city scale infrastructure, services and facilities for a catchment population of more than 1 million people across Tees Valley, County Durham and North Yorkshire. The vibrant culture, sustainable communities, housing choice and first class health and educational facilities have made Middlesbrough a truly competitive city;
- the successful regeneration of Greater Hemlington has created a modern, vibrant, and sustainable urban village that has a buoyant housing market, and;
- Middlesbrough's role at the centre of the Tees Valley city region is further enhanced by the high quality of both its built and natural environments. This is exemplified by the high quality landscape setting to development created by improvements to the waterfront and the extension of water into the urban area.

4: Spatial objectives

INTRODUCTION

- 4.1 The spatial objectives stem from the spatial vision. The Issues and Options paper identified a series of objectives which were to form the basis of the LDF spatial objectives. Responses to the Issues and Options consultation, and the SA scoping report have been used to refine these objectives which are listed below. These objectives are in no particular order of importance, it will be expected that all will need to be reflected within the policies and proposals of the LDF where appropriate.

SPATIAL OBJECTIVES

OBJECTIVE 1

Recognise the Tees Valley city region and identify the SMI as the location to provide a dynamic city scale urban centre for the city region and its economy.

The Tees Valley city region is identified as one of eight city regions in the Northern Way. As such it is an important driver in the Government's proposals to accelerate economic growth across the North and deliver greater economic prosperity. The SMI will be an important mechanism in the delivery of the city region concept. The objective will be achieved by ensuring that priority is given to investment and development opportunities that contribute to the creation of a centre of city scale. It will also be necessary to ensure that appropriate policies are included within the LDF.

OBJECTIVE 2

Reinforce Middlesbrough town centre as the principal centre for the Tees Valley city region for shopping, cultural, leisure, and civic administration activities.

To achieve this it will be necessary to identify opportunities for the town centre to grow. This will be achieved through rationalisation of existing land uses within the centre, and the identification of Cannon Park as an area into which the centre can expand to accommodate future planned growth. Opportunities created through the regeneration of Middlehaven will also be important in the delivery of this objective.

OBJECTIVE 3

To stabilise then reverse population decline through the creation of sustainable communities that create an environment attractive to retaining the existing population and attracting people back into the town.

Stabilising then increasing the level of population within the town is essential if Middlesbrough is to develop its role at the heart of the Tees Valley city region. An increase in population will help to support and improve viability of local services such as schools and shops. The objective will be achieved through a combination of providing housing in locations, and of the type, that people want, and through improvements to the local environment and investment in facilities and infrastructure. Protection of environmental assets will be integral to achieving this objective and ensuring a high quality of life is achieved. Developments at Hemlington Grange and Middlehaven are central to the delivery of this objective. It will be necessary to develop a multi agency approach to create, and take forward, area frameworks for those parts of the town where intervention is necessary in order to achieve this objective.

OBJECTIVE 4

Create a balanced housing stock that meets the needs of Middlesbrough's population both now and in the future

To address the issue of population decline and to further the prosperous growth of Middlesbrough it is important that the town has a balanced housing stock in terms of type, size and tenure. Eighty eight per cent of all housing in Middlesbrough is in Council Tax band C or below. The diversification of the housing stock will be achieved through new developments such as those at Greater Middlehaven and Greater Hemlington, and through the regeneration of those areas where housing market failure has been at its worse. All developments will need to contribute to the achievement of a balanced housing stock.

OBJECTIVE 5

Deliver major regeneration schemes at Greater Middlehaven and Greater Hemlington to create sustainable communities that will make a significant contribution to Middlesbrough's role as the principal centre of the Tees Valley city region.

Middlehaven has been identified as a priority for the Council and its partners. Successful regeneration of the area will be integral to the development of Middlesbrough as the capital of a successful Tees Valley city region. Hemlington Grange will enable a high quality, high value residential development to be created within a high quality environmental setting, whilst at the same time contributing to the regeneration of the wider Hemlington area making this in turn a more attractive and sustainable living environment. An important consideration to be addressed within the LDF is the relationship between the two developments, and how they can be progressed within the constraints placed on house building rates by the RSS. In both schemes the protection and enhancement of environmental assets is seen as integral to achieving a high quality of life.

OBJECTIVE 6

Improve connectivity within Middlesbrough, the Tees Valley city region, and to other regions.

Poor connectivity is seen as a barrier to growth in the Tees Valley city region. Successful regeneration and delivery of many of the priorities of the Council and its partners will require investment in the transport network and infrastructure. This will involve working with developers, Tees Valley Regeneration, transport providers and operators, and the Highways Agency, to focus activity on

- improving the rail and bus network;
- improving inter urban transport links between Middlesbrough and its neighbours, and
- improving access, particular by public transport, to key regeneration projects.

OBJECTIVE 7

Protect Middlesbrough's historic assets

Middlesbrough has few historic sites, so what are left take on an added significance. This will be achieved by ensuring that criteria are contained within policies that protect Middlesbrough's historic assets, and where possible maximise their contribution to achieving a sustainable environment.

OBJECTIVE 8

Establish an environment that encourages and supports economic vitality and quality of life that attracts both people and businesses to Middlesbrough.

This is an aspiration of the Community Strategy and will be delivered through the LDF by creating a policy framework and identifying development opportunities that maximise the potential for economic growth. It will be achieved through developments such as Greater Middlehaven and Greater Hemlington that will create attractive and high quality environments.

OBJECTIVE 9

Achieve high and sustainable levels of economic growth by supporting existing businesses and encouraging new ones to set up in Middlesbrough.

This will be achieved through identifying suitable sites for economic development and a policy framework that facilitates economic growth. Sites that will be identified within the LDF include Greater Middlehaven, Greater Hemlington, Riverside Park, and the town centre.

OBJECTIVE 10

Maximise the benefits to be gained from natural resources, including the leisure and regeneration potential of water assets such as the Tees corridor, and the protection of areas of bio-diversity and natural beauty.

One of the themes of the Community Strategy is improving the local environment. The protection of Middlesbrough's natural assets is an important strand in delivering the priorities associated with this theme. Opportunities will be sought to increase the bio-diversity resource, and expand the green network. The Council will work closely with its partners such as the Wildlife Trust and Groundwork to achieve this objective. Creation of the Blue-Green Heart as part of the SMI, and improvements to Riverside Park will help maximise the regeneration potential of the River Tees and assist in delivering a city scale landscape appropriate to Middlesbrough's role as the principal centre for the Tees Valley city region.

OBJECTIVE 11

To protect the rural landscape and urban townscape from inappropriate development whilst encouraging modern innovative design.

The design of new development will need to be responsive to its context and setting, yet not repeating examples of poor design. Development will also need to make the best use of the land required to be developed, is accessible to all sections of the community, maximises energy efficiency, and minimises pollution and waste. Poor design in any situation will not be acceptable.

OBJECTIVE 12

To establish an environment that enables residents to improve their quality of life through the provision of accessible and high quality education and health facilities.

This is a priority of the Community Strategy. Accessibility planning will be used to ensure that facilities are located so that they are accessible to the population that they intend to serve. The Council will work with its partners to ensure that all facilities are of a high quality and meet the needs of the population and that high standards of health and education attainment are achieved. This will include working with

- Middlesbrough College to facilitate its proposals for relocation to Middlehaven and improvements to its education offer;

- University of Teesside to enable its continued expansion and growth and helping to ensure that the local economy benefits from its continued success; and
- the Primary Care Trust in identifying a site for a new community hospital.

Rationalisation of primary school provision in East Middlesbrough will help to deliver better more focused education facilities to that part of the town, and the Building Schools for the Future programme will result in a higher standard of education in improved facilities at secondary school level.

OBJECTIVE 13

To reduce the amount of waste produced in Middlesbrough and increase the amount that is recycled.

It will be necessary for the LDF to identify mechanisms for reducing waste and where necessary sites for new waste facilities to meet the waste management targets and apportionments identified in the RSS.

OBJECTIVE 14

To ensure that Middlesbrough has a network of accessible, high quality greenspaces and sport and recreation facilities that meet local needs and enhance the “liveability” of the town, promote sustainability, support biodiversity and makes the best use of land.

It will be necessary for the LDF to include an open space strategy that will assist in the delivery of an effective and high quality open space network. An over-riding policy priority should be to enhance existing provision where it is of value to local communities or serves a wider purpose, such as supporting wildlife and biodiversity or performing a strategic function. Opportunities to rationalise some existing spaces by changing their nature in order to meet local needs better, or to dispose of some sites in order to concentrate available revenue resources on driving up the quality of other spaces and facilities will also need to be considered.

5. Spatial strategy and core development principles

INTRODUCTION

5.1 Underpinning the policies and proposals of the LDF is the spatial strategy and a set of core development principles. These principles provide a context for not only the preparation of the strategic policies of the Core Strategy and other development plan documents, but also a framework within which the spatial vision will be achieved. They are themes that run right through all policies and proposals, and which will need to be considered when assessing all development proposals.

SPATIAL STRATEGY

DEVELOPMENT PRIORITIES

5.2 To ensure that the spatial vision is achieved it is important to direct development to those locations that will assist in the delivery of the Council's, and its partner organisations, priorities. This approach will best deliver the spatial vision of the plan and the aspirations of the community strategy by prioritising certain locations and development opportunities through a mixture of previously developed land and greenfield sites. It identifies how the locational strategy of the RSS, Tees Valley Structure Plan, and sub regional strategic priorities will be taken forward in Middlesbrough.

The Preferred Option

policy CS1 (development priorities)
<p>The Council's priorities for development are</p> <ul style="list-style-type: none">a) the regeneration of<ul style="list-style-type: none">i) Greater Middlehaven;ii) Greater Hemlington;iii) Older Inner Middlesbrough Housing Area; andiv) Grove Hill <p>The Council will work closely with its partner organisations to ensure the successful delivery of these regeneration projects. Other development proposals which would prejudice the delivery of these priorities will not be supported. It will be necessary for policies and proposals in other development plan documents to ensure that these initiatives are delivered in a co-ordinated and complementary way.</p> <ul style="list-style-type: none">b) reinforcing and strengthening the role of Middlesbrough town centre as the principal centre of the Tees Valley city region; and

- c) the creation of a green-blue heart to exploit the River Tees and hinterland between Middlesbrough and Stockton town centres and provide a focus for the formation of a new service sector environment and waterfront of regional, national, and international standing.

Proposals outside of these locations, including windfall developments, will need to be sited within the urban area where they are accessible to the community they serve and satisfy the requirements for sustainable development as contained in policy CS5. Such proposals should also demonstrate how they would contribute to achieving the spatial vision and objectives identified in this plan.

Alternative Options

- 5.3 The following options were considered but rejected

Rejected option 1: Not identify development priorities.

If this option was chosen it would not meet the needs of Middlesbrough, and would be unlikely to deliver the regeneration activities required to meet the spatial objectives. This option would most likely focus on those locations and uses that returned maximum return for the developer. Whilst such an approach would most probably deliver housing of the type and in the locations required to keep and attract people to Middlesbrough, it is unlikely to meet the social and economic objectives of the plan or deliver the spatial vision.

Rejected option 2: Focus all development on previously developed land (pdl).

Whilst pursuing this option would meet environmental criteria of sustainable development through the protection of greenfield sites, as a locational strategy by itself it is unlikely to meet sustainable objectives. Providing all development on pdl is unlikely to deliver housing in locations and of the type to either prevent population loss, or attract population back into Middlesbrough.

GREATER MIDDLEHAVEN

- 5.4 Greater Middlehaven is seen as a central plank in the delivery of the spatial vision and is a priority for the Council and a number of its partner organisations. The importance of this regeneration initiative is recognised in the Community Strategy, RSS, Regional Economic Strategy, and Northern Way. It is essential that the scheme is delivered in a co-ordinated and integrated manner to ensure that its potential in regenerating the area and its contribution to economic prosperity and the development of the Tees Valley city region are maximised. The successful delivery of Greater Middlehaven will also have a direct impact upon the achievement and implementation of a number of spatial objectives and policy areas.
- 5.5 Greater Middlehaven is a 120ha site, situated between the town centre and the River Tees. It includes the Middlesbrough Dock basin, the Central Industrial Area and the St Hilda's estate, which is an area of low demand housing. The Greater Middlehaven Framework Plan was launched by Tees Valley Regeneration in November 2004. The Framework Plan provides a bold architectural vision to guide the future development as a major mixed-use regeneration site. Proposed uses include housing, offices, retail, leisure and education, to create a live-work-play environment.

5.6 The framework plan suggests the following mix and scale of uses for the period up to and beyond 2020

Residential	3,050 dwellings
Offices	93,600 m ²
Retail	6,400 m ²
Leisure	26,900 m ²
Hotel	28,000 m ²
Education	33,000 m ²
Digital city museum	20,000 m ²

The Preferred Option

policy CS2 (Greater Middlehaven)

The Council will work closely with partner organisations to ensure that the regeneration of the Greater Middlehaven area creates a flagship mixed use development appropriate to its status as a strategic priority at the heart of the Tees Valley city region. Proposals will be required to reinforce Middlesbrough town centre’s role at the centre of the Tees Valley city region.

Greater Middlehaven comprises of approximately 120 Ha of land including St Hilda’s, Middlesbrough Dock, the surrounding older industrial areas and Cargo Fleet. The precise boundary will be defined in appropriate development plan documents.

Proposals, development plan and supplementary planning documents will need to ensure

- a) a development comprising of a sustainable mix of uses to include residential, commercial, leisure, education, and ancillary retail;
- b) a high quality and innovative design of buildings and public realm, which responds to the waterside development potential and surrounding context;
- c) the successful integration with the town centre and Riverside Park through the creation of attractive, and safe linkages; and
- d) that development is phased having regard to local and city region objectives so that
 - i) development targets are not exceeded; and
 - ii) contributions to achieving housing market renewal, economic prosperity, and reversing population decline are maximised.

Alternative Options

5.7 No alternative options were considered as the delivery of Middlehaven is a priority identified in the RSS and other regional and sub regional strategies. Such a policy mechanism is a requirement of the draft RSS.

GREATER HEMLINGTON

- 5.8 The Tees Valley Structure Plan (2004) identifies a need for a strategic greenfield site for approximately 1,100 dwellings in south Middlesbrough. The case for a mixed use allocation is supported by the Tees Valley Strategic Employment Review, which recommended that half of the 46ha employment site at Hemlington Grange be reallocated for housing.
- 5.9 The proposed housing at Hemlington Grange will complement the development proposals at Middlehaven and help to balance housing supply and building rates. Greater Middlehaven is aimed at city-style living, whilst Greater Hemlington will provide a choice for prospective purchasers who are currently seeking higher value housing in South Tees, and North Yorkshire. It will be aimed at the mobile, economically active population that Middlesbrough has been losing in recent years. Both Greater Middlehaven and Greater Hemlington will widen the town's property portfolio and help to stem outward migration and unsustainable commuting patterns.
- 5.10 Hemlington Grange is located in close proximity to an area of Hemlington that suffers from significant problems of deprivation. The Council is proposing to take a holistic approach to the development of Hemlington Grange and the regeneration of Hemlington. This is in recognition of the wider regeneration benefits associated with the proposed development. Such a holistic approach will help secure these benefits by creating an integrated more sustainable development.

Preferred Option

policy CS3 (Greater Hemlington)
<p>The Council will work closely with partner organisations to ensure that the development of Hemlington Grange and the regeneration of Greater Hemlington creates a modern, vibrant, and sustainable community. Proposals, development plan, and supplementary planning documents will need to show how the following elements will be addressed through the initiative.</p> <ul style="list-style-type: none">a) tackling of housing market renewal issues through the creation of new dwellings that will help stem population decline, and regenerate the areas of decline within Hemlington;b) redevelopment or improvements to the Viewley local centre to create a more attractive and viable centre to serve the wider Greater Hemlington area;c) integrating the development of Hemlington Grange with the surrounding residential areas;d) creation of a high quality open space and movement network fully integrated with the wider residential areas and green wedges;e) provision of alternative sustainable transport systems linking into the wider transportation network;f) integration of employment generating uses with housing to provide local employment opportunities and reduce the need to travel;g) the use of sustainable construction techniques;

- h) rationalisation of education and community provision; and
- i) diversification of the socio-economic structure of Hemlington.

Alternative Options

5.11 The following options were considered but rejected.

Rejected option 1: Identify land between Nunthorpe and Poole Hospital as a strategic urban extension

Development of this site would not bring with it the significant regeneration benefits associated with the option chosen. It would not be possible to integrate development of this site with the regeneration of Hemlington, or other area of deprivation. The Hemlington Grange site is currently allocated for employment purposes. Government guidance is that local authorities should consider reallocating such sites where they have not come forward, or may not come forward for such purposes in the foreseeable future. The Greater Hemlington proposal will allow for the delivery of some employment opportunities and the creation of a truly mixed used sustainable community.

Rejected Option 2: Identify land between Stainton and Brookfield as a strategic urban extension.

Development of this site would not bring with it the significant regeneration benefits associated with the option chosen. It would not be possible to integrate development of this site with the regeneration of Hemlington, or other area of deprivation. The Hemlington Grange site is currently allocated for employment purposes. Government guidance is that local authorities should consider reallocating such sites where they have not come forward, or may not come forward for such purposes in the foreseeable future. The Greater Hemlington proposal will allow for the delivery of some employment opportunities and the creation of a truly mixed used sustainable community.

NEIGHBOURHOOD RENEWAL

5.12 Within parts of Middlesbrough there is an oversupply of certain types of property, that do not meet people's housing aspirations. This has resulted in neighbourhoods where there is low demand for housing and in some a proliferation of empty houses. A study of the North East housing market identified that Middlesbrough has the greatest exposure to low housing demand in the region, with more than 35% of the housing stock being at risk. The problems of low demand are concentrated in two main types of housing, older terraced property and public sector rented housing.

5.13 In the areas of older terraced housing, in addition to the empty homes, there are also problems with a lack of investment in the dwellings by owners and landlords and a poor quality environment. These houses are often no longer the destination of choice for first time buyers and property values have fallen. This combination of factors has seen these areas decline, often accompanied by the de-stabilisation of communities

5.14 A study of the older housing areas in inner Middlesbrough looked at the future of about 11,500 houses grouped into 6 areas. A preferred option was identified that targeted redevelopment and refurbishment involving approximately 1,500

demolitions, 500 -1,000 new dwellings and the refurbishment of 2,000 - 3,000 dwellings.

- 5.15 There are also a number of empty properties in the public rented sector, largely former Council housing that has now been transferred to Erimus Housing. This reflects a long term decline in the popularity of renting and the growth of owner occupation. Demolitions have taken place in North Ormesby, Central Whinney Banks and St Hildas as part of measures to establish long term sustainable communities. Two other areas of public sector housing, Grove Hill and Hemlington are also experiencing significant issues of low demand. Consultants have been appointed to work with the Council and Erimus to consider potential interventions to ensure a sustainable future for these two communities.
- 5.16 Where demolitions are required, this can create opportunities to introduce different house types and tenure to create a greater diversity of housing. It may also create opportunities to provide more open space or community facilities, or allow the expansion of other types of land use.
- 5.17 In these areas of housing market failure the Council will work closely with partners, including the local community, to identify ways in which the neighbourhoods can be strengthened and returned to prosperity.

Preferred Option

policy CS4 (neighbourhood renewal)

Within the Inner Middlesbrough Older Housing and Grove Hill areas the Council will work closely with the local community and partner organisations to ensure the creation of sustainable local communities. Area frameworks will be prepared to show how neighbourhood renewal will be achieved within these areas. These plans, and, policies and proposals within development plan documents will need to show how neighbourhoods will become places that:

- a) are non-discriminatory, tolerant, and cohesive with a strong local culture and other shared community facilities;
- b) have effective and inclusive participation, representation and leadership;
- c) provide places for people to live that are considerate of the environment;
- d) are well designed and built creating a sense of place and local distinctiveness;
- e) have good transport services and communication linking people to jobs, schools, health and other services;
- f) support a flourishing and diverse local economy;
- g) are well served with public, private, community and voluntary services that are appropriate to peoples needs and accessible to all;
- h) have raised land and property values; and,
- i) people want to live in by choice.

Alternative Options

5.18 The following option was considered but rejected

Rejected Option 1: Not to identify areas for renewal

Such an approach would not deliver the spatial vision and will allow the areas identified in the policy to further decline exacerbating issues of population decline and market failure. It would be contrary to the national sustainable communities agenda and policies of the RSS. Such an approach would not meet the aspirations of the Community Strategy.

CORE DEVELOPMENT PRINCIPLES

SUSTAINABLE DEVELOPMENT

- 5.19 Sustainable development is the core principle underpinning the town planning system. Put simply it is to ensure a better quality of life for everyone, now and for future generations. Achievement of sustainable development is therefore a fundamental principle upon which the policies and proposals contained within the LDF are based. To ensure that this is so, it is necessary for the core strategy to identify how sustainable development principles will be incorporated into development proposals.
- 5.20 Planning authorities are required to ensure that sustainable development is treated in an integrated way within the development plan. In particular it is necessary to consider the interrelationship between social inclusion, protecting and enhancing the environment, the prudent use of natural resources, and economic development. Through the implementation of this policy it should be possible to deliver many of the aspirations of the community strategy.

The Preferred Option

policy CS5 (sustainable development)

All development will be required to contribute to the achievement of sustainable development principles. In assessing proposals, and developing policies in other Development Plan Documents regard will be had to the following criteria:

- (a) achievement of sustainable economic development to support efficient, competitive and innovative business, commercial and industrial sectors;
- (b) the creation of inclusive communities reducing deprivation and the disparities between the poorer and wealthier sections of the town;
- (c) respecting the diverse needs of communities;
- (d) ensuring everyone has access to the health, education, jobs, shops, leisure, and other community facilities that they need in their daily lives;
- (e) contributing to raising the hope, aspirations and achievement of young people and adults;

- (f) promotion of a healthier community for all;
- (g) all new developments should be located so that services and facilities are accessible on foot, bicycle, or by public transport. Reliance on the private car must be reduced or minimised;
- (h) making the most efficient use of land ensuring that there is a sufficient supply of land of a suitable quality in the right locations to meet the development needs of the people of Middlesbrough;
- (i) developments that attract large numbers of people will be directed to those locations which are accessible by sustainable forms of transport and will contribute most to the achievement of social inclusion;
- (j) ensure that Middlesbrough's biodiversity assets and natural habitats are protected. Where possible such assets should be enhanced;
- (k) the protection and enhancement of Middlesbrough's historic heritage and townscape character;
- (l) the ability to deliver development of a high quality design that contributes to improvements in the quality of the townscape;
- (m) protection of the floodplain;
- (n) minimising the generation of waste and maximising the use of recycled materials, and;
- (o) contributing to reducing the causes and impacts of climatic change.

Alternative options

5.21 No alternative options have been considered for this topic. The promotion of sustainable development is required by legislation. It is a core principle contained within PPS1. Policies in RPG1, the Tees Valley Structure Plan and the submission RSS all require this approach to be taken in the LDF.

DESIGN

5.22 Achievement of high quality design is seen to be a central tenet of the planning system. This is reiterated within PPS1. A challenge facing the LDF is how to ensure that all developments incorporate and achieve high quality design and contribute to achieving the quality of environment sought for Middlesbrough. Incorporating a policy on design matters into the core strategy reflects the importance given to the subject in the RSS, community strategy, and national guidance.

5.23 Good urban design is about understanding what aspects of a built environment work well, and at the same time are enjoyed by users. This knowledge is then used to inform new development so it can make a successful and popular contribution to its environment. In Middlesbrough this will mean more consideration of the effect a

new building has on its locality and community, by ensuring it relates to its location and enhances the character, activity and vitality of its neighbourhood.

- 5.24 More focus on the quality of the built environment would also include improving certain places either to complement their best characteristics, or regenerate their worst or most unsuccessful features. This could mean anything from encouraging uptake of shop front and building improvement grants to street renewal and tree planting like that seen in the Town Centre, and in the new Civic Square under construction near the Town Hall. Physical improvements to an area have been shown to attract investment and kick start regeneration.
- 5.25 The Council will implement this policy through its wider activities including development control, implementation, regeneration and procurement functions, and will work with its partners and developers to ensure that the principles of good design are engendered within all developments.

The Preferred Option

policy CS6 (design)
<p>All development proposals will be required to demonstrate a high quality of design in terms of their layout, form and contribution to the character and appearance of the area. In assessing proposals and developing policies in other Development Plan Documents regard will be had to the achievement of the following:</p> <ul style="list-style-type: none">(a) enhancement of the best characteristics of Middlesbrough's built environment to create a positive identity for the town and improve the quality of life of its population;(b) promotion of development and investment in those areas of the town that will benefit most from such action;(c) securing a high standard of design for all development, ensuring that it is well integrated with the immediate and wider context;(d) removal of barriers to access and movement within the town, and enjoyment of the built environment by Middlesbrough's population and visitors to the town;(e) creation of a safe and attractive environment at all times of the day and night;(f) ensuring a quality of new development that enhances both the built and natural environments;(g) the preservation or enhancement of the character or appearance of conservation areas and other areas of special interest and character, and;(h) safeguarding buildings identified as being of special historic or architectural interest.

Alternative Options

5.26 The following options were considered but rejected:

Rejected option 1: Do not include a policy.

If this option was chosen it would not meet the needs of Middlesbrough and is unlikely to deliver the quality of environment sought for the town. Such an approach would be unsustainable and contrary to national planning guidance.

Rejected option 2: One of a number of criteria against which proposals will be assessed.

Whilst this approach will give higher priority to design it will not deliver the level of quality required to achieve an environment suitable for the principal centre of the Tees Valley city region.

DEVELOPER CONTRIBUTIONS

5.27 Development can place additional demands upon physical infrastructure and social facilities. In some instances it will be necessary to seek developer contributions so that new facilities can be provided or existing ones improved.

5.28 In order to allow developers to predict as accurately as possible the likely contributions they will be asked to make through planning obligations and therefore anticipate the financial implications for development projects, local authorities should seek to include as much information as possible in the LDF. Matters to be covered by policies include the factors to be taken into account when considering the scale and form of contributions or level of affordable housing provision. These generic policies should cross-refer to the relevant topic-specific DPD policies that will be used in determining the planning obligations to be sought by local planning authorities.

5.29 This policy approach highlights the general principle that contributions will be required where necessary in planning terms, and indicates the broad range of matters that may need to be addressed. The detailed framework for calculating and negotiating obligations will be set out in separate DPDs.

Preferred Option

policy CS7 (developer contributions)

Development proposals should contribute towards the cost of providing infrastructure, and of meeting social and environmental requirements, where this is necessary to make a scheme acceptable in planning terms. The nature and scale of the contribution sought will be determined having regard to the

- a) form of development;
- b) capacity of existing infrastructure provision; and
- c) potential impact of the development upon the surrounding area and facilities.

The appropriate range and level of contributions will be assessed in a comprehensive manner, taking into account the above criteria, strategic

infrastructure requirements and where appropriate the use of standard charges and formula. Criteria for calculating contributions will be set out in separate Development Plan Documents.

Contributions may be sought for some or all of the following:

- affordable housing;
- education;
- health facilities
- open space and leisure;
- transport infrastructure;
- community facilities;
- environmental improvements;
- drainage; and
- flood prevention.

The above list is not necessarily exhaustive.

Alternative Options

5.29 No alternative options were considered. Existing national guidance (Circular 05/2005) requires LDFs to set out policies indicating the circumstances in which planning obligations may be sought.

6: Competitive business infrastructure

INTRODUCTION

- 6.1 Ensuring that a competitive business infrastructure is in place in Middlesbrough means bringing forward land and premises to support the retention and expansion of existing businesses, promote enterprise and attract inward investment. Unlike other parts of the Tees Valley, Middlesbrough does not have the same degree of over-supply of land and premises for business and industry which can constrain values and stifle developer investment.
- 6.2 The poor quality and choice of existing accommodation and sites remains a significant constraint on economic growth. The growth of Teesdale in the 1980s/90s was fuelled by the relocation of a number of offices in Albert Road and the town has lacked the sites to compete with Teesdale and other business parks across the region. This picture is changing. The Council's proposals for Riverside Park are attracting developer interest and there is potential to re-profile this location to compete with other high quality industrial sites in the sub-region. In addition, Middlehaven affords the opportunity to create, for the first time, a high quality business location in Middlesbrough as part of wider mixed use development proposals.

ECONOMIC STRATEGY

- 6.3 The strategic context for the development of the economic policies and proposals of the LDF is provided by a number of strategies and initiatives, principally
- The Northern Way/Tees Valley city region development plan;
 - Regional Economic Strategy
 - Regional Spatial Strategy, and;
 - Stockton-Middlesbrough Initiative.
- 6.4 The development of the LDF economic strategy will assist in focusing investment and economic development to those locations, opportunities, and initiatives that will contribute to achieving economic prosperity. This will be achieved by the Council working with its partners to focus development efforts on a limited number of key employment sites. Over the period to 2021, these will be:
- Greater Middlehaven, which will have a focus on B1 (business) uses rather than general industry in accordance with the mixed use masterplan for the site;
 - Riverside Park, where a programme of access improvements to the Hartington Interchange and a new direct link to the A66 and a new riverside walk is proposed. Riverside Park will retain a focus as a high quality industrial location but will benefit from its proximity to Middlehaven, and;
 - Greater Hemlington, which will also have a B1 focus as part of mixed use development proposals; it is anticipated that around 25 hectares of business space will be provided alongside new housing and community facilities.

Preferred Option

policy CS8 (economic strategy)

The Council will support and encourage those employment proposals that assist in delivering economic prosperity to the town. Regard will be had to the ability of any proposal to contribute to the achievement of the following:

- a) developing Middlesbrough's role at the centre of a vibrant and prosperous Tees Valley city region;
- b) delivery of the major regeneration schemes at Greater Middlehaven and Greater Hemlington;
- c) implementation of a comprehensive strategy of environmental, management and business improvements in the town centre aimed at raising investment confidence and strengthening the role of the service sector;
- d) implementation of the Digital City proposals to build on the emerging digital media cluster and growing success of the University of Teesside;
- e) contributing to the successful regeneration of an area. Particular emphasis will be given to improving access to skills, training, education, and employment opportunities; and
- f) developing greater innovation to stimulate increased business start up rates and levels of entrepreneurship.

Alternative Options

- 6.5 No alternative options were considered as this policy approach is in accordance with the policy context set by PPS1. Policies in RSS require this approach to be taken, it is supported by the RES and the aspirations of the Community Strategy.

EMPLOYMENT LAND SUPPLY

- 6.6 Achieving high and sustainable levels of economic growth is one of the spatial objectives of the plan, and achieving full employment is identified in the spatial vision. This will only be achieved if there is sufficient employment land in the right locations and of the right quality to attract new businesses.
- 6.7 The RSS identifies a requirement for 185 Hectares of employment land within Middlesbrough for the period 2004 to 2021. This land is divided between brownfield mixed use sites (100Ha) and general employment sites (85Ha). Middlesbrough's current employment land supply is made up from a number of industrial estates of various sizes and quality. In order to support the achievement of the spatial vision it is important that the needs of all forms of employment are catered for. What is lacking in Middlesbrough however is a supply of high quality, serviced, and accessible land. The LDF will need to provide a wide ranging portfolio of employment sites that will enable the town to compete for regional, sub-regional and local investment and, which reflects its status at the centre of the Tees Valley city region.

6.8 Greater Middlehaven, and the town centre have an important role to play in meeting the strategic employment needs of Middlesbrough. This is particularly so in attracting the high quality investment and jobs in the sectors needed to ensure that the town remains competitive and prosperous.

Preferred Option

policy CS9 (employment land supply)	
Provision will be made for 185 hectares of employment land for the period 2004 to 2021 as follows	
General employment land:	85 Hectares
Brownfield mixed use land:	100 Hectares
The general provision of this requirement will be in accordance with the development priorities and economic strategies identified in policies CS1 and CS6. The strategic locations for accommodating this employment land requirement are	
a)	Greater Middlehaven (brownfield mixed use land – approx 100Ha);
b)	Riverside Park (general employment land – approx 25 Ha);
c)	Middlesbrough town centre (office and commercial development);
d)	Greater Hemlington (general employment land – approx 25 Ha; to be provided as part of a mixed use scheme); and
e)	East Middlesbrough (general employment land – approx 5 Ha)
Outside of these locations a sequential approach will be applied to site selection with priority being given to those utilising previously developed land which contribute to the implementation of the economic strategy identified in policy CS8 and which	
i)	will not significantly exceed the employment land requirement; and
ii)	are of a scale and nature appropriate to the location.

Alternative Options

6.9 The following options were considered but rejected

Rejected option 1: To identify an alternative level of employment land

This option has been rejected as it is not in accordance with the requirements of the draft RSS. An overallocation is unlikely to be achievable and could divert resources away from those locations within Middlesbrough where investment is required. Providing less employment land could restrict economic growth and result in investment being lost and going elsewhere, and undermine the role of Middlesbrough at the centre of the Tees Valley city region.

Rejected option 2: Development focused on renewal of existing communities: regeneration of deprived areas and development on brownfield land.

This option would go some way to delivering a sustainable economy by targeting employment opportunities to those locations where there are the greatest employment problems. It doesn't however develop those areas of the economy that are necessary if Middlesbrough is to grow as the principal centre of the Tees Valley city region e.g. Digital City, Boho, and service sector.

Rejected option 3: Development focused on the provision of dispersed mixed use communities on a range of brownfield and greenfield sites.

This option is unsustainable, it would result in a dispersed pattern of investment and development lacking focus. It would also divert resources away from the main priorities including Middlehaven, Hemlington and the town centre. Such an approach is also unlikely to address issues of entrepreneurship.

THE SERVICE SECTOR

- 6.10 The nature of employment in Middlesbrough is changing and it is no longer dependent upon the heavy or manufacturing industries. Almost 90% of all jobs provided in Middlesbrough are now within the service sector. As a consequence land and accommodation requirements of businesses have changed. It is important that the land supply reflects these changes and allows the service sector, including the newer creative media industries, to grow and flourish.

Preferred Option

policy CS10 (office development and the service sector)

The provision of office space and other service sector employment will be directed to the town centre, Greater Middlehaven, or locations close to major public transport nodes.

Alternative Options

- 6.11 No other options were considered. This approach is consistent with that contained in national planning guidance and the draft RSS.

DIGITAL CITY

- 6.12 The Tees Valley, like many similar post-industrial areas, needs to develop new industries to replace those lost as a result of restructuring and global influences. There has been a clear recognition in the region that the University of Teesside's expertise in digital technology, digital media and their applications can make a significant contribution to local and regional regeneration. A strong focus on computing and digital technology programmes and a growing research portfolio, coupled with a track record in new business generation and an excellent relationship with the relevant sectors, make the University ideally placed to supply both the skills and the business development opportunities needed to stimulate high-level growth.
- 6.13 Digital City is an ambitious economic development initiative for the Tees Valley, whose success is based upon keeping, attracting and developing high-value skills, creativity and R&D in digital technologies. This in turn forms the basis for the creation of new businesses, jobs and ultimately a new signature industry for the sub-region. Led by the University of Teesside, its key stakeholders include Middlesbrough Council, Middlesbrough Town Centre Company, the Tees Valley

Partnership, One NorthEast, Tees Valley Regeneration and GO-NE, with support from the private sector and other public sector partners.

Preferred Option

policy CS11 (digital city)

The Council will work with its partner organisations to support and facilitate the development of the digital city initiative. A range of measures and developments will be used to deliver this initiative including:

- a) the development of the Institute of Digital Innovation (IDI). The IDI will form the basis for the generation of research and development based digital technology applications, creative content, new business creation, and the supply of talented and entrepreneurial postgraduates;
- b) the development of a Creative Industries Quarter (Boho) to house new and growing digital and creative companies, including those moving on from the IDI; and
- c) the exploitation of the digital expertise and knowledge available in the University of Teesside through the development of a Museum of Digital Media within Greater Middlehaven.

In addition to the delivery and implementation of the above schemes proposals, development plan and supplementary planning documents will support the digital city initiative by

- i) providing opportunities for start-up businesses and spinouts developed on the back of research and development applications;
- ii) encouraging businesses to co-locate to enable direct working with research and development teams in the development of digital products;
- iii) seeking to improve the capacity of local education, training, economic development and other relevant institutions to support the existing and future development needs of the digital city; and
- iv) encouraging the award of digital City Fellowships, a programme enabling regional graduates to develop digital/multi media business ideas into commercial propositions.

Alternative Options

- 6.14 No other options were considered. Development of Digital City, the Boho quarter and growth of businesses within the knowledge economy are actions identified in the Community Strategy and recognised in the RSS. This policy approach will play a key role in the implementation of the RSS policies for the Tees Valley city region and knowledge based economy.

RIVERSIDE PARK

- 6.15 This is the key existing strategic employment site in Middlesbrough, with approximately 200 businesses employing 4,500 people. A business forum has been established and a masterplan is being prepared to guide the future development of the area as a premier business location. This includes improvements to the quality of the environment and infrastructure, to facilitate enhancement of the type of employment offer, from the existing general employment provision towards a more specialist business location. Environmental improvements could also create a potentially important environmental resource adjacent to the Tees.
- 6.16 The successful development of Riverside Park will play an important part in the delivery of the Stockton – Middlesbrough Initiative.

Preferred Option

policy CS12 (Riverside Park)
<p>Riverside Park will be developed as the strategic location to meet Middlesbrough’s general employment requirements.</p> <p>This will be achieved by</p> <ul style="list-style-type: none"> a) improving accessibility into the area from the A66 and the south; b) improving the interface between the area and Greater Middlehaven; c) improvements to the riverside edge to achieve a high quality development; and d) the creation of an attractive environment that will encourage further inward investment.

Alternative Options

- 6.17 The following options were considered but rejected

Rejected option 1: Not to include a strategic policy for Riverside Park

This option would be unsustainable in the long term, could work against longer term investment and fails to provide a focus or strategic direction for the development of the area. Whilst this approach may deliver some of the key elements of Riverside Park it is unlikely to result in the co-ordinated investment in infrastructure or environmental improvements required to make Riverside Park a strategic employment location at the heart of the Tees Valley city region

EXISTING EMPLOYMENT LAND AND PREMISES

- 6.18 Government guidance encourages the re-use of land and premises for housing and mixed-use development, in circumstances where there is an oversupply of employment land, or sites are no longer appropriate for such uses. At the same time, the priority given to previously developed land in finding sites for housing can

lead to pressure for re-using employment sites even when they are in active use. The premature loss of employment land can harm local firms (who may find it difficult to find suitable replacement sites), lead to a loss of local employment, create pressure for development in unsuitable locations, and increase the need to travel to work. The availability of local employment that is suited to the skills of the local workforce is particularly important given the high levels of unemployment and worklessness in Middlesbrough. Many of these existing sites are well located to serve the needs of these communities and assist in the regeneration of deprived areas.

- 6.19 This policy approach puts reasonable checks in place to ensure land and premises are not lost prematurely. As well as applying to established industrial estates, distribution and business parks, it also covers other appropriate employment sites and buildings. Where the continued viability of a site for B1, B2 or B8 use is in question, it will be necessary to demonstrate that there is no market, or show that physical / operational constraints make it no longer suitable for business use.

Preferred Option

policy CS13 (existing employment provision)	
The Council will resist the loss of land and premises currently in, or last used for, employment purposes to other uses. Other than on sites allocated for alternative uses within the Local Development Framework exceptions will only be made where it can be demonstrated that	
a)	continued use of site for B1, B2 or B8 purposes is no longer feasible, taking into account the site's characteristics and existing / potential market demand; or
b)	continued use of the site for B1, B2 or B8 purposes gives rise to unacceptable environmental or traffic problems; or
c)	an alternative use or mix of uses offers greater potential benefits to the community in meeting local business and employment needs, or in delivering the Council's regeneration agenda.

Alternative Options

- 6.20 The following options were considered but rejected.

Rejected option 1: No protection for existing employment uses

This option would not deliver the spatial vision or objectives, and would be contrary to the aspirations of the community strategy. It fails to support the regeneration of local neighbourhoods and provide local employment opportunities in areas where they are needed.

Rejected option 2: Protect all existing employment sites and premises

This approach would be unsustainable and contrary to government guidance as contained in PPG3. The release of certain sites and premises may aid regeneration and the delivery of the spatial vision and objectives, but such release needs to be carefully managed and controlled.

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 that these homes are provided in a variety 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.

HOUSING STRATEGY

7.2 The LDF 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.

Preferred Option

policy CS14 (housing strategy)

The Council will work with partner organisations to deliver 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.

This translates into the following strategy for different neighbourhoods/areas

Greater Middlehaven

- creation of a high quality water front 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 of 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; and
- the implementation of a toolkit of neighbourhood management, private landlord licensing and other initiatives.

West and South Middlesbrough

- maintain the quality of life through protecting existing high environmental quality of the areas;
- selective increase in housing density around transport nodes;
- any new development should be of a high quality and density appropriate to the location.

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.

Greater Hemlington

- new housing to meet aspirational needs and create a sustainable and balanced mix of housing; and
- creation of a sustainable urban extension of high value, high quality, mix, type and tenure housing.

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

Alternative Options

7.3 The following option was considered but rejected

Rejected option 1: Not include a policy

Not including a policy would not provide sufficient policy support or direction in tackling the issues of housing market restructuring and creation of a balanced housing stock. It would not deliver the aspirations contained within the Community Strategy. The approach outlined above is consistent with both national and regional planning guidance seeking the creation of sustainable communities.

HOUSING LAND SUPPLY

7.4 Increasing the amount and choice of additional dwellings built in Middlesbrough is an essential element in reversing the town's population decline and achieving the spatial vision of an increasing population. This will require careful management of the supply of housing land to ensure that the level of housing is balanced with housing demand, and is developed in the most sustainable locations.

7.5 The level of housing that can be built in Middlesbrough will be determined by the RSS and the Council are pursuing increased housing numbers through the RSS process. This is supported through responses to the Issues & Options consultation where over 60% of respondents felt that Middlesbrough’s housing requirement to 2011 should be 300 or more net additional dwellings/year.

Preferred Option

policy CS15 (housing land supply)

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:

		2004-11	2011-16	2016-21
i.	Greater Middlehaven	750	1015	1015
ii.	Greater Hemlington	400	430	145
iii.	Inner Middlesbrough/ Grove Hill	900	560	-

(all figures are gross additions to the dwelling stock)

Outside of these locations a sequential approach will be applied to site selection with priority being given to those utilising previously developed land and supporting the delivery of the Council’s development priorities and achievement of the spatial vision and objectives.

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.

In the event that overall housing requirements change as a result of revisions to the Regional Spatial Strategy or that actual completion rates and demolitions diverge from expected rates, later phases of development may need to be delayed or brought forward according to the circumstances. Any changes to the phasing will be set out in a Supplementary Planning Document.

Alternative Options

7.6 The following options were rejected

Rejected option 1: Leave it to the market to decide when sites come forward
 If this option were chosen the lack of a co-ordinated approach to management of the release of housing land, would be contrary to national and regional planning policy and could result in an oversupply of housing. It is also likely under this option that more challenging previously developed sites would not be prioritised for development, with a consequent negative impact upon achieving the regional recycling targets for re-use of land. It would increase uncertainty on when sites were due to come forward, limiting the ability to plan for necessary infrastructure investment in advance.

Rejected option 2: Allocate all brownfield sites prior to release of any greenfield sites

This option would not deliver the balanced range and choice of housing sites required to retain and attract economically active households.

REPLACEMENT DWELLINGS

- 7.7 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.

Preferred Option

policy CS16 (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.

Alternative Options

- 7.8 The following options were considered but rejected

Rejected option 1: Not to include a policy

This would not secure sufficient housing of the right size, affordability and in the locations sought required to meet the needs of those displaced. It would not facilitate the regeneration priorities of the Council, and may even frustrate them.

Rejected option 2: Identify specific sites for replacement dwellings

It is not appropriate for the Core Strategy to identify specific sites, this will be addressed in the site allocations 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.

HOUSING CHOICE

7.9 Middlesbrough’s housing stock has an over concentration of terraced houses and under concentration of flats and detached dwellings compared to national averages. Historical development patterns have created large areas of broadly similar property types. It is important that new development re-balances the type of housing on offer, and leads to the creation of diverse, mixed communities.

Preferred Option

policy CS17 (housing choice)
In seeking to provide a balanced housing stock and to meet the needs and aspirations of Middlesbrough’s population the Council will work with partner organisations to ensure that a range of house types, sizes, and tenure are provided.
In assessing the appropriate mix of accommodation, regard will be had to the findings of an up to date housing market assessment.

Alternative options

7.10 The following options have been considered but rejected

Rejected option 1: 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.

Rejected option 2: 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.

APARTMENTS

7.11 Despite the long term undersupply of apartments in Middlesbrough compared to the national average, a high proportion of recent planning permissions have been for apartment schemes. It is important that new apartment schemes are located in the most sustainable locations, where higher density development can be accommodated, and is appropriate to the character of the area.

Preferred Option

policy CS18 (apartments)
Apartments have an important contribution to make in attracting and retaining the economic active population into Middlesbrough, and in creating a city-style living environment appropriate to the principal centre of the Tees Valley city region. To achieve this however it is important that apartments are directed to those locations where they can make the greatest contribution. In order of priority these locations are:

- i. Greater Middlehaven and Middlesbrough town centre; and
- ii. public transport nodes

Outside of these locations residential development including a small proportion of apartments may be appropriate in order to create sustainable mixed communities and to ensure land is used efficiently. Development outside of the above locations, proposing a high proportion of apartments will not be allowed unless it can be demonstrated that a proposal will contribute to achieving the housing strategy set out in policy CS13, and will not prejudice the delivery of the Council's development priorities identified in policy CS1.

In assessing appropriate numbers of apartments to come forward to meet the housing land requirement, regard will be had to the findings of an up to date housing market assessment.

Alternative Options

7.12 The following option was considered but rejected

Rejected option 1: Not include a policy

This option has been rejected because it would not be possible to control the proliferation of proposals for apartments. An effective mechanism is required to ensure that apartments are directed to those locations where they can contribute most to achievement of the spatial vision.

DENSITY

7.13 National planning guidance advises that housing should be developed at a density of at least 30 dwellings/hectare in order to ensure the efficient use of land. Whilst RSS supports this principle it recognises that such densities may restrict the delivery of detached and executive housing, required to improve the mix of dwelling types and sizes in the North East. This is particularly relevant to Middlesbrough, where much of the older terraced stock is built at densities in excess of 100 dwellings per hectare. It is considered that in order to rebalance Middlesbrough's housing stock, and to reverse outmigration to North Yorkshire, some development below 30 dwellings/hectare may be required, but that this will be the exception rather than the norm.

Preferred Option

policy CS19 (density)

All new residential development will be required to achieve a net density of at least 30 dwellings per hectare. Higher densities will be sought at Greater Middlehaven, Middlesbrough town centre and on land adjoining transport nodes, providing it can be demonstrated that the density, scale and physical form of the development is compatible with the nature of the site and the character of its surroundings.

Residential development with net densities below 30 dwellings per hectare will only be permitted in exceptional circumstances, where it is required to meet a demonstrable specific need for executive housing, identified in an up to date housing market assessment.

Alternative Options

7.14 The following option was considered but rejected

Rejected option 1: 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, outmigration of high income households is likely to continue.

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.

Preferred Option

policy CS20 (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. In residential development of 15 or more dwellings (or sites of 0.5 hectares and above) the Council will seek to secure, by use of planning agreements, an element of housing that is available in perpetuity to people who cannot afford to purchase or rent homes in the open market. The affordable housing provided must be an appropriate mix of dwelling type (including housing for single people, large and small families, people with disabilities and people with other special needs) size and tenure to meet the needs of Middlesbrough's citizens as identified in an up to date housing requirements assessment.

Alternative Options

7.16 The following options were considered but rejected

Rejected option 1: 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.

8: A 21st century retail and leisure centre

INTRODUCTION

8.1 Middlesbrough Town Centre is one of the North East's strongest performing shopping centres, only Newcastle and the Metro Centre contain more retail floorspace. The town centre is the focus for the serviced based economy, is a key driver in the wider town economy and is an important source of employment. The town centre is also the focus for a vibrant evening economy based on the Middlesbrough Leisure Park including the cinema, restaurants, pubs and clubs. In addition, the Borough has a strong network of district and local centres meeting the day to day needs of residents.

RETAIL STRATEGY

8.2 The Council has recently reviewed the Middlesbrough Retail Study, the study highlighted that while comparison good shops (clothes, furniture and electrical goods) are well represented within the town centre there is a deficiency in convenience shops (food and every day goods). The reviewed MRS has identified capacity for up to 43,000 sq.m. (net) of comparison goods floorspace and one new large convenience store in the borough as a whole. This identified capacity is a major factor in the proposed extension to the town centre boundary.

8.3 Locations for new retail development will be identified in an appropriate DPD in line with national planning policy contained within PPS6 particularly relating to sequential site selection. This sequential approach requires that town centre locations are considered first, followed by edge of centre locations, and then finally out of centre locations well served by a choice of means of transport.

Preferred Option

policy CS21 (retail strategy)
<p>The Council will work with partner organisations and the local community to identify, protect and enhance a hierarchy of vital and viable retail centres in Middlesbrough. This will be achieved through</p> <ul style="list-style-type: none">a) developing and expanding the town centre to provide opportunities for development and its continued growth as the principal centre of the Tees Valley city region;b) encouraging retail, commercial, leisure and cultural development within a centre of an appropriate type and scale commensurate with its current and future function;c) safeguarding the retail character and function of a centre by resisting developments that detract from its vitality and viability. The sequential approach will be applied when considering new retail proposals;d) encouraging convenient and accessible, district, local and neighbourhood shopping facilities to meet day to day needs of residents, and contribute to social inclusion;

- e) ensuring shopping facilities are accessible by a choice of means of transport including by car, walking, cycling and public transport; and,
- f) ensuring new developments are of an appropriate high quality design particularly in the town centre, and ensure environmental improvements.

Alternative Options

8.4 No alternative options were considered as the approach taken is in accordance with national planning policy as expressed in PPS6, and with the policy approach identified in draft RSS.

RETAIL HIERARCHY

8.5 National guidance advocates the need to develop a retail hierarchy of centres which each perform their appropriate role to meet the needs of their catchment areas. In Middlesbrough a retail hierarchy has been established based on centres of strategic importance within the Borough. The town centre is the largest centre in Middlesbrough and is a sub-regional centre in the North East region serving the catchment for the Tees Valley city region. It provides a range of convenience and comparison shopping, is the centre of the service based economy and performs an important administrative function. The two district centres of Berwick Hills and Coulby Newham serve convenience shopping needs, have a comparison shopping function and contain a range of leisure and community uses. There is also a network of local centres which meet day to day shopping needs.

8.6 In applying the sequential approach for retail development Middlesbrough town centre, and the two district centres are all considered town centres in terms of PPS6 definitions.

Preferred Option

policy CS22 (retail hierarchy)

Middlesbrough Town Centre is the principal centre in the Tees Valley City Region for retail, leisure, cultural and service employment. It is identified in the RSS as a sub-regional centre to which the majority of new retail and leisure floorspace will be directed within the sub region. Below this the hierarchy is as follows:

District centres: Berwick Hills
Coulby Newham

Local centres: Medium and small scale centres

The boundaries of the centres will be defined in appropriate DPDs.

Alternative Options

8.6 No alternative options have been considered as this preferred option is line with national planning policy as expressed in PPS6 and the policy approach identified in the draft RSS.

MIDDLESBROUGH TOWN CENTRE

- 8.7 There have been recent improvements to the retail offer with new floorspace at the Hill Street Centre and the current reconfiguration of the Cleveland Centre, there is also the development of a new art gallery and public square which will enhance the cultural quarter of the centre. The town centre has a thriving evening and night time economy, that is mainly centred around restaurants, bars and pubs. It is important that the town centre remains a vibrant and attractive leisure and cultural destination during the evening, to ensure the night time economy is successful in further sustaining the sub-regional role of the centre. At present while Middlesbrough has a vibrant pub and club circuit, there is a need to diversify and provide an inclusive range of cultural and leisure uses.
- 8.8 The focus for the town centre is to enhance the retail, leisure and cultural offer. At present the town centre boundary is fairly constrained by the A66 and the railway to the north and housing to the south and east. This constrained boundary does not present many options for future development, which is needed to reinforce the sub-regional role of the centre. It is recognised within the Middlesbrough Retail Study (2005) that for Middlesbrough to maintain its position in the hierarchy and accommodate the additional capacity identified in the study that opportunities need to be identified for further retail development. It is therefore considered appropriate that the town centre boundary should be extended to provide scope for these future opportunities. The detailed town centre boundary will be established in the an appropriate DPD.
- 8.9 This preferred option will promote the vitality and viability of the town centre by enhancing the retail, leisure and cultural offer within the town centre while adding to the quality of the built environment through the promotion of good design.

The Preferred Option

policy CS23 (role of the town centre)

The Council will work with partner organisations to encourage and support proposals for retail, leisure, commercial and cultural uses that assist in maintaining and enhancing the role of Middlesbrough town centre. This will be achieved by:

- a) reinforcing and promoting the town centre as the principal centre for the Tees Valley city region for shopping and leisure;
- b) enhancing the vitality and viability of the town centre;
- c) enhancing the mix of appropriate uses within the town centre;
- d) enhancing the cultural economy and evening economy of the town centre to ensure that it is more diverse;
- e) supporting the development of knowledge based economy within the town centre;
- f) ensuring that the necessary infrastructure is in place to support the growth of the town centre; and,
- g) promoting high quality design and environment, befitting the town centre location.

Alternative options

- 8.10 No alternative options were considered, as this preferred option is line with Government policy contained within Planning Policy Statement 6 and the policy approach identified in the draft RSS.

PRINCIPAL USE SECTORS

- 8.11 To achieve the LDF town centre strategy set out above, principal use sectors will be identified within the town centre. Within principal use sectors, the principal use should predominate, this does not mean uses are excluded rather that other uses should be complementary and not harm or undermine the principal use.

Preferred Option

policy CS24 (principal use sectors)

To support the role of the town centre as expressed in policy CS23, appropriate uses will be directed to the principal use sectors as follows

- Retail sector : primary retail area (A1, A2, A3) contains the primary shopping frontage.
- Central sector: location for leisure, culture and the evening economy and also a location for offices.
- East sector: mixed residential and business uses.
- Cannon Park sector : town centre growth area for secondary retail and employment uses (complementary uses to the retail sector, including retail warehousing and B1/B2/B8 uses).
- Southern sector: town centre growth area for secondary retail and university uses (complementary to those in the retail sector particularly specialist retail uses).
- Middlehaven sector: town centre growth area for the digital economy, strategic leisure, office, and residential.

Other uses may be acceptable within these principal use sectors, provided they are complementary and will not harm the principal function of the sector.

The boundaries of these sectors will be identified in the appropriate DPD.

Alternative Options

- 8.12 Alternative options considered in include:

Rejected option 1: Provide no locations for town centre expansion

This option was discounted because of the current constrained nature of the town centre boundary and the need to provide opportunities for future development.

Rejected option 2: Consider Cargo Fleet as a location for town centre expansion.

This option was discounted as Cargo Fleet is considered to be a peripheral location for town centre expansion and not well related to current retail and commercial areas and should be left as an out of centre location as part of any sequential assessment.

DISTRICT AND LOCAL CENTRES

- 8.13 District and local centres play an important role in meeting day to day shopping needs and as a focus for other community facilities. It is not considered appropriate at this time to establish any new district centres in the Borough. This is because the town centre and the two district centres are well served by public transport and also there are a large number of medium and small sized local centres which are adequately catering for day to day shopping needs of residents.
- 8.14 A recent study of district and local centres in Middlesbrough found that many are performing well and provide a vital role for the community. However, there are a number that may be in decline and under performing. In certain cases this may be because they are located close to district centres or other larger local centres, additionally changes in shopping patterns meaning less use of shopping centre is also having an impact and altering the role of smaller shopping centres. These changes in shopping patterns are as a result of the increased use of supermarkets, increased mobility and changes to work patterns. If these centres are to continue to provide an important community facility it is necessary to re-examine the services they provide. Within these centres specialist and non-retail uses can have key role to play in the success of centres.
- 8.15 A sensitive approach is needed to the future of local centres within the borough. While every effort will be made by the Council to maintain and enhance the vitality and viability of local centres, in some instances it may be more sustainable to retract the boundaries of some centres and allow these areas to take on other uses.

Preferred Option

policy CS25 (local centres)

The Council will work with partner organisations and the local community to ensure a network of vital and viable local centres. Where appropriate it will seek to consolidate retail and other uses into a more sustainable, compact and viable centre core. Alternative uses for local centres will only be considered where the centre is included as part of a comprehensive area based regeneration initiative.

Alternative Options

- 8.16 No alternative options have been considered as this approach is line with national guidance as expressed in Planning Policy Statement 6: Planning for Town Centres.

LEISURE USES

- 8.17 The town centre is the focus for the majority of leisure activity in Middlesbrough, this includes a successful evening economy as previously referred to, Middlesbrough Leisure Park and the soon to be developed Middlesbrough Institute of Modern Art 'mima'. There are also a number of leisure facilities located outside of the town

centre including, Middlesbrough Football Club, Middlesbrough Theatre, the leisure element of Teesside Park and numerous leisure centres and gyms. Additionally there are open spaces and parks which provide residents a further opportunity for leisure activity.

- 8.18 The Stockton-Middlesbrough Initiative identifies an area between the two town centres of Middlesbrough and Stockton known as the Green-Blue Heart. The strategy for the Green-Blue Heart identifies this area as a location for city scale leisure development. The masterplan produced for Greater Middlehaven also identifies it as a location for major leisure development as part of a wider mixed use scheme.

Preferred Options

policy CS26 (leisure development)

The Council will work with partner organisations to ensure the provision of a wide and accessible choice of leisure facilities for the community and which reinforce Middlesbrough's role at the centre of the Tees Valley city region. This will be achieved by:

- a) the promotion of the town centre as a sub-regional leisure destination both in the day time and evening;
- b) promotion of the Green Blue Heart, Middlehaven and Prissick Base as locations for major leisure development; and,
- c) the promotion of an appropriate scale of leisure development within district centres.

Outside of these locations a sequential approach will be applied to selection of sites and consideration of proposals.

Alternative Options

- 8.19 No alternatives options have been considered as this approach is line with national guidance as expressed in Planning Policy Statement 6: Planning for Town Centres. Other locations are considered unsustainable for leisure development and would not assist in delivery of the Council's priorities.

REGIONAL CASINO

- 8.20 There have been recent changes to the laws which concern gambling and casinos and the new system introduced limits the number of regional, large and small casinos to ensure that the risk of gambling problems is minimised and allow for a proper impact assessment to be made. Regional casinos when combined with other leisure and entertainment uses can make a considerable contribution to development and regeneration and can assist in job creation, business development and tourism. A Government advisory panel has been established to advise on the location for new casinos.

- 8.21 The provision of a regional casino in Middlesbrough is supported by the Council as it would reinforce Middlesbrough's role at the the centre of the Tees Valley city region. Within Middlesbrough the town centre and the Greater Middlehaven area are seen

as ideal locations for a casino as they are identified as locations for strategic leisure uses, the areas are easily accessible by a range of transport modes, and would provide wider regeneration benefits including the development of previously developed land and job creation.

Preferred Option

policy CS27 (casinos)

Provision of a regional casino will be within town centre or Greater Middlehaven areas to reinforce the role of Middlesbrough as the principal centre of the Tees Valley city region, where they can assist with delivery of development priorities identified in policy CS1 and where they can provide significant regeneration benefits.

Alternative Options

8.22 The following options were considered but rejected

Rejected option 1: Do not include a policy

The presence of a casino can be a significant benefit to the future role of the town centre and the regeneration activities at Middlehaven and help secure a flagship development at the heart of the Tees Valley city region. Including a policy demonstrates the Council's commitment to the provision of a regional casino in Middlesbrough.

Rejected option 2: To identify other potential locations

Other locations will not help deliver or support the development or regeneration priorities of the Council. In terms of the sequential approach other locations will not be suitable, and are unlikely to meet the criteria for supporting a regional casino.

9: A regional centre for education, health, and culture

Introduction

- 9.1 Middlesbrough has the opportunity to establish itself as one of the North's most significant cultural and education centres. This can only be achieved by building upon and continuing improvements in the education, health and cultural aspects of the town. Good community facilities are essential to maintain and improve the quality of life of the people living and working in Middlesbrough. The Council's vision, Raising Hope, is built upon a foundation of education and care of our children and young people and support for vulnerable people in Middlesbrough. These are also central themes of the Community Strategy.

- 9.2 The cultural activities are also important to the well-being of a town and its residents. Culture is an inclusive concept that embraces a wide variety of activities, places, values and beliefs, which in general terms is about our way of life and our quality of life. A comprehensive cultural offer can lead to the creation of new jobs, higher retail expenditure, and an increase in the number of visitors to a town. It also presents a diverse and vibrant sense of place, encouraging pride in the community and cohesion within it.

University of Teesside

- 9.3 The University of Teesside located immediately south of Town Centre core area, and alongside the Linthorpe Road Central shopping area, provides an important cultural and academic focus, it enrolls 20,000 students and is a major source of economic growth for the town. The University offers students a varied programme of high quality under and post-graduate courses from electrical/electronic engineering to midwifery. It also has a strong focus on computing and digital technologies programmes and a growing research portfolio.

- 9.4 The University in recent years has invested more than £60 million in its town centre campus, providing an exciting place to study. It is also in the process of building two major developments, the Institute for Digital Innovation, and the Centre for Creative Technologies, as part of its Digital City initiative.

- 9.5 The immediate links between the University, Linthorpe Road Central and the town centre are important for the continued success of these areas which will be helped by the inclusion of the University within the town centre boundary.

Preferred Option

policy CS28 (university of teesside)
To enhance the contribution the University of Teesside makes to the economic prosperity of the town, and to facilitate the development of knowledge based and creative digital economies, support and encouragement will be given to: <ul style="list-style-type: none">▪ identifying future sites for the University to expand into; and,

- providing opportunities for the knowledge based and digital economies to locate where they can benefit from the expertise of the University.

Alternative Options

- 9.6 No alternative options were considered as the approach identified here is in line with that taken in the draft RSS, RES, and advocated within the Tees Valley city region development programme.

Building Schools for the Future

- 9.7 Building Schools for the Future is a 15 year government programme designed to renew and refurbish the country's secondary schools. This programme of renewal and refurbishment is likely to include a rationalisation of some school sites within the borough with most of the building and refurbishment activity planned to run from 2006-2013.
- 9.8 The issues facing the Council include declining pupil numbers, and a lack of flexible educational accommodation. The Building Schools for the Future initiative is an opportunity to provide refurbished or modern purpose-built facilities with the right number of places, supported by the right staffing structures to deliver the national curriculum.
- 9.9 Currently under consideration are:
- amalgamating Acklam Hall and Hall Garth schools, and building a new purpose built school either on the same or alternative site; and,
 - combining the three Roman Catholic secondary schools and building a new purpose built school on a new site.
- 9.10 The decisions on where the investments are to be made and where any new schools might be located, or which schools are going to be surplus to requirements, are yet to be made. However, it is necessary that the Core Strategy reflects this important national initiative.

Preferred Option

policy CS29 (building schools for the future)

As part of the Building Schools for the Future programme the Council will work with partner organisations to:

- identify potential sustainable location/areas where new secondary schools can be accommodated and contribute to the successful regeneration of an area; and,
- assess potential alternative uses for those school sites, which as a result of the development programme may become vacant.

Alternative Options

9.11 The following options were considered and rejected

Rejected option 1: Not to include a policy

This would not reflect the strategic importance of this initiative and the contribution that it has in achieving both the aspirations of the Community Strategy and the Mayor's reduction agenda. Without a policy framework to deliver this programme it could create problems in the future when more detailed proposals have been drawn up for implementation.

Rejected option 2: Include a more detailed policy

Such an approach could reduce the flexibility of bringing forward an acceptable solution and potentially act as a barrier to the successful facilitation of the programme. It is felt that there are sufficient safeguards in place to protect amenity and other concerns from an inappropriate school development. It is not the role of the core strategy to contain more specific criteria, if needed these should be included in another more appropriate DPD.

Rationalisation of primary school education

9.12 Analysis has shown that currently there are high levels of surplus places in Middlesbrough primary schools, and projections show a continued decline in the number of pupils of primary school age. A consultation/review of primary school provision in East Middlesbrough was undertaken in 2004, the overarching objectives of this review was:

- to enhance educational standards;
- to address poor quality school accommodation;
- to create viable, thriving schools to serve the community of East Middlesbrough; and,
- to make better use of resources currently tied to existing provision and maintaining surplus places.

9.13 The main outcome of the review was the need to consider the possible closure of three primary schools, (Brambles Farm, Thorntree, and Caldicotes), to be replaced by a new single school on the site of the former Erimus Training Centre on Cargo Fleet Lane.

9.14 Whilst it is not proposed to close the schools until summer 2007, it is important that the future use of these school sites are spatially considered.

Preferred Option

policy CS30 (primary school rationalisation)

The Council will work with its partner organisations when considering future primary school requirements. Where it is proposed to rationalise provision priority will be given to those alternative uses that will facilitate the rationalisation programme and which deliver the spatial vision and objectives of this plan.

New schools and alternative uses will be expected to make a contribution to the successful regeneration of an area.

Alternative Options

- 9.15 The following option was considered but rejected

Rejected option 1: Not to include a policy

This would not reflect the strategic importance of education provision in contributing to meeting the aspirations of the Community Strategy and the Mayor's reduction agenda. Without a policy framework to deliver school rationalisation it could create problems in the future when more detailed proposals have been drawn up for implementation.

Cultural quarter

- 9.16 Culture is integral to the regeneration of Middlesbrough, but despite important sub-regional facilities such as the Dorman Museum and the Central Library, Middlesbrough lacks the city scale cultural assets that might be expected to be found in a town serving a catchment population in excess of 850,000. The future economic and social growth of the town depends to a large extent on provision of the cultural and creativity offer. To meet this challenge the Council has ambitious proposals to create a new cultural quarter within the town centre, building on the existing assets of the Empire Theatre, Town Hall and the new Middlesbrough Institute of Modern Art (mima).
- 9.17 The Council is considering proposals to acquire the Empire Theatre, which lies adjacent to the Town Hall and Victoria Square, and restore it to its former use, creating a unique sub-regional cultural asset.
- 9.18 Middlesbrough Town Hall was, until the recent opening of the Sage Gateshead, regarded as the finest concert hall in the North East. Primarily operating as a venue for popular music and comedy, the proposals for the Town Hall envisage the restoration of the Town Hall as a venue for classical performance with a capacity of around 1,200 seats.
- 9.19 Mima due to open in 2006 will be a high quality gallery for display of the Council's collection of contemporary art, ceramics and jewellery. It will also attract international exhibitions. Alongside mima, the revitalisation of Victoria Square to create a new civic space for the town with the potential to serve as an outdoor performance/events space will complement the town's cultural ambitions.

Preferred Option

policy CS31 (cultural quarter)

To build upon its existing cultural assets the council will establish a cultural quarter within the town centre, and support inclusive initiatives that contribute to the cultural vibrancy and richness of the town.

Alternative Options

- 9.20 No alternative options were considered as this approach is consistent with that of national planning policy as expressed in PPS6, draft RSS, and the achievement of the aims of the Stockton-Middlesbrough Initiative and Tees Valley city region development programme.

Health

- 9.21 Health is a major issue in Middlesbrough, and one of the seven themes of the Community Strategy. The gap between levels of health of Middlesbrough residents and the national average is in the most deprived wards wide. For example the percentage of people in 2004 reporting limiting long-term illness in Middlesbrough is higher (22.3%) than the national average (18.2%). The further development of preventative and wellbeing services are key priorities. Measures are being taken to improve the situation including the creation of two new medical villages.
- 9.22 Access to health and social care services in the town has improved with quicker assessments and shorter waiting times to see a GP. Middlesbrough residents have ready access to NHS dental care. Local service providers are much better at co-ordinating services to help maintain people in their own homes, and the James Cook University Hospital offers a range of treatments and services which, in some cases like cancer treatments, rates amongst the best in Europe.
- 9.23 The Primary Care Trust (PCT) has identified a need for a 100 bed community hospital facility to serve the south Middlesbrough area, though no specific proposals have been drawn up.

Preferred Option

policy CS32 (health facilities)

The Council and its partner organisations will promote the provision of health facilities within the town to ensure that everyone has access to a high quality of standard in health care.

Alternative Options

- 9.24 No alternative options were considered as that chosen is considered to provide the greatest flexibility and opportunity in meeting the health needs of the population of Middlesbrough.

10: Connecting Middlesbrough

INTRODUCTION

- 10.1 Transport has an important influence on the quality of life and economic prosperity of Middlesbrough. An efficient and effective transport system is essential if the spatial vision is to be achieved. This means not only creating a transport network within Middlesbrough that allows communities to access those facilities and services they need, but also one where linkages with areas outside of Middlesbrough are effective and efficient. These external linkages will be required to ensure that Middlesbrough develops at the heart of the Tees Valley city region.

TRANSPORT STRATEGY

- 10.2 The strategic context for the development of transportation policies and proposals in the LDF is provided by a number of strategies and initiatives, principally
- The Northern Way/Tees Valley city region development plan;
 - Regional Transport Strategy;
 - Regional Spatial Strategy;
 - Regional Economic Strategy;
 - Stockton-Middlesbrough Initiative; and
 - Middlesbrough Local Transport Plan
- 10.3 The development of the LDF transport strategy will assist in focusing investment in the transport network to achieve the spatial vision of the plan. This will be achieved by the Council working with partner organisations to identify what the existing capacity of the network is and where improvements are required and bringing these forward both in terms of the local and strategic networks. An important element of the transport network will be facilitating the development priorities identified in policy CS1 of this plan.
- 10.4 Improvements already identified at a strategic level, within and beyond Middlesbrough include
- the upgrading of the A1 to motorway standard;
 - improvements to the A66 transpennine route for freight services through Teesport;
 - improvements to the A19/A174 junction; and
 - improved rail links between Middlesbrough and Newcastle, and Middlesbrough and London.
- 10.5 The transport strategy outline here will contain a set of core principles and spatial elements which will identify how the core principles will be addressed in specific transport corridors. These transportation corridors are central to the delivery of the spatial vision and development priorities. They provide an opportunity to identify and implement an integrated package of transport measures that will improve accessibility into and beyond Middlesbrough.

CORE PRINCIPLES

Preferred Option

policy CS33 (transport strategy – core principles)
The Council will work with partner organisations including the Highways Agency and neighbouring authorities to deliver a sustainable transport network that :
a) will improve connectivity within and beyond Middlesbrough;
b) improves accessibility for all;
c) facilitates and supports the regeneration and development priorities identified in policy CS1;
d) fosters economic growth and inward investment; and
e) contains an integrated and safe system of cycle and pedestrian routes.
This will be achieved by giving priority to a balanced package of highway and public transport improvements

Alternative Options

10.5 No alternative options have been considered. The creation of a sustainable transport network is promoted through existing national guidance. Policies in RPG1, the Tees Valley Structure Plan and draft RSS all require this approach to be taken in the LDF.

A19 CORRIDOR

10.6 The A19 corridor is identified within the draft RSS as a regional transport corridor. It is a major corridor that provides an important communication link with areas to the north and south of the Tees Valley. Whilst it is a strategic route that has an important role to play in accessing the major development initiatives within the Tees Valley city region it also acts as a local route. This dual role impacts upon the ability of the road to function in its strategic capacity. It is important therefore to examine ways in which local traffic can be removed from the A19, increasing capacity and reducing congestion. Thus whilst improvements will be sought to the road and its junctions a package of complementary measures should also be introduced into the surrounding road and public transport network to support the role and function of the A19.

Preferred Option

policy CS34 (transport strategy - A19 corridor)
To deliver the transport strategy core principles identified in CS33 the Council will work with partner organisations to identify and introduce measures to reduce congestion, remove bottlenecks, and improve reliability within the A19 corridor. Such measures should address;

- a) improving junction capacity of the A19/A66 junction;
- b) improving junction capacity of the A19/A174 junction; and
- c) exploring the feasibility of a new link road from the A19/A1130 junction to the A66.

Alternative Options

- 10.7 No alternatives were considered as the approach is considered to be consistent with that identified within the draft RSS.

A66 CORRIDOR

- 10.8 This is the principal east – west transport corridor linking Middlesbrough with the A1 and Durham-Tees Valley to the west, and Teesport to the East, and is also identified as a regional transport corridor in the draft RSS. Only that part of the A66 from the A19 junction westwards is part of the trunk road network. It is however an important road in the context of the development priorities within the Town. Developments at Greater Middlehaven, Riverside Park, and the town centre will be accessed via the A66.
- 10.9 Unlike some of the other corridors the A66 corridor is also important in terms of public transport accessibility. It also accommodates the Middlesbrough to Darlington railway line, and the principal bus routes connecting Middlesbrough and Stockton town centres.
- 10.10 An important pre-requisite of any successful city region is its connectivity and infrastructure. It is essential that the heart of the city region is accessible both strategically and internally so that its benefits can be felt throughout the widest possible population. There are some significant opportunities to improve the transport network within this corridor to improve capacity and accessibility and facilitate connectivity and the development of strategic projects at the heart of the Tees Valley city region. This in turn will help create a high quality gateway into the city region that will assist in attracting further investment and growth.

Preferred Option

policy CS35 (transport strategy - A66 corridor)

To deliver the transport strategy core principles identified in CS33 the Council will work with partner organisations to identify and introduce measures to reduce congestion within the A66 corridor and facilitate improved access to Greater Middlehaven, Riverside Park, and the town centre. These measures should address

- a) junction improvements to the A66/Hartington Road interchange;
- b) improvements to facilities and services on the Darlington to Middlesbrough railway line;
- c) improve accessibility by public transport;
- d) improved transport connections with Durham Tees Valley airport;

- e) explore further the feasibility of a new crossing of the River Tees from Riverside Park linking into the A19;
- f) explore further the feasibility of the creation of a new public transport interchange serving the Middlesbrough-Stockton urban core to the West of the A66 corridor; and,
- g) the provision of a park and ride facility in the eastern part of the A66 corridor.

Alternative options

- 10.11 No alternatives were considered as the approach is considered to be consistent with that identified within the draft RSS.

EAST MIDDLESBROUGH CORRIDOR

- 10.12 The two principal elements of this corridor are the Esk Valley railway line and the Marton Road. It forms one of the main corridors for people come into the town from the south, but the Marton Road suffers from significant congestion problems particularly at peak times. Conversely the Esk Valley railway line is under utilised and has potential to help improve accessibility into the town.
- 10.13 A line has been protected in earlier development plans for the implementation of an East Middlesbrough transport corridor. The proposed uses of this corridor have ranged from a dual carriage way general purpose road to a guided bus only road. Whilst there are no firm proposals for its use at present the potential for this corridor to be used for transport in the future should not be prejudiced. It has great potential to contribute to improved connectivity and accessibility, particularly in conjunction with a park and ride scheme to the south of the Marton Road area. It will be necessary to undertake further feasibility work to assess the potential for the corridor.
- 10.14 The James Cook University Hospital, one of the major medical facilities in Europe, is situated within the East Middlesbrough corridor. Measures to improve accessibility to the hospital should be explored further including the construction of a new rail halt on the Esk Valley line.

Preferred Option

policy CS36 (transport strategy - East Middlesbrough corridor)

To deliver the transport strategy core principles identified in CS33 the Council will work with partner organisations to identify an integrated package of measures to reduce congestion and improve accessibility within the East Middlesbrough corridor. Such a package should address

- a) measures to reduce congestion along the Marton Road;
- b) explore further the feasibility of the future of the East Middlesbrough transport corridor;
- c) improvements to facilities and services on the Esk Valley railway line including the provision of a station/halt to serve the James Cook University Hospital;

- d) the provision of a park and ride facility to the south of the Marton Road corridor.

Alternative Options

- 10.15 No alternative options were considered as this policy is in accordance with the provisions of the draft RSS in improving connectivity within the Tees Valley city region, and in particular accessibility to Middlesbrough town centre.

STRATEGIC HIGHWAY NETWORK

- 10.16 In Middlesbrough the A19 , A174, and A66 westwards from its junction with the A19 form part of the trunk road network. There are however a number of local roads which provide a strategic network within Middlesbrough that are considered important arterial routes allowing the free flow of traffic in, and out of Middlesbrough. These include the A66, A1032, A172, A171, A1085, and A175. A number of the key development opportunities in the town, including Greater Middlehaven, and the town centre are accessed via these routes.
- 10.17 The Council will work with its partner organisations to ensure that this network is improved and maintained to facilitate the free flow of traffic and high levels of accessibility. It is important that the capacity of the network does not act as a barrier to the delivery of the spatial vision and implementation of the spatial objectives and aspirations expressed in the Community Strategy. It will be necessary to work closely with the Highways Agency in ensuring that this is achieved.
- 10.18 The Stockton - Middlesbrough Initiative makes a range of interrelated proposals to improve highway connectivity between Middlesbrough and Stockton and improve the investment potential in this core zone. This would also relieve the A66 of local journeys and increase capacity for long-range traffic.

Preferred Option

policy CS37 (strategic transport network)

Development should be located where it will not have a detrimental impact upon the operation of the strategic transport network and will deliver the priorities identified in policies CS33 to CS36. Planning applications for developments that may impact upon this network will be required to be accompanied by a transport impact assessment.

For the purposes of this LDF the strategic transport network is identified as follows

- a) Trunk roads - A66 (west of A19), A19, A174;
- b) other roads -A66 (east of A19), A171, A172, A175, A1032, A1085; and
- c) railways - Darlington to Middlesbrough, Middlesbrough to Saltburn, and Esk Valley

Alternative Options

10.19 The following alternative option was considered but rejected

Rejected option 1: Do not include a policy

This option would not assist in the delivery of the development priorities contained in policy CS1 or reflect the prioritisation of investment in the A66 and A19 transportation corridors as identified in the draft RSS.

PUBLIC TRANSPORT

10.20 Public transport can provide a principal means of reducing reliance on the car, lessening overall traffic levels and providing more sustainable transport. It can also help revitalise communities and overcome social exclusion, especially in more deprived wards in Middlesbrough with low car ownership. Access to convenient and affordable public transport is essential for many sectors of the community – the elderly, people with disabilities - and is essential to a good quality of life. The Government has national targets to increase bus use by 12% by 2010 over 2000 levels.

10.21 Green corridors are a major initiative in Middlesbrough, in partnership with bus operators, to promote bus usage and ameliorate congestion. Schemes have already been introduced along Marton Road and Acklam Road between the town centre and the southern suburbs. A range of related measures include:

- bus-priority bus lanes;
- commuter-controlled signalling;
- upgraded bus stops (and in future real-time information);
- improved pedestrian crossing facilities;
- cycle lanes and advance stop lines;
- rationalised junctions and road space delineation; and'
- new low-floor buses.

Further schemes are being considered for Ormesby Road, Cargo Fleet Lane and various east/west routes.

10.22 A recent study of public transport networks has been carried out across the whole of Tees Valley. It proposes a hierarchy of super-routes and core-routes and better integration between transport modes and better interchange facilities. There has been much debate about the role of Light Rapid Transit (LRT) in the Tees Valley. The current thinking is that improvements to the bus infrastructure will be the major factor within the LDF plan period.

Preferred Option

policy CS38 (public transport)

Major developments will be expected to contribute to improvements to the public transport network and located where they can maximise the potential for a modal shift in transport patterns. Development proposals should include an integrated package of public transport improvements which support the delivery of the transport strategy identified in policies CS33 to CS36. In addition to those priorities identified in policies CS33 to CS36 such a package should identify how the following matters, as appropriate, will be addressed:

- a) the promotion of Middlesbrough town centre as a strategic public transport hub including improvements to Middlesbrough railway station to create a high quality and modern facility appropriate to the urban centre of a city region which is attractive and accessible to all users.;
- b) enhancement of bus service provision through Bus Quality partnerships to maximise accessibility, patronage and the quality of buses;
- c) improvements to the bus network including better reliability, improved journey times, facilities, waiting environments, and better timetabling information; and,
- d) the creation of a Tees Valley rapid transit system.

Alternative Options

10.23 No alternative options have been considered. The creation of a sustainable transport network is promoted through existing national guidance. Policies in RPG1, the Tees Valley Structure Plan and draft RSS all require this approach to be taken in the LDF.

IMPROVING TRANSPORT CHOICE

10.24 National car parking guidelines are interpreted locally across the Tees Valley in the Highway Design Guide that is regularly reviewed by the five unitary authorities.

10.25 In the town centre, it is important to get the right balance between short and long-stay parking and regime of charging to support the role of Middlesbrough as the primary centre for the Tees Valley. Evidence from a recent study indicated that the overall level of parking provision compares favourably with other equivalent centres; as does customer satisfaction. The quality and security of the car parks is good, but there are issues of the quality of access and signage, both by car and foot. As car park sites are redeveloped, it is current policy for equivalent reinstatement of parking spaces; but it can be difficult and costly to achieve this aim.

10.26 In the longer-term it may be necessary to consider packages of measures to reduce car influx to the town centre including increasing parking charges, park-and-ride schemes and possibly even road pricing.

10.27 In existing residential areas it is important to avoid problems by proper control of on-street parking. In new development, parking standards have to be sufficient to prevent excessive on-street parking. Yet parking must not dominate the street scene and deter from pedestrian-friendly environment

Preferred Option

policy CS39 (improving transport choice)

As part of the creation of a sustainable transport network it will be necessary to incorporate measures into development proposals that improve the choice of transport options available to people. Priorities will include

- a) developing a car parking strategy for the town centre to assist businesses and promote economic growth;
- b) developing a parking strategy to address issues of parking in residential areas;
- c) reducing congestion and improvements in journey time reliability, including the provision of improved information for drivers;
- d) promotion of car sharing schemes and opportunities;
- e) exploring the feasibility for providing park and ride schemes within the A66 corridor and to the south of the town;
- f) requiring travel plans and transport impact assessments for all major development proposals that will generate significant additional journeys.

Alternative Options

10.28 No alternative options have been considered. The use of demand management mechanisms in the delivery of a sustainable transport network is promoted through existing national guidance. Policies in RPG1, the Tees Valley Structure Plan and draft RSS all require this approach to be taken in the LDF.

SAFETY

10.29 Reducing the number of road traffic accidents and casualties is an important part of the Mayor's reduction agenda. Many of the measures that can be introduced to help reduce road casualties can be carried out within masterplans and development briefs for new development and implemented through conditions and obligations attached to planning permission. The crucial issue is to consider holistically how to promote pedestrian-friendly environments and encourage more journeys to be taken by means other than the car.

Preferred Option

policy CS40 (road safety)

The Council will work with partner organisations including the local community and schools to reduce the impact of traffic and improve the safety and quality of the environment in residential and commercial areas. This will be achieved by prioritising the following

- a) creation of home zones, comprehensive environmental works in existing and new residential streets to give priority to pedestrians;
- b) introducing speed restrictions, typically reducing from 30 to 20 mph;
- c) traffic-calming measures, a variety of design features to discourage excessive speed;
- d) work-place travel plans, arrangements with new developers and employers for a package of measures to discourage car use and encourage other means including bus, bike and walking; and,

e) school travel plans and safer routes to schools.

Development proposals that would have a detrimental impact upon road safety will not be supported.

Alternative Options

10.30 No alternative options were considered as improving road safety is seen to be an important part of the Community Strategy and Local Transport Plan.

CYCLING AND WALKING

10.31 Cycling and walking as a means to get from home to work, school, shops and amenities and as leisure pursuits are important issues that need to be addressed in the LDF and in contributing to the provision of a sustainable transport network. Both walking and cycling are healthy and enjoyable activities that have the added benefits for reducing car use, improving environmental conditions and reducing energy consumption.

10.32 It is vital that the regeneration of existing areas and plans for new development provide safe and convenient conditions for cycling and walking. Future LDF policies and design guidance must make this a priority. Indeed, it is an important element of achieving sustainable communities and encouraging people to live back in the urban areas.

10.33 Middlesbrough's cycling strategy includes a network of routes, segregated from other traffic as far as possible and many following green wedges and beck valleys. The network in Coulby Newham is particularly comprehensive and recently major cycle routes have been upgraded along the Acklam Road and Marton Road Green Transport Corridors. Where appropriate in major developments as part of planning permission, facilities are required for cyclists such as secure parking, lockers, showers, etc. Future proposals include expansion of the network both for journey to work along principal road corridors and more informal routes mainly for leisure, sometimes shared with walkers.

10.34 The Council's Walking Action Plan prioritises safe routes and initiatives to encourage walking. This also includes the creation of new public spaces and parks and linking routes between housing, jobs and amenities. Recent examples include the town centre public realm along Corporation Road and Newport Road, Marton West Beck timberland trail and the park-to-park walks.

Preferred Option

policy CS41 (cycling and walking)

A strategic network of cycleways and pedestrian routes will be identified, protected and enhanced. Development proposals will be expected to support the delivery and implementation of this network. Major developments will be required to incorporate an integrated network of cycle and pedestrian routes in a safe environment and which links into the wider strategic network.

Alternative Options

- 10.35 No alternative options were considered as this approach is in line with government policy and the policy approach identified within the draft RSS.

11: Creating a quality environment

INTRODUCTION

- 11.1 Whilst Middlesbrough is highly urbanised in character it also has significant expanses of open space such as the beck valleys, green wedges, and green flag parks, that provide a recreational and visual resource, whilst also providing valuable habitats for wildlife. The LDF will seek to protect and enhance these areas which contribute to the attractiveness of the town, these areas will be increasingly important to contribute to the overall attractiveness of the town to realise future regeneration plans.
- 11.2 The many development and regeneration initiatives proposed in the town will incorporate improvements to the natural environment that reflect Middlesbrough's status at the urban core of the Tees Valley city region. Successful integration of the built and natural environments is an important component in achieving a successful and prosperous city region. The LDF will also need to ensure that new development takes account of future climate change and that natural resources are used in a sustainable manner.
- 11.3 The LDF environmental strategy is based on the following themes:
- promoting a network of quality and accessible greenspaces which meets local needs;
 - protecting and enhancing high quality greenspaces in preference to promoting new open space;
 - promoting sustainability and biodiversity;
 - promoting environmental improvements to the public realm;
 - promote measures to take account of climate change, flooding and sustainable energy; and,
 - conserving and enhancing the historic environment in Middlesbrough.

GREEN SPACE

- 11.4 Middlesbrough's open space network consists of a variety of spaces which are a range of sizes, varying qualities and differing functions. These spaces range from parks, (Albert Park and Stewarts Park) land for sport and recreational activity (Prissick Base) green wedges which are large tracts of mainly undeveloped land and beck valleys which penetrate towards the urban core from the outer suburbs and countryside, that provide recreational and/or visual amenity that help maintain local identity.
- 11.5 The Council has undertaken an assessment of open space in Middlesbrough to establish its quantity and quality. From this work an open space strategy has been established, identifying a vision for open space in Middlesbrough. This vision will be based on Middlesbrough having a network of accessible, high quality greenspaces and sport and recreation facilities, that meet local needs and enhances the

“liveability” of the town, supports regeneration, promote sustainability, support biodiversity and makes the best use of land.

- 11.6 To achieve this strategy, it is apparent that the Council needs to enhance the quality of existing open space provision rather than seeking new provision and also align provision with maintenance budgets.

Preferred option

policy CS42 (green spaces strategy)

A Strategic network of high value/high quality green spaces serving the town complemented by neighbourhood and local spaces serving specific areas will be identified and protected.

The priorities for achieving this strategy are ensuring that:

- a) those spaces considered as high value are identified and protected;
- b) each neighbourhood contains at least one two or neighbourhood park;
- c) each dwelling is within the distance threshold of at least one site in each open space typology which meets the required quality standards and is of high value; and,
- d) where there is a shortfall of open space compared against quality standards that new provision is prioritised in those areas with the lowest level of provision.

This network will be identified in the appropriate DPD having regard to the Green Spaces Strategy.

Alternative options

- 11.7 The following options were considered and rejected

Rejected option 1: Retaining the existing open space designations

The primary and secondary open space designations identified in the Local Plan will be combined into one category, the locations of which will be identified within an appropriate Development Plan Document. Retaining the existing classification of primary and secondary open space was discounted because of confusion in the past in relation to the degree of protection while should be given to secondary open space.

STOCKTON-MIDDLESBROUGH INITIATIVE – GREEN BLUE HEART

- 11.8 The aim of the Stockton-Middlesbrough Initiative (SMI) is to create and develop a new city region within the Tees Valley. A principal element of the SMI is the creation of the Green Blue Heart focusing on the River Tees. This will involve the exploitation of the river hinterland and the area between the town centres of Middlesbrough and Stockton. A step change will be required in the environment of this area to assist in the creation of a city scale urban core.

Preferred option

policy CS43 (Green Blue Heart)

Within the Green Blue Heart between Middlesbrough and Stockton town centres the emphasis will be on the creation of a high quality urban landscape that provides a gateway to the Tees Valley city region urban core and an appropriate setting for city scale development. This will be achieved by the Council working with partner organisations to:

- a) ensure the integration and use of water within developments as part of the design concept and the creation of linkages between the Tees Valley city region urban core and active waterfront on the river Tees;
- b) ensure that all proposals incorporate landscaping and environmental measures appropriate to the creation of a Tees Valley city region urban core; and,
- c) identify opportunities for sport, leisure and recreational uses.

Alternative options

- 11.9 No alternative options were considered in respect of this policy as it is based on supporting a strategic regeneration initiative.

BIODIVERSITY AND GEODIVERSITY

- 11.10 Biodiversity is the variety of life in all its forms including wildlife and habitats and Geological conservation relates to sites that are important for their geology and/or geomorphological importance. The Government has set out strategy for conserving and enhancing biological diversity in England. There are currently 22 designated Sites of Nature Conservation Importance in Middlesbrough and other sites of biodiversity importance. A habitat survey is currently being finalised to review these sites and consider if any new sites need to be designated. The boundaries of any existing or new sites will be identified in an appropriate DPD.

Preferred Option

CS44 (biodiversity and geodiversity)

The Council will work with partner organisations and communities to conserve and enhance biodiversity and geodiversity in Middlesbrough. To achieve this strategy regard will be had to:

- a) encouraging the creation of new biodiversity habitats within new development;
- b) identifying a range of sites/ habitats which are important for biodiversity and geodiversity within an appropriate DPD for protection and enhancement; and,
- c) supporting the delivery of the Tees Valley Biodiversity Action Plan.

Alternative options

- 11.11 No alternative options have been considered as this is preferred option is line with Government policy contained in Planning Policy Statement 9 - Biodiversity and Ecological Conservation.

FLOODING

- 11.12 Flood zone maps are prepared by the Environment Agency and show different risks of flooding. These maps indicate a risk of flooding exists in parts of north Middlesbrough including important regeneration sites (Riverside Park and parts of Greater Middlehaven) and along beck valleys. Previously developed land at risk from flooding may be suitable for development provided flood defences can be maintained throughout the life of the development, also the incorporation of sustainable urban draining systems (Suds) can reduce site run off and risk of flooding.

Preferred Options

policy CS45 flood risk
<p>The Council will work with partner organisations including the Environment Agency to identify and reduce the risk of flooding in Middlesbrough. This approach will include:</p> <ul style="list-style-type: none">a) adopting a sequential risk based approach to assessing proposals in or affecting flood risk areas;b) ensuring appropriate flood defence measures or mitigation are incorporated within proposals in or affecting flood risk areas; and,c) ensuring as appropriate the incorporation of sustainable urban drainage systems

Alternative options

- 11.13 No alternative options have been considered as this approach is advocated in planning policy guidance note 25.

SUSTAINABLE ENERGY

- 11.14 The sustainable use of energy is important both in terms of addressing the impacts of climate change and because there is a finite source of fossil fuels. Renewable energy is that which occurs naturally and repeatedly in the environment sources include wind, solar, hydro and biomass (energy derived from organic matter). The Government have set a national target of generating 10% of energy from renewable sources by 2010.

Preferred Option

policy CS46 (sustainable energy use)
<p>The sustainable use of energy in Middlesbrough will be promoted, this will be achieved by:</p> <ul style="list-style-type: none"> a) seeking to improve energy efficiency and reduce energy consumption in new development b) encouraging the use of small scale renewable energy in new development in appropriate locations; and, c) encouraging major commercial, retail and housing development in appropriate locations for example Greater Middlehaven and Greater Hemlington to have embedded within them a minimum of 10% renewable energy supply. <p>A criteria based policy for the assessment of renewable energy proposals will be identified in an appropriate Development Plan Document.</p>

Alternative Options

11.15

HISTORIC ENVIRONMENT

11.16 The historic environment is a term used to encompass all historical aspects of environment including, listed buildings, conservation areas, and historic parks and gardens. Middlesbrough’s historic buildings are an important element in defining and describing the town’s history and character, making them important assets to conserve. The challenge is to protect the character of these buildings while at the same time finding them new uses and integrating them into new development. There is also the potential for these buildings to become a cornerstone for regeneration in areas of Middlesbrough.

Preferred Option

policy CS47 (the historic environment)
<p>Middlesbrough’s historic environment will be conserved and where possible enhanced. This will include ensuring that measures are in place to:</p> <ul style="list-style-type: none"> a) protect and enhance conservation areas and listed buildings; b) protect and enhance historic parks and gardens; and, c) protect and enhance local buildings of special architectural interest.

Alternative Options

11.17

12: Development control policies

To Follow

13: Monitoring Framework

INTRODUCTION

- 13.1 As part of the process of preparing the LDF it will be necessary to identify an effective monitoring framework against which implementation of the LDF strategy and vision can be measured. This in turn will help to identify any changes that need to be made if a particular policy or suite of policies within the LDF are not delivering their intended outcomes.

PERFORMANCE INDICATORS

- 13.2 Indicators will be identified to show how the performance of the Core Strategy will be measured. The government identifies the monitoring process as one that will evolve over time as new information becomes available and lessons are learnt. Indicators may as a consequence change or be refined over time to reflect this evolving process. It is not practicable to include an indicator for every policy in the Core Strategy or other LDF documents. Where possible policies will be grouped and common indicators identified.

ANNUAL MONITORING REPORT (AMR)

- 13.3 The AMR will be the principal component in the monitoring framework, bringing together all the necessary information to successfully monitor the implementation of the LDF into one place. It will be published by December each year and will include an assessment of:
- i. whether policies and related targets or milestones in LDDs have been met or progress is being made towards meeting them or, where they are not being met or not on track to being achieved, the reasons why;
 - ii. what impact the policies are having in respect of national, regional and local policy targets and any other targets identified in LDDs;
 - iii. whether the policies in the LDD need adjusting or replacing because they are not working as intended;
 - iv. whether the policies need changing to reflect changes in national or regional policy; and
 - v. if policies or proposals need changing, the actions needed to achieve this.
- 13.4 The targets and indicators needed to monitor implementation of the core strategy will be identified within the AMR.