



MIDDLESBROUGH HOUSING STRATEGY

2008 – 2011

Quality homes &
neighbourhoods

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VISION

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

FOREWORD

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

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

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

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

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



Councillor David Budd
Executive Member for Regeneration & Economic Development

EXECUTIVE SUMMARY

INTRODUCTION

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

REJUVENATING THE HOUSING STOCK

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

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

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

PROVIDING QUALITY & CHOICE

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

IMPROVING & MAINTAINING THE EXISTING STOCK

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

MEETING SPECIFIC COMMUNITY NEEDS

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

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

DELIVERING THE STRATEGY

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

CONCLUSION

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



Chapter 1: Introduction

CHAPTER 1

INTRODUCTION

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

Key achievements

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

Table 1: Rejuvenating the housing stock

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

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

Table 2: Providing housing quality and choice

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

Table 3: Improving and maintaining the housing stock

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

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

Table 4: Meeting specific community needs

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

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

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

SOCIAL AND ECONOMIC CONTEXT

Middlesbrough then and now

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

¹ Tees Valley Joint Strategy Unit – Census 2001

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

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

Population and households

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

Economy

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

Table 5: Key economic statistics

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

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

Social and economic polarisation

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

POLICY CONTEXT

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

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

National housing and planning policy

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

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

Regional Spatial, Economic and Housing Strategies

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

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

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

Tees Valley Housing Strategy

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

Middlesbrough's Sustainable Community Strategy

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

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

Middlesbrough Council Strategic Plan

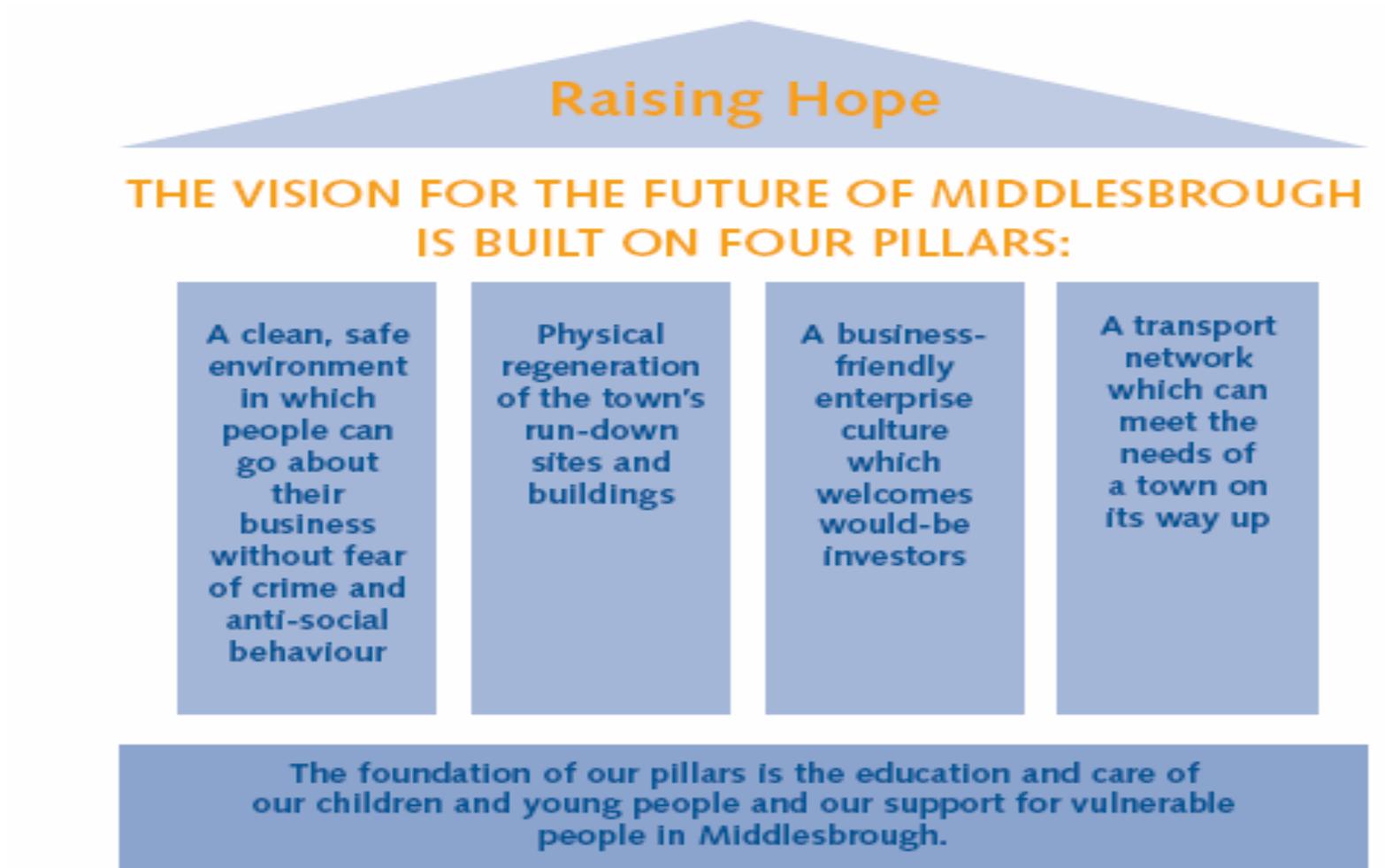
- 1.33 The Strategic Plan sits below the Sustainable Community Strategy and sets out the vision for Middlesbrough shared by members of the LSP together with the priorities supporting it. The purpose of the Strategic Plan is to:
- a) identify the Council's medium-term priorities and how they contribute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

The Mayor's Raising Hope Agenda

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

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

Figure 1: The Mayor's Raising Hope agenda



Middlesbrough Local Area Agreement

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

Middlesbrough Urban Regeneration Strategy

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

Middlesbrough Local Development Framework

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

Middlesbrough Neighbourhood Renewal Strategy

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

Tees Valley Housing Market Renewal Strategy (TVHMRS)

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

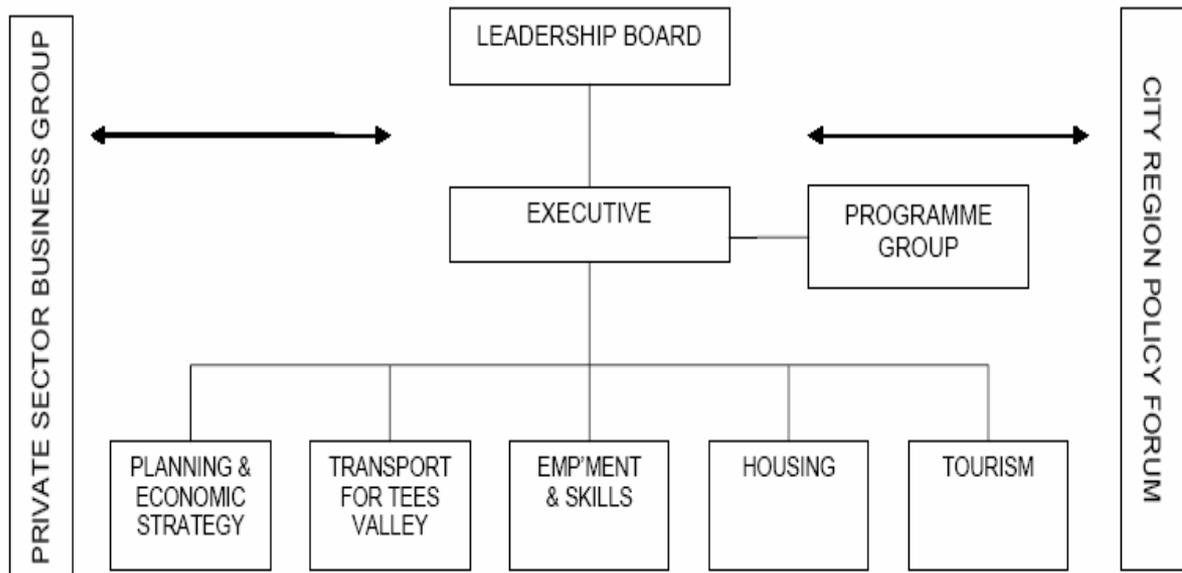
ORGANISATIONAL CONTEXT

Tees Valley Unlimited

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

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

Figure 2: TVU Governance Structure



Tees Valley Regeneration

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

Tees Valley Living

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

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

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

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

Stockton-Middlesbrough Initiative

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

CONSULTATION

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

Local Partnerships

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

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

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

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

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

Middlesbrough Partnership – Area Cluster Groups

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

Figure 3: Cluster Groups

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

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

STRATEGIC RESPONSE

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



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

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

Chapter 2: Rejuvenating the housing stock

CHAPTER 2

REJUVENATING THE HOUSING STOCK

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

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

INTRODUCTION

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

HOUSING MARKET FAILURE IN MIDDLESBROUGH

Evidence base

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

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

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

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

Population decline and out-migration

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

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

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

⁸ Middlesbrough Local Housing Assessment (2006)

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

Empty homes

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

CREATING SUSTAINABLE COMMUNITIES

The challenge

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

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

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

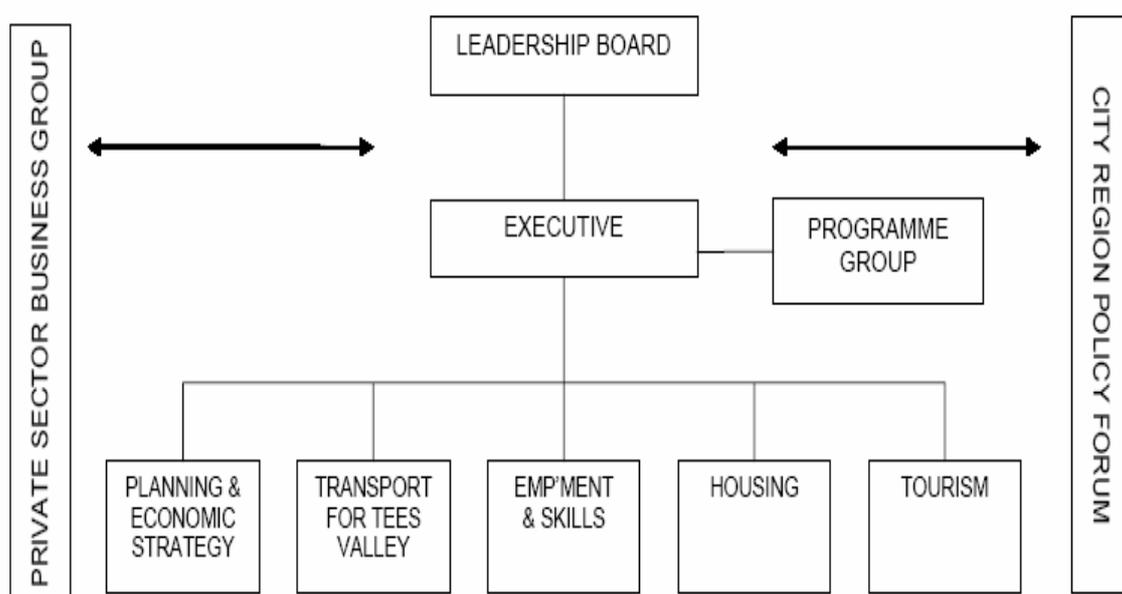
HOUSING MARKET RENEWAL

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

Governance and delivery arrangements

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

Figure 5: TVU Governance Structure



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

RESOURCES

Public sector funding

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

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

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

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

Private Sector Funding

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

ONGOING HMR ACTIVITY

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

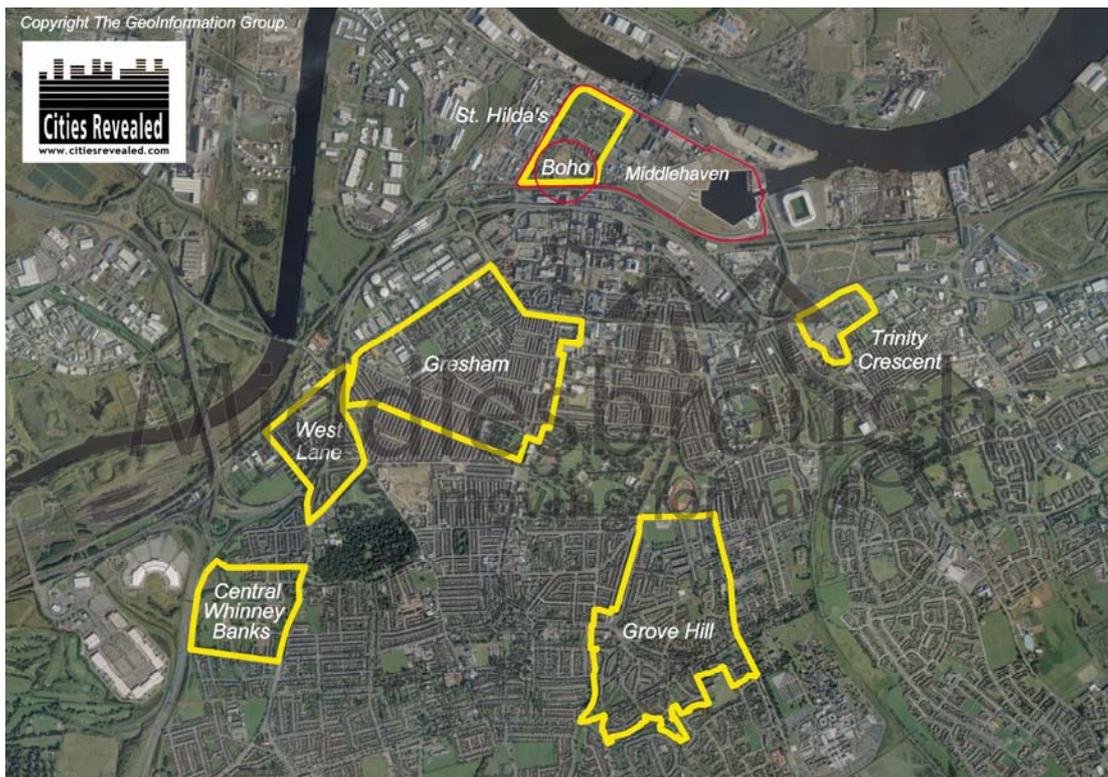
OLDER HOUSING AREA

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

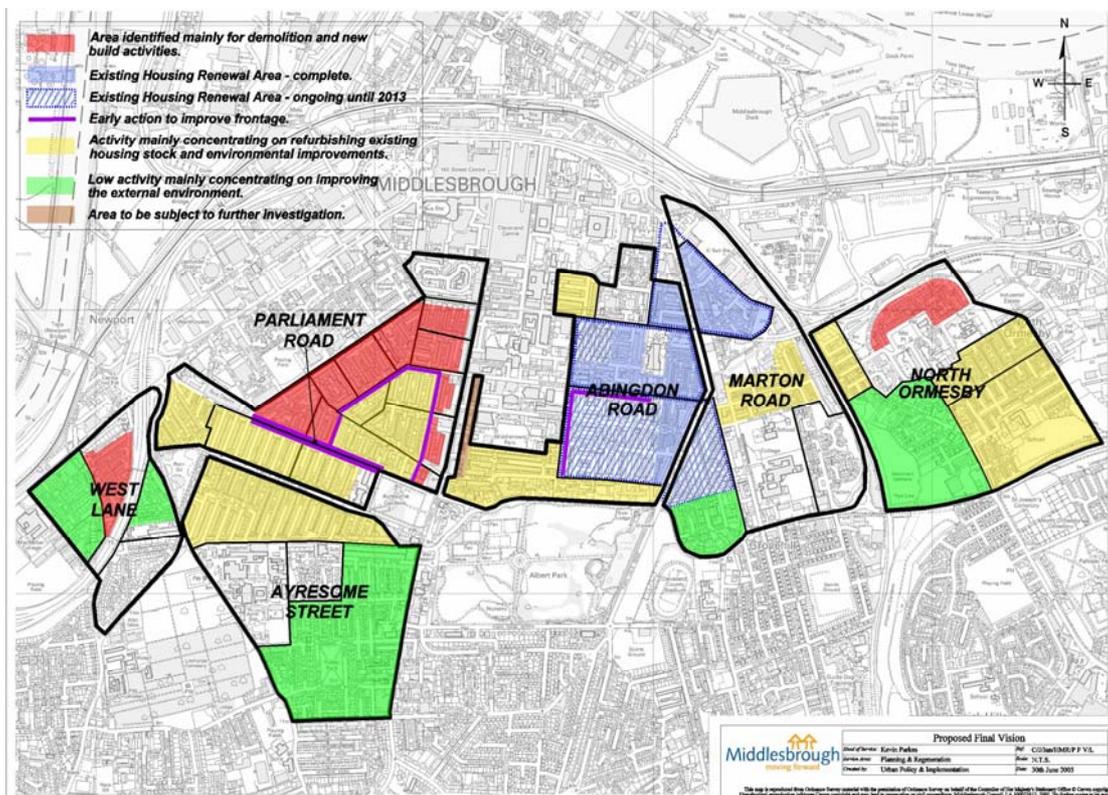
part of the community engagement programme. Its purpose is to reflect the views of the community it represents and to disseminate information. This group has developed and agreed a Residents' Charter with the Council. The main purpose of the Residents' Charter is to provide a set of commitments to residents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

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

Plan 1: Ongoing HMR activity in Middlesbrough



Plan 2: Older Housing Area clearance and improvement plans



Newport

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

GREATER MIDDLEHAVEN/ST. HILDA'S

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

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

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

WEST MIDDLESBROUGH NEIGHBOURHOOD TRUST

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

Central Whinney Banks (Acklam Green)

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

West Lane

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

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

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

TRINITY CRESCENT, NORTH ORMESBY

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

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

GROVE HILL

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

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

HEMLINGTON

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

UNDERPINNING ACTIVITIES

Dedicated support for communities

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

Housing Renewal Policy

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

The Government's Respect Agenda

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

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

STRATEGIC PRIORITIES

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

Table 6: Priority actions to rejuvenate the housing stock

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

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

Chapter 3: Providing Choice and Quality

CHAPTER 3

PROVIDING CHOICE AND QUALITY

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

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

INTRODUCTION

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

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

ACHIEVING THE RIGHT MIX

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

LOCAL HOUSING ASSESSMENT

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

- 3.7 The LHA also found that:

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

Student housing market

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

Apartments

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

Regional housing aspirations

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

Strategic Housing Market Assessment

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

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

HOUSING MARKET EXCLUSION

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

AFFORDABLE HOMES

Affordable housing policy

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

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

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

National Affordable Housing Programme (NAHP)

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

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

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

Note: Grant and Costs figures rounded.

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

Contributions from the private sector

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

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

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

Table 8: Recent Section 106 Agreement Examples

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

Private Rented Sector

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

Choice Based Lettings (CBL)

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

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

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

QUALITY HOMES

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

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

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

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

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

Greater Middlehaven

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

Hemlington Grange

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

STRATEGIC PRIORITIES

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

Table 9: Priority actions to provide quality and choice.

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



MIDDLESBROUGH HOUSING STRATEGY

2008 – 2011

Quality homes &
neighbourhoods

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Chapter 4: Improving and maintaining existing housing

CHAPTER 4

IMPROVING AND MAINTAINING EXISTING HOUSING

**To secure the improvement and maintenance of existing housing so that it meets required standards and investing in sustainable neighbourhoods.
(Also Key Objective 3 of the North East Housing Strategy 2007)**

INTRODUCTION

- 4.1 This Strategy has already made the case for transforming the housing landscape in Middlesbrough. It has set out an exciting and ambitious programme to provide quality homes at the heart of sustainable communities. Amidst all this activity, however, it must be remembered that the vast majority of Middlesbrough's current housing will remain, and provide homes for the town's population and households looking to move to Middlesbrough, well into the future. It is essential that all of Middlesbrough's homes, not just the new ones, meet required standards.
- 4.2 In order to be decent a home should be warm, weatherproof and have reasonably modern facilities. The Government recognises that decent homes are a key element of any thriving, sustainable community. Not only are decent homes important for the health and well-being of those who live in them, they can also affect a neighbourhood's reputation and make it an area where people choose not to live, which may lead to more general neighbourhood decline. The Government believes that everyone should have a decent home. It is aiming to make all council and housing association homes decent and also wants to improve conditions for vulnerable households in privately owned homes, particularly those with children. The Government has set targets for achieving a Decent Homes Standard (DHS)¹ in the social and private housing sectors. By 2010, the Government aims to ensure all social housing is in decent condition, with most of the improvement taking place in deprived areas. In the private sector its aim is to increase the proportion of housing in decent condition occupied by vulnerable groups. A decent home is a basic human right and Middlesbrough shares the Government's view that it is entirely unacceptable in the 21st Century that anyone should be living in a home which does not meet basic standards of safety and comfort.
- 4.3 Whilst meeting these targets is a priority for Middlesbrough, achieving DHS is not an end in itself. Investment to bring about improvements to people's homes must go hand-in-hand with actions aimed at improving their living environment. This Strategy recognises the importance of a comprehensive approach to neighbourhood renewal which seeks to address issues of community safety, improve the environment, including the public realm/open spaces, and advance community cohesion. There is little sense in spending

¹ A home is Decent if:

- it meets the current statutory minimum for housing (i.e. it has no Category 1 hazards – as defined by the Housing Health and Safety Rating System)
- it is in a reasonable state of repair
- it has reasonably modern facilities and services
- it provides a reasonable degree of thermal comfort.

limited resources to improve housing unless such investment is accompanied by measures to ensure sustainable neighbourhoods.

DECENT HOMES IN THE SOCIAL SECTOR

- 4.4 Including Erimus Housing's stock, 19% of RSL homes in Middlesbrough currently fail to meet the DHS. However, all RSLs expect to meet the Government's 2010 DHS target. If necessary, the Housing Corporation (and any successor) will use its regulatory powers to ensure this is achieved.
- 4.5 Following an option appraisal, Middlesbrough Council decided that it could only meet DHS in its homes through transfer to a housing association. The Council's tenants voted for transfer, and, in November 2004, a new not-for-profit housing association, Erimus Housing, took over the ownership and management of the Council's housing stock. The stock transfer was based on a business plan designed to ensure that all former Council homes will meet the DHS by 2010. It secured £181 million of investment and Erimus Housing has already invested almost £78 million with the number of homes failing DHS reduced from 5,737 (out of a total stock of 11,968 in 2004) to 2,920 (out of a total stock of 10,981), a reduction from 47.9% to 26.6%.
- 4.6 The major investment that will flow from the need to meet the DHS in the social housing sector will be a major contributor to the overall regeneration of Middlesbrough and to the delivery of more sustainable communities across the whole town. This will help to underpin other major interventions outlined in this Strategy.

DECENT HOMES IN THE PRIVATE SECTOR

Vulnerable households

- 4.7 Unlike the social sector, the DHS target for the private sector does not apply equally to all housing stock. Instead, through the concept of vulnerability², it makes a link between the condition of the home and the needs of the household living in it, and its ability to effect any necessary improvements as a result of social or economic vulnerability. The Government has set a target of increasing the proportion of vulnerable households living in decent homes in the private sector from 57 percent in 2001, to 70 percent by 2010, and above 75% by 2020/21.
- 4.8 As the Council's RSL partners are on target to deliver DHS in the social sector this Strategy will focus on the improvement and maintenance of private sector housing. This is one of the biggest challenges facing Middlesbrough, with the major barrier to achieving decency in the private sector being the scale of the problem and the associated cost. Government targets will only be met if the required physical improvement to properties is matched with sufficient financial resources. Current public sector resources are unlikely to be adequate.

² Vulnerable is defined as those in receipt of one of the principal means tested or disability-related benefits

Private Sector Stock Condition Survey

- 4.9 To improve its understanding of the condition of the town's private sector housing stock the Council commissioned a private sector stock condition survey in 2005 (PSSCS)³. Information was drawn from more than 1,400 individual property surveys. It was found that while the total amount of stock failing the DHS criteria (11,600 dwellings) was proportionately lower than the national average (25% compared with 33%) problems were concentrated in particular types of properties and locations. As in other parts of the country, the problems were most acute in the private rented sector, where 44% of dwellings failed the standard. In Middlesbrough's Older Housing Area, the stock condition survey found that over 40% of homes in North Ormesby, and in the Abingdon Road and Parliament Road areas, were non-decent.
- 4.10 The problems in the private sector are primarily explained by the age of the stock. Around 60% of the sector was built before 1919 and approximately 54% of dwellings from this period failed the DHS standard. The main reasons for Middlesbrough's better than average performance overall is the availability of gas central heating and the high proportion of properties with solid walls. Nationally, the main reason for failing the standard is inadequate thermal comfort.

Housing Health and Safety Rating System

- 4.11 In April 2006, new legislation was introduced in the form of the Housing Health and Safety Rating System (HHSRS). This replaced the Housing Fitness Standard (HFS). One of the drivers of this change was the fact that nationally, each year, housing conditions are implicated in a large number of deaths and illnesses requiring medical attention. The HFS failed to address many of the conditions that caused these deaths and injuries.
- 4.12 The new risk assessment process focuses on hazards in dwellings. The assessment will show the presence of any serious (category 1) hazards and other less serious (category 2) hazards. It is based on the risk to an occupant who is most vulnerable to that risk. A dwelling that is safe for the most vulnerable is safe for all.
- 4.13 In addition to responding to complaints about the health and safety of private sector housing, the Council has developed a new enforcement policy. This outlines standards, which must be achieved by owners and landlords, and the range of interventions available to the Council. The Council has produced a guide to inform landlords of the radical reforms introduced by the Housing Act 2004 - the HHSRS, DHS, Houses in Multiple Occupation and selective landlord licensing.
- 4.14 To meet the DHS a home must be free of serious hazards to the occupant (category 1 hazard). The PSSCS estimated that the number of homes in the private sector meeting the DHS and occupied by vulnerable people would change in line with the use of the HHSRS, increasing from 67.5% (under HFS) to 68.6%. This is due to there being a lower correlation between dwellings failing with a category 1 hazard under HHSRS and vulnerable occupiers, than is the case for unfit. Nevertheless, the PSSCS estimated the cost of

³ Private Sector Housing Stock Condition Survey by PPS (2005)

achieving DHS in Middlesbrough under the HHSRS at £33.2m, as shown in Table 10.

Table 10: Repair cost by non-decency reason (HHSRS)

Category	Total Cost	Cost per dwelling
Category 1 Hazard	£5.5 million	£1,400
Repair	£9.7 million	£2,100
Amenities	£6.8 million	£15,800
Thermal comfort	£11.2 million	£1,900
Total	£33.2 million	£3,300

Source: Private Sector Stock Condition Survey (2005)

- 4.15 The PSSCS also established a clear relationship between non-decent dwellings and the household income of the occupants, with 39% of households earning less than £10,000 per year living in non-decent housing. This compared with only 15.3% of households with an income of £30,000 to £40,000 per year. The survey estimated that 68.6% of households in receipt of a means-tested benefit lived in homes which meet the standard, against the Government's target of 70% to be achieved by 2010. The survey identified concentrations of non-decent housing in the older housing areas on the southern edge of the town centre.

Latest assessment of private sector stock condition

- 4.16 The extent of non-decency in the private sector in Middlesbrough has recently been further quantified through a stock condition survey undertaken by the Building Research Establishment (BRE).⁴ This provides estimates of local housing conditions based on models, which combine national data from the English House Condition Survey 2001 with local Census 2001 data. The Council is currently examining the findings of this study. Together with an update of the 2005 Private Sector Stock Condition Survey (to be completed in 2008) it will inform the further development of this Strategy.

A COMPREHENSIVE RESPONSE

- 4.17 As mentioned in paragraph 4.3 the Council has looked to develop a comprehensive approach to neighbourhood renewal which goes beyond improving the physical condition of the town's housing stock.

HOUSING RENEWAL POLICY

- 4.18 Middlesbrough Council's Housing Renewal Policy reflects the national and regional policy emphasis that homeowners should be responsible for maintaining their homes with assistance targeted at the most vulnerable households. The new policy tools signal a shift from grants to loans to assist homeowners to meet the DHS. The loan products provide for resources to be returned to the Council, which can then be recycled to support future renewal programmes and achieve more housing improvement. They have also been developed as a pragmatic response to Government guidance that access to

⁴ Tees Valley Private Sector Housing Group: Housing Stock Projections, BRE, June 2007

future funding in these area will be dependent on the development of workable loan schemes. The policy tools include relocation packages which aim to encourage homeowners affected by HMR programmes to re-invest elsewhere within the town's Older Housing Area and to improve relocation properties to meet the DHS. These new approaches will make more effective use of resources and maximise the number of property improvements resulting from public sector intervention.

- 4.19 The new approach to property repair and improvement is underpinned by the provision of two different loan products; a secured interest free repayment loan and an equity share loan. The former is a basic repayment loan, which is secured against the property. The latter enables the homeowner to borrow capital which is secured against their property and is repayable at some future date, usually when the property is sold. A combination of these products (Combination Loan) will be made available where an applicant has some repayment ability or some equity in their property, but individually these are not sufficient to cover the full cost of the works required. The services of an Independent Financial Adviser (IFA) will be secured to offer advice to anyone taking on an additional financial responsibility. For more information please see the link to the Council's website and/or the contact person listed in the Key Contacts section of this Strategy.

Home Assistance, Priority Area Assistance and Loan Match Incentive

- 4.20 A Home Assistance Loan is intended to improve levels of decency in private sector owner-occupied properties. It is available to owner-occupiers throughout the town who are aged 60 or over and/or in receipt of one of the principal means tested or other qualifying benefits. Applicants assessed by an IFA as being able to access commercial lending will not be eligible. This provides access to between £1,500 and £20,000.
- 4.21 Priority Area Assistance is designed to support ongoing regeneration initiatives and provides the same level of assistance to residents within the Facelift areas of Gresham Road and Crescent Road and those in receipt of assistance from the Older Housing Relocation Scheme (OHRAS) who are moving to another property within the Older Housing Area so that their homes can be acquired for redevelopment. As this product aims to assist areas identified as needing targeted housing investment eligible applicants will not be means tested, but will still be assessed by an IFA to determine whether a commercial or Council loan would be most appropriate.
- 4.22 A Match Incentive and Loan Scheme will be made available to all owner-occupiers living in the non-clearance areas within the Parliament Road area of the wider Older Housing Area. This scheme will provide a maximum of 50% grant and 50% unsecured repayment loan to the maximum value of £5,000. This approach has already been successfully piloted in the North Ormesby and streets adjacent to the *mima*.

Hardship Grant

- 4.23 Although Government guidance places the responsibility for the repair and maintenance of private sector housing on the owner, it recognises that there are some people who, due to severe hardship, are unable to fund works to bring their homes up to a decent standard. The Government, therefore,

recommends that provisions are put in place to assist such households. A Hardship Grant of £20,000 will be made available to match the limits on both the Home Assistance and Priority Area Assistance packages as it is recognised that there may be very occasional cases where large scale works are required and the applicant has no means to finance the works through either a repayment or equity share loan. The Hardship Grant will automatically be made available to any home-owner meeting the criteria for either loan product but requires works costing less than £1,500 (due to the costs involved in the set up and administration of loans). The grant may also be used to top up loans in cases where some equity, residual income or combination of both is available, but this has been identified by the IFA as insufficient to cover the full cost of the works required.

PRIVATE RENTED SECTOR

- 4.24 The Council recognises the value of the private rented sector, and the need for a comprehensive toolkit to ensure it provides well-managed, as well as decent accommodation. The Council has, therefore:
- a) strengthened its enforcement capability to meet the demands of this tenure and the provisions of the Housing Act 2004;
 - b) adopted a robust enforcement policy which employs the full range of enforcement actions from informal advice and education to prosecution;
 - c) prioritised the worst housing conditions within the tenure;
 - d) launched a Selective Licensing Scheme in 2007 to complement wider strategies in particular in the Gresham HMR area; and,
 - e) implemented mandatory licensing of HMO.

Selective Landlord Licensing (Mandatory Scheme)

- 4.25 The Government's Respect Action Plan recognises that strong housing management can make a real difference to both the quality of lives of tenants and those living in the wider community. The landlord licensing scheme within the Gresham ward, which is the focus for housing market renewal activity in the town's older housing area, works towards improving standards of property management and tenancy relations and will assume management responsibilities where landlords fail to meet the required standards. The scheme also identifies and supports landlords who are willing to participate in the regeneration of rundown areas, or tackle problems of anti-social behaviour.
- 4.26 Selective licensing enables an efficient, targeted and co-ordinated approach to tackling problems in an area suffering from low demand and anti-social behaviour. The scheme is an opportunity to establish effective partnership working with private landlords and lettings agents. Private landlords are encouraged to take greater responsibility in responding to problems to secure good quality housing and a safer community for all. The scheme is consistent with, and contributes to, overall national, regional and local policies and strategies to deal with particular problems in the private rented sector. The scheme will be monitored and evaluated to inform future plans, and may be considered for other areas meeting agreed criteria.

Voluntary landlord scheme – Shield Project

- 4.27 Established in 2004, a voluntary scheme continues to work across all areas of Middlesbrough, targeting areas with a high percentage of privately rented property. The project has been funded mainly by the Neighbourhood Renewal Fund, with a contribution from the Home Office Anti- Social Behaviour Action Area Fund. However, it will be mainstream-funded from April 2008. At present, approximately 300 private landlords, including lettings agents, have benefited from membership of the scheme, which offers the following core services:
- a) vetting of tenants;
 - b) robust pre-tenancy counselling and sign up service;
 - c) provision of model tenancy agreements;
 - d) a register of available properties to let;
 - e) assistance for landlords in allocating properties;
 - f) post-tenancy visits for all new tenants;
 - g) investigation of all complaints of anti-social behaviour by tenants;
 - h) support and training to assist landlords in managing their tenancies; and,
 - i) supporting landlords who are affected by a landlord licensing scheme.

Houses in Multiple Occupation (HMO)

- 4.28 Good quality, well managed HMO provide a valuable source of accommodation for many single people some of whom are unable to access any other type of housing. Typically this type of accommodation houses those most vulnerable in society and tends to be in poor physical condition with lower management standards. Since April 6th 2006, those HMO of highest risk (3 storeys and above housing 5 or more occupants with some sharing of amenities) have been subject to a mandatory licensing regime. This involves approximately 130 HMO in Middlesbrough. The Housing Act 2004 also introduced a new, wider definition of HMO and significantly more dwellings will be included in this definition, which will lead to an increased regulatory responsibility for the Council.
- 4.29 The Council has targeted problem HMO first with a proactive rolling-program of inspections. A risk assessment system for HMO has been designed to enable a priority inspection programme which has ensured efficient use of available resources. An effective mandatory licensing regime has also been put in place for high risk HMO which includes licence conditions to control overcrowding. A self-certification and inspection programme for two-storey low risk HMO has also been implemented. Guides to licensing of HMO and amenity standards are now provided for landlords and tenants, and information packs issued to landlords with an HMO licence. HMO licensing, alongside the HHSRS will contribute to eliminating hazards and negligent HMO management.

EMPTY HOMES

- 4.30 Empty homes in the private sector are a wasted resource in terms of providing a home for those most in need. There are approximately 1,929 vacant private sector dwellings in Middlesbrough, and it is estimated that 856 are long-term

vacant, which is defined as vacant for 6 months or more. (Housing Strategy Statistical Appendix 2006/07)

- 4.31 Housing market renewal and housing renewal policy activity (see paragraph 4.18 above) will help to tackle the problem of long-term vacant dwellings. A sub regional partnership has also been established to bring problematic, long-term empty properties back into use. An RSL partner purchases, refurbishes to Decent Homes Standard, and relets long-term empty homes. The Council has also developed an Empty and Eyesore Dwellings Strategy. These initiatives will tackle a very obvious sign of neglect and decline and assist the Council to maximise the town's housing resources.

ENVIRONMENTAL IMPROVEMENTS

- 4.32 The Council has a long tradition of improvement works to properties within the town's older housing area. The current SHIP2 funded Facelift works are designed to have a dramatic visual and practical impact on main thoroughfares in the older housing area as an integral part of the Council's comprehensive approach to housing rejuvenation. Works can include:

- a) brick cleaning and re-pointing;
- b) external painting ;
- c) re-decoration of existing pebble dashing or rendered finishes;
- d) construction of new front boundary walls, metal railings and gates;
- e) renewal of gutters' and installation of UPVc front entrance doors.

- 4.33 The Older Housing Area, and other parts of Middlesbrough have also benefited from the introduction of alley-gates, which are gates placed in an alleyway to prevent access. There are over 500 installed throughout the town as a crime prevention measure to reduce burglaries, arson, fly tipping and anti-social behaviour. They have also given communities a sense of ownership of the alleys.

- 4.34 The Council has also introduced a Home Zone scheme in the Older Housing Area which aims to change the way streets are used and improve the quality of life by making them places for people, not just traffic. The Home Zone design process was managed by a steering group whose members included local residents.

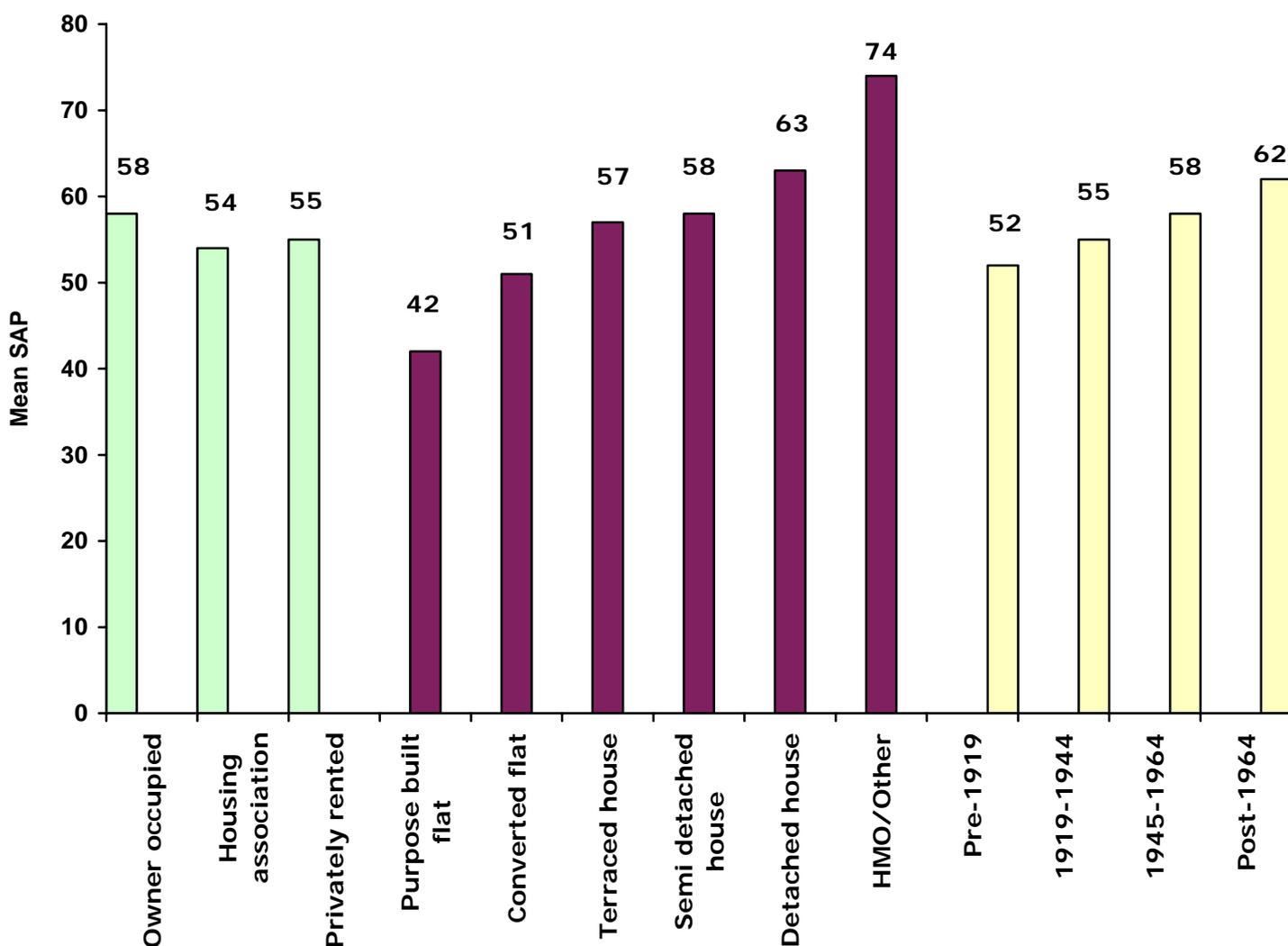
ENERGY EFFICIENCY AND FUEL POVERTY

- 4.35 The Home Energy Conservation Act 1995 (HECA) placed a responsibility on all councils to develop strategies to improve the energy efficiency of all residential accommodation in their areas. It set a target of a 30% reduction in CO2 emissions by the year 2010.

- 4.36 The PSSCS (2005) suggested that average SAP⁵ ratings for private sector dwellings in Middlesbrough are below the national average. Not surprisingly, the best SAP ratings are in the newest properties. Purpose-built flats suffer the worst rating, and detached houses the best. The concentration of purpose-built flats in the RSL stock means this sector fares worse than others, as shown in Figure 6.

⁵ Standard Assessment Procedure for rating energy efficiency in residential accommodation

Figure 6: Average SAP rating



Source: Private Sector Stock Condition Survey (2005)

Fuel Poverty

- 4.37 Being unable to keep a warm home can cause damage to the occupant's health and property. Energy inefficient homes, specific needs and low income levels compound the problem. The Government's view is that any household which spends 10% or more of its income on fuel is in fuel poverty, and its aim is to eliminate the problem. Households which spend 20% are said to be in severe fuel poverty and those spending 30% or more are said to be in extreme fuel poverty.
- 4.38 Estimates from the PSSCS (2005) suggest that 7,000 households in private/RSL homes in Middlesbrough are in fuel poverty. Low income is a major cause of fuel poverty in Middlesbrough. Only households with yearly incomes below £20,000 are affected. More than half the households living on annual incomes of £10,000 or less, and more than a quarter of those on benefits, are in fuel poverty. The older private sector areas to the south of the town centre and former Council house areas of east Middlesbrough are worst affected.

4.39 The Tenth Annual HECA Report shows that the town has surpassed the Government's 2010 target of a 30% reduction in CO2 emissions. Middlesbrough has achieved a figure of 31.27% as of March 2006. However, Middlesbrough still has levels of fuel poverty above the regional and national averages.

Affordable Warmth

4.40 Middlesbrough Council has, therefore, formed a partnership with National Energy Action (NEA) and a range of stakeholders to develop an Affordable Warmth Strategy. The five key aims of the strategy are to.

- a) deliver Affordable Warmth for Middlesbrough;
- b) work towards improving energy efficiency of all housing stock;
- c) promote and improve, access to free, impartial and accurate energy efficiency advice, grants and discounts schemes;
- d) improve health and well being through affordable warmth; and,
- e) improve affordable warmth through income maximisation and money advice.

4.41 The development of the Affordable Warmth Strategy will build on work already undertaken in Middlesbrough and across the Tees Valley as part of a Single Housing Investment Pot (SHIP) funded energy efficiency scheme. Through joint working with a national energy supplier, vulnerable residents across the sub-region were offered a package of energy efficient measures to reduce fuel costs.

SHIP3 RESOURCES 2008 – 2011

4.42 In delivering this strategic objective, the main challenge for the Council and its partners in Tees Valley Living is to maximise limited public sector resources for private sector improvement activity. The available funding over the period 2008/11, at £2.34 million, is less than that for the 2006/08 period. This position adds increased emphasis to the Housing Renewal Policy proposals described earlier in this chapter, which seek to maximise the impact of resources by recycling income from loan repayments.

STRATEGIC PRIORITIES

4.43 To deliver the objectives described in this chapter of the Housing Strategy Middlesbrough Council has prioritised the actions listed in Table 11 below. A more detailed Implementation Plan is provided in Chapter 6.

Table 11: Priority actions to improve and maintain existing housing

1	Seek to increase the proportion of vulnerable people in the private sector living in decent homes in order to meet the Government's 2010 target.
2	Take appropriate intervention action to bring private rented properties fail to the required standards.
3	Work with, and monitor the progress of RSL partners, including Erimus Housing, to ensure all social rented properties meet the Decent Homes

	standard by 2010.
4	Work with partners to deliver the Affordable Warmth Strategy.
5	License residential dwellings under the Selective Licensing designation within parts of the Gresham/Middlehaven Wards.
6	Carry out Housing Health & Safety Rating System Surveys.
7	Explore funding opportunities to continue to implement the sub-regional Filling the Empties scheme.
8	Update private sector stock condition survey.

Chapter 5: Meeting specific community and social needs

CHAPTER 5

MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

(Also Key Objective 4 of the North East Housing Strategy 2007)

INTRODUCTION

- 5.1 This part of the Strategy considers the housing needs of a broad range of people with specialist care, support and cultural needs. They include older people, those with physical disabilities and mental health problems, and the BME community, including asylum seekers, gypsies and travellers. As acknowledged by the Regional Housing Strategy (RHS), the range of issues and number of agencies involved make this strategic objective one of the most challenging to deliver. An added complication is the incomplete evidence base for some of the groups covered. Middlesbrough, like the NEHB is aware of this evidence gap and shares the view that this objective should be a high priority for research funding. Middlesbrough Council is committed to engaging with all of its citizens. As demonstrated throughout this Strategy, in considering specific community needs, the Council recognises that community participation and engagement is essential and that it is essential that citizens are afforded appropriate opportunities to inform the Council and its partners about their own vision for their communities and neighbourhoods and what they want and need in terms of service provision.
- 5.2 The challenge for Middlesbrough Council and its partners is to align capital and revenue resources to enable the town's most vulnerable and disadvantaged people to live in settled housing appropriate to their needs. The key issues in terms of meeting this challenge can be summarised as:
- a) growing needs and demand of local residents – an ageing population, increased life expectancy, including for those with disabilities, and the changing needs and aspirations of local communities;
 - b) limited financial resources against a backdrop of increased service demands and growing expectations; and,
 - c) changing priorities at national and regional level – Middlesbrough and the sub-region must keep pace with the changing Government agenda and ensure local delivery is aligned with national and regional guidance and policy.

SUPPORTING PEOPLE

- 5.3 Central to this objective is the Supporting People Programme (SPP). This is a Government grant programme through which Middlesbrough's most vulnerable people receive housing related support to live independently. It can include, for example, helping older people to remain in their own homes or supporting homeless people to move towards living in their own home. Key to a successful SPP is getting the right services and outcomes for vulnerable

people. This can only happen when Middlesbrough Council and its partners work together effectively to ensure service design and provision is integrated and based on the needs of service users.

5.4 Middlesbrough's Supporting People vision is that it will, "through its continued and developing relationship with its customers and partners seek to improve the quality of life for vulnerable people in Middlesbrough, through the provision of affordable, good quality and accessible housing support services."⁶ This accords with the Government's national strategy for Supporting People which describes a vision of "prosperous and cohesive communities, offering a safe, healthy and sustainable environment for all."⁷ The national strategy for Supporting People is based on four key themes:

- a) keeping people that need services at the heart of the programme;
- b) enhancing partnership with the Voluntary Sector;
- c) delivering in the new Local Government landscape; and,
- d) increasing efficiency and reducing bureaucracy.

5.5 Middlesbrough's SPP aims to meet the Government's expectations. In particular, it looks to ensure delivery through the new performance framework set out in the Local Government White Paper⁸ and will move towards delivering Supporting People funds through the Government's new area based grant. In this regard Middlesbrough's Supporting People programme will further develop approaches to performance management and inspection which focus on key areas of risk or vulnerability. It will also continue to support, develop and share positive practice in the commissioning, procurement and delivery of housing related support.

5.6 A review of the needs of the various groups requiring support was undertaken as part of the process of developing the SP strategy. Groups requiring additional care and support included older people, people with physical and learning disabilities and those with mental health problems. Since this time the identified needs of some client groups have been addressed through the remodelling of existing, or commissioning of new services, and others have changed.

Move-on accommodation & floating support

5.7 Move-on accommodation and addressing the balance between floating support and accommodation-based services is a high priority for Middlesbrough's SPP across a range of client groups. The overwhelming preference of those requiring support is for a decent home in a pleasant and safe environment with support floated in. This provides flexibility for the individual and for SP contracts, prevents silting up of units of specialist accommodation, avoids the disruption of further home moves, often to less desirable accommodation, and the adverse effects of labelling. The challenge is actually providing appropriate move-on accommodation for people with support needs. In this regard Middlesbrough will look to develop services based on the Move-on Plans Protocol (MOPP) toolkit.⁹ MOPP is based on

⁶ Middlesbrough Supporting People 5-Year Strategy (2004/09)

⁷ Independence and Opportunity – Our Strategy for Supporting People – CLG (June 2007)

⁸ Strong and Prosperous Communities – CLG (2006)

⁹ Supported by Communities and Local Government (CLG), Homeless Link has piloted the protocol and produced a toolkit to support its implementation.

local partnership, a move-on audit, the development of a move-on action plan and regular analysis of progress and results.

SPECIFIC SUPPORT NEEDS

Older people

- 5.8 The Council's actions in this area will be guided by its recently developed Older People's Housing Strategy (2007). Older people represent the biggest group requiring support to stay in either their current accommodation or one of the supported accommodation options. It is currently estimated that there are 21,000 people aged 65 or over living in Middlesbrough. Almost half of these are aged 75 or over (ONS 2003 based population projections). There is a close link between age and support needs as people become increasingly frail. The greatest needs are from people aged 85 or over. The number of older people, especially the over-80s, is particularly significant because of the links between ageing and disability. More than half the over-60s have a disability and just under half have difficulty walking. Many live in two-storey housing no longer suitable for their needs. Meeting the mental health needs of older people is also a major concern for Middlesbrough. The Older People's Mental Health Strategy¹⁰ aims to provide a whole system approach for managing and delivering older people's mental health services. It will provide a basis for commissioning older people's mental health services in line with an agreed set of standards and the needs of the people of Middlesbrough. It is important that this strategy is aligned with Middlesbrough's Housing Strategy and Older People's Housing Strategy to ensure an effective response in this area.
- 5.9 Within the definition of older people, there are different groups in terms of income, health and social characteristics, whose needs are diverse and change at different stages in their life. As the RHS recognises, it is wrong to assume that the older population are a holistic group. Only the minority need supported housing, and, generally, the housing needs and aspirations of older people do not differ greatly from the rest of the population.
- 5.10 As the town's population of older people increases, and becomes a larger proportion of the population as a whole, the housing, health and social care needs of older people will require a greater share of resources, time and attention. The major challenges for all those involved in the delivery of older people's services can be summarised as:
- a) an ageing population - increased life expectancy with longer periods of ill health;
 - b) pressure on health, social care and Disabled Facilities Grant (DFG) budgets;
 - c) challenges of maintaining independence; and,
 - d) providing choice and meeting rising expectations;
 - e) high levels of deprivation;
 - f) high levels of ill-health;
 - g) broadly low property prices; and,
 - h) issues with older, unsuitable housing stock.

¹⁰ Middlesbrough's Older People's Mental Health Strategy (2007)

5.11 Middlesbrough Council has recently adopted its first Older People's Housing Strategy¹¹. A key component is the Council's Telecare (assistive technology) Strategy which forms part of a suite of initiatives designed to enable older people to remain independent for longer. For more information, see the link to the Council's website and/or the relevant person in the Key Contacts section of this Strategy. It aims to deliver sustainable older people's housing in Middlesbrough by ensuring the partners involved in housing and related services for older people work together to:

- a) enable older people to choose housing that is suitable for their needs; and,
- b) provide a range of support to enable them to exercise that choice.

5.12 The strategy aims to achieve this by:

- a) ensuring efficient service delivery by integrating health, social care and housing services to enable older people to stay in their homes for as long as possible;
- b) enhancing the options for accommodation-based services (including meeting the need for additional extra care provision) so that older people have access to appropriate, high quality accommodation with support and care; and,
- c) ensuring that older people's housing needs are integrated with housing regeneration initiatives.

Physical disabilities

5.13 In order to promote social inclusion it is vitally important that existing homes and new housing development meets the needs of people with physical disabilities so as to enable this group to exercise housing choice. One particular area which requires attention is the specific housing needs of younger disabled people. Adults with a physical disability can generally be divided into two groups with different approaches required to meet their needs.

5.14 The first are those with a disability from childhood whose needs can be planned for over time because they are usually known to social care agencies. This requires effective collaboration between key agencies. If this does not happen then this group can move into adulthood facing an extended period of living with their parents, until they become too old or frail to care for them. Whilst their housing needs might be met, their needs as independent adults are not, thus reinforcing a dependent role in the family and society.

5.15 The second group are those with acquired disabilities. Their needs are more difficult to predict because of different levels of engagement with social care agencies or changing requirements over time, resulting from, for example, degenerative or progressive illnesses. Added to this is the fact that the spectrum of housing needs of disabled adults varies from a requirement for very specific individual design, through wheelchair and mobility housing to that of flexible lifetime home requirements.

5.16 In order to inform its response to the needs of this particular client group a steering group has recently been established with members drawn from housing, social care and planning, to explore how joint approaches for the provision of physical disability services can be further developed. The group

¹¹ Middlesbrough Council Older People's Housing Strategy (October 2007)

will consider how well designed housing and carefully planned public realm can contribute to the well being of this client group. As part of this work the Council is examining the extent of specialist provision and the needs of those with physical disabilities. Early indications are that there is a significant gap in provision overall and, in particular, an acute shortage of move-on accommodation for those currently living in supported housing who have decided they want to live more independently. Unlike other needs groups there are no permanent independent supported living schemes for this client group in Middlesbrough all of which results in the one move-through scheme for younger disabled people being unable to properly function and offer services to new clients.

- 5.17 Middlesbrough Council will continue to promote the delivery of locally based services for people with physical disabilities and work with health and social care partners to assist with the delivery of commissioning strategies that will see a movement towards independent living with support. In practical terms this will require capital and revenue funding to develop new independent living options, and the Council will continue to work with RSL partners to develop bids to the Housing Corporation's National Affordable Housing Programme.
- 5.18 Disabled Facilities Grant (DFG) can help people with a physical disability to adapt their current home so that it can better meet their needs. Middlesbrough was successful in SHIP Round 2 (2006/08) securing £1.8 million funding for additional DFG. In 2006-07, a total of 157 DFG cases were completed and 240 households were assisted in 2007/08. This level of activity has moved the Council closer to meeting increasing demand from older and disabled residents wishing to stay in their own homes and the recent increase in the maximum mandatory grant award from £25,000 to £30,000 will enable the Council to assist applicants with higher levels of need and to some extent ease pressure on the Social Care top up fund. However, this level of investment still falls short of that required to meet identified needs. Given this, and the SHIP funding settlement in this area for 2008/11 (£1.32 million) the Council will need to continue to develop ways of maximising the impact of expenditure on DFGs. There will be full consultation should there be any move towards the development of a loans system for adaptations.
- 5.19 Local authorities have been encouraged by Government (through its agency, Foundations) to set up arms-length Home Improvement Agencies (HIAs) to provide support and assistance to homeowners. Middlesbrough set up an in-house HIA in 1990, the Staying Put Agency (SPA), which has recently been awarded the Foundation's Quality Mark. Through the SPA, the Council offers advice and help to owner-occupiers, landlords and tenants who wish to repair, improve or adapt their properties. The forms of assistance targeted towards people with physical disabilities include:
- a) Disabled Facilities Grants (DFGs);
 - b) Middlesbrough Mobile Adapt and Mend Scheme (MMAMS); and,
 - c) Disabled Persons' Rehousing Assistance Scheme (DPRAS).
- 5.20 The SHIP2 funded DPRAS assists homeowners to purchase a more suitable replacement property where a member of the household has been assessed as requiring major adaptation of the current home, and where moving to a replacement home is the person's preferred option, and would deliver the most beneficial outcome. Although in many instances a DFG to adapt the

current home will continue to be the preferred funding route for households requiring major adaptations, this scheme can be used to complement, or provide an alternative to, the mandatory grant regime. Homeowners will be eligible for a grant award to assist them to purchase a replacement home suitable to the needs of the household. In addition to DPRAS the homeowner may also qualify for a DFG to adapt the replacement home.

- 5.21 Middlesbrough recognises the value of services which prevent vulnerable older people having to leave their homes. The SHIP2 funded MMAMS fills a gap within the overall provision of repair and minor adaptation services for older and disabled people in the town.
- 5.22 The Council will continue to explore funding opportunities to build on good practice and seek to sustain and further develop the innovative complementary schemes described above.

Mental Health

- 5.23 Since the needs assessment which informed the SP strategy, considerable work has been undertaken in order to ensure appropriate criteria to determine eligibility for access to supported housing services for people with mental health problems. A key development has been the establishment of a multi-disciplinary panel to consider the accommodation and support needs of this group. A Care Programme approach forms the foundation for the panel's work and only individuals with an assessed mental health problem are considered eligible for services. The panel, which meets every fortnight, has developed a much clearer picture of the demand for services.
- 5.24 A particular focus for the group has been shared-living accommodation with support. While this type of accommodation is not appropriate for all clients, because it does not always provide sufficient privacy and independence, it can be beneficial for some clients in helping to avoid the negative consequences of social isolation. It is, therefore, considered appropriate that a limited number of shared-living units should be provided, wherever possible improving the quality of provision. Apartments with shared support are an important element of the required spectrum of housing and related support services for this client group.
- 5.25 In addition to the need to carry out reviews to compare the quality of provision across accommodation-based services, the panel has identified the need to consider the extent to which the support needs of people with mental health problems currently living in residential care homes can be met in more independent settings. A particular focus in this area will be younger people with mental health problems.
- 5.26 In terms of floating support, SP has now revised all contracts so that they are based on the number of support hours to be provided to people living in any tenure, as opposed to a fixed number of service users in specific accommodation. This has been a major success in terms of increasing the flexibility of the service and has enabled it to support more people.
- 5.27 Middlesbrough Council will continue to promote the delivery of locally based services for people with mental health problems and work with health and social care partners to assist with the delivery of commissioning strategies that

will see a movement away from traditional residential care models towards independent living with support. In practical terms this will require capital and revenue funding to develop new independent living options, and the Council will continue to work with RSL partners to develop bids to the Housing Corporation's National Affordable Housing Programme.

Learning Disabilities

- 5.28 Middlesbrough Council's strategic direction is towards local services for all people with learning disabilities, including those who challenge services and those with complex needs. Increasing tenure choice by introducing shared ownership as an option for people with learning disabilities has also been identified as a priority for a client group which has the potential to access long-term enabling funding, and which is often excluded from mainstream housing.
- 5.29 For this client group, Middlesbrough's priorities include bringing at least 10 people back home from out of area placements each year for the next three years by providing localised services. These individuals are currently in high cost out of area placements, including young adults in transition, and the aim is to return them to their home town. Plans are already in place to bring some people with complex needs back home to local schemes. Increased options in the future will help prevent clients from moving to out of area placements.
- 5.30 Middlesbrough Council's Social Care Department also has a waiting list of seventeen people who currently live in Middlesbrough with older parents or carers with immediate housing needs and a further sixteen people requiring accommodation with support within the next twelve months. Future forecasting shows an increase in demand over the 2008/11 period.
- 5.31 Middlesbrough Council will continue to promote the delivery of locally based services for people with learning disabilities and work with health and social care partners to assist with the delivery of commissioning strategies that will see a movement away from traditional residential care models towards independent living with support. In practical terms this will require capital and revenue funding to develop new independent living options, and the Council is working with RSL partners to develop bids to the Housing Corporation's National Affordable Housing Programme.

Young People and Care Leavers

- 5.32 Middlesbrough has developed a Children's Trust to address and direct children and young people's services, ensuring that they have access to opportunities for a secure future. The Children and Young People's Strategic Plan for Middlesbrough (CYPP) has identified that, between 2005/06, young people of the 16 to 25 age group accounted for more than one third of all homeless applications for Middlesbrough where a duty to re-house existed. Young people, who have experienced difficulties establishing relationships in a secure family background, often need support to develop skills in managing their day to day lives (see also paragraph 5.58 below). Sustainable housing provision for young people in Middlesbrough has, therefore, been recognised as a priority within both the 2006/07 and 2007/08 Children and Young People's Strategic Plan for Middlesbrough (CYPP). This relates particularly to vulnerable young people who require additional support in relation to their housing need. A target set within the 2007/08 CYPP by Middlesbrough

Children's Trust is to increase the number of young people supported into permanent decent accommodation. The Government's new national Children's Plan¹² makes reference to the need to improve working relations between housing and children's services at a local level to meet the needs of young people. This will be an important consideration for this Housing Strategy.

- 5.33 A review of the needs of young people and care-leavers requiring support was undertaken as part of the process of developing the Supporting People Strategy (2004/09). Since this time the identified needs of this client group have been reviewed and this has identified continuing need/demand and highlighted successful services where remodelling can improve the support provided. Following the success of the mental health panel described in paragraph 5.23, work is under way to develop an accommodation and support panel for young people. This will enable specific data gathering on the housing related support needs of young people and will inform future commissioning decisions. The need for an increase and improved quality in supported accommodation has already been identified.
- 5.34 The need for more suitable housing and supported housing placements for single young people in Middlesbrough was recently agreed as a priority at the Middlesbrough Homelessness Forum (November). The Forum is led by Middlesbrough Council and seeks to draw together stakeholders/service providers/commissioners on a regular basis to consider homelessness issues, develop responses, particularly in relation to prevention, and share good practice.
- 5.35 In 2006/07, SP commissioned a Supported Lodgings Service (8 units) for care leavers. In addition, the capacity of floating support contracts has been altered so that they are based on the number of support hours instead of a fixed number of service users thus increasing the flexibility of the service and enabling it to support more people.

Substance misuse

- 5.36 Substance misuse is not only a contributory factor for many of the vulnerable groups referred to in this Strategy, but also constitutes a problem in its own right. Tees Valley has the third highest rate of drug use in England, and the fourth highest for treatment, with Middlesbrough having the most people in drug treatment services in the Tees Valley.
- 5.37 In line with the approach adopted for other SP client groups existing supported housing contracts have been altered so as to reflect support hours as opposed to a fixed number of service users, increasing the flexibility of the service and supporting more people. SP has recently changed the contract for a 20-unit accommodation-based service from single homeless people to those who are homeless, misuse substances and receive treatment from a recognised drug treatment agency. SP is currently working with a service provider to develop a floating support service for offenders and people at risk of offending, including people who misuse substances and receive treatment from a recognised drug treatment agency.

¹² The Children's Plan: building brighter futures – Department for children, schools and families (December 2007)

- 5.38 As with other client groups, SP is working with a range of partner agencies to gather specific data on the housing related support needs of people who misuse substances. This data will inform future commissioning decisions

Offenders

- 5.39 Addressing the housing related support needs of offenders, and those at risk of offending, particularly young offenders, is a particular priority for Middlesbrough Council. The cross-over between this client group and that for substance misuse, including alcohol misuse is also recognised as a key issue. High-risk offenders are also a priority. The initiative described in paragraph 5.37 above has helped to meet the demand for specific accommodation and support services for some offenders. As already mentioned, SP is currently working with a service provider to develop a floating support service for offenders and people at risk of offending. There remains, however, a significant number of offenders, who, because of the level of risk they pose to themselves, or the level or complexity of their needs, are unable to access either accommodation based services or floating support services. Furthermore, the issue of limited access to suitable, affordable and sustainable move-on accommodation for those in receipt of either accommodation based, or floating support services, remains an issue. This can often lead to unmet need for many offenders and a lack of progression for others. Services that are capable of meeting the needs of all offenders are essential, particularly if PSA targets relating to the socially excluded are to be met.¹³

BLACK AND MINORITY ETHNIC (BME) COMMUNITIES

- 5.40 Middlesbrough has the highest proportion of population from BME communities in the Tees Valley at around 6%. Further developing an understanding of the housing needs of the town's BME communities is a priority for this Strategy. This Strategy shares the aim of Middlesbrough's BME Network of increasing meaningful participation of the BME Community within Middlesbrough and delivering culturally appropriate services, policies and strategies. In taking forward this part of the Strategy Middlesbrough's BME Network will be an invaluable resource. It brings BME groups and communities together and plays an important role in the Middlesbrough Partnership. It is recognised by the LSP as an important part of its community engagement and empowerment mechanisms and is used as a consultative mechanism by the LSP and individual partner agencies.

Tees Valley BME Housing Needs Study

- 5.41 This study¹⁴ indicates that there is need to widen provision of a range of tenure and property types in traditional BME community areas. At least one third of current BME households are looking to move home and only one fifth of these would expect to remain living in their current area. This suggests

¹³ PSA Delivery Agreement 16: Increase the proportion of socially excluded adults in settled accommodation and in employment, education and training.

¹⁴ Embracing Difference, A study of the housing & related needs of the Black & Minority Ethnic community in the Tees Valley Living area, By Andy Steele, Salford Housing & Urban Studies Unit, University of Salford & Naseer Ahmed, EMS Consultancy Ltd, March 2006.

housing provision does not always align with need and can lead to fragmentation of BME communities.

- 5.42 There is also evidence to suggest that a range of issues, including relatively low levels of economic activity, low incomes and associated welfare dependency amongst much of the BME population, restricts the ability of current homeowners to repair and maintain their properties. This can lead to poor housing conditions. However, whilst a relatively high proportion of households live in properties deemed to be in a poor state of repair, or lacking basic energy saving measures, such as double glazing, there appears to be a strong attachment to these properties (and therefore, the area) and a preference for home ownership. There is a preference for receiving financial assistance to improve and repair their property rather than receiving some form of help to move to another property. Middlesbrough is working with its Tees Valley local authority partners to develop a range of financial packages to assist BME households in this way. The Council will continue to work with Middlesbrough's BME Network as this work is progressed.
- 5.43 The lack of larger sized properties in the sub-region is an issue for BME communities. A high proportion of the BME community (around a quarter) is living in properties which they feel are too small for the needs of their family and about one in five felt that they were overcrowded. The lack of availability of larger properties is a major factor leading to BME households wanting to move home. Middlesbrough will take these needs into account when planning new housing developments.
- 5.44 In terms of social housing provision, it was felt that RSLs had limited stock and housing type in locations preferred by BME communities. Middlesbrough will work with its RSL partners to further explore and address this concern.
- 5.45 The study identifies home ownership as the aspirational goal amongst many BME communities. However, in reality, whilst this may be the tenure of choice it is not always a financially viable option, at least in terms of traditional routes into home ownership. Middlesbrough will continue to develop and promote various forms of subsidised home ownership, such as shared ownership. Particular emphasis needs to be given to how this is marketed at the BME community as misconceptions about the cost of such initiatives often prevail within communities.
- 5.46 Improving the knowledge of housing related services amongst the BME community in order to improve fair access to all services, and of housing related support services in particular, is a key aim of this Strategy. Middlesbrough will continue to develop a more pro-active approach to consultation with the BME population to ensure needs are fully understood and service delivery is able to adapt accordingly.

Gypsies and Travellers

- 5.47 The Housing Act 2004 introduced new requirements on local authorities to include Gypsies and Travellers in their housing needs assessment process and to have a strategy in place that sets out how any identified need will be met, as part of their wider housing strategies. In order to comply with these requirements the Tees Valley local authorities have established a sub-regional operational group which has managed the commission of a Gypsy and

Traveller Accommodation Assessment, the findings of which are currently being considered. This work builds on the recent North East Assembly Gypsy and Traveller Site Study (2007) and the outcome will inform future policy and practice.

- 5.48 Following the most recent local assessment about provision in Middlesbrough, carried out in consultation with the Gypsies and Travellers community, the Council successfully bid for funds from CLG to improve facilities at its Metz Bridge Gypsy and Travellers' site.

Asylum Seekers and Refugees

- 5.49 The Immigration and Asylum Act 1999 came into force in April 2000. It established a new directorate within the Home Office – the National Asylum Support Services (NASS). NASS is responsible for the national dispersal of asylum seekers. To manage the dispersal arrangements regional consortia were formed. Middlesbrough Council is one of ten councils in the North East Consortium for Asylum Seekers & Refugee Support (NECARS). The Council is the lead authority in the Tees Valley and allocated homes for asylum seekers which have since been transferred to Erimus Housing but continue to provide the agreed service to the Council's Asylum Seeker Unit (ASU). NASS has also contracted with two private sector housing providers in Middlesbrough.
- 5.50 The ASU's core function is to provide accommodation and support to asylum seekers until their asylum application is determined. The unit is now a source of expertise for other asylum seeker services. It has opened a dedicated resource centre (Erimus House) for all asylum seekers and refugees in Middlesbrough. The centre offers advice and guidance, recreational activities and English classes. A steering group has been established, which includes asylum seekers, and this helps the Council to identify ways to develop services. Tees Valley Housing Association provides a resettlement service to asylum seekers who are allowed to stay in the UK.
- 5.51 In September 2007, the Border and Immigration Agency commenced a case resolution programme to determine and relieve the backlog of family asylum applications. The backlog cases are known as Legacy Cases and the impact of the programme needs to be met through mainstream services, including housing. The services involved in this programme have been co-ordinating efforts to ensure that the families are assisted into independent living and that community cohesion is maintained.

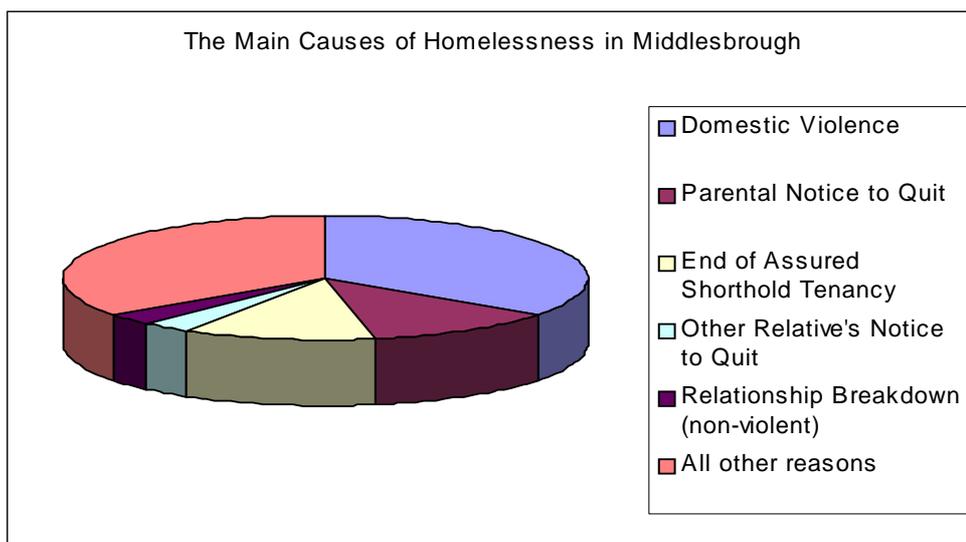
HOMELESSNESS

Causes

- 5.52 The main causes of homelessness in Middlesbrough (2006/07), as illustrated in Figure 7 below, are as follows:
- | | |
|---|-----|
| a) Domestic Violence | 35% |
| b) Parental Notice to Quit | 12% |
| c) End of Assured Shorthold Tenancy | 12% |
| d) Other Relative's Notice to Quit | 3% |
| e) Relationship Breakdown (non-violent) | 3% |

- f) All other reasons 35%

Figure 7: Causes of homelessness in 2006/07



- 5.53 Additionally CLG has set a target to halve the use of temporary accommodation by 2010 by preventing homelessness in the first instance and offering more settled/ permanent forms of accommodation to homeless families and individuals where possible. It is also unlawful to use bed and breakfast accommodation for 16/17 year olds except in emergencies. The preferred option is to use other avenues to resolve the housing need of this age group, and where accommodation remains an issue, to utilise supported living schemes.
- 5.54 All of the above illustrates the importance of focusing resources on assisting those at risk of domestic violence and children and young people who are homeless or at risk of homelessness. The Council, Erimus Housing, which provides the Council's homelessness service, and a range of partners and stakeholders are currently reviewing the homelessness strategy. It will further develop the response to the need for increased housing and support services for the priority groups identified above.
- 5.55 Difficulties of finding permanent rehousing solutions for many of these clients have been compounded by the net reduction in, and additional demand for, social housing which has been generated by regeneration activity in Middlesbrough's HMR areas. The Council recognises the need, therefore, to maximise the potential of the town's housing stock to provide housing solutions for homeless people. The Council recognises the role the private sector can play. To date the private rented sector has been used to provide accommodation for those who cannot, for a variety of reasons, access social housing. However, it is acknowledged that Middlesbrough needs to make further progress in this area. The introduction of voluntary landlord and mandatory landlord licensing schemes (see Chapter 4), along with a rent deposit scheme, has increased confidence in the use of the private sector as a homelessness resource. Closer dialogue with the sector is to be established in order to further develop its potential.

Prevention

- 5.56 Middlesbrough has embraced the homelessness prevention agenda. Activities designed to avoid homelessness include tenancy sustainment services, Sanctuary Scheme and Rent Bond Guarantee Scheme. Raising service awareness is also a priority. School visits, mediation services, information and advice packs, and training, all feature strongly. Middlesbrough has dedicated staff within the Council, and its homelessness service provider, Erimus Housing, and has developed improved housing advice and assistance services. The use of bed and breakfast accommodation as emergency provision has reduced significantly. The requirement for temporary accommodation is also decreasing.
- 5.57 Partnership working has been particularly effective in providing services to those leaving institutions such as prison and long stay hospitals. Middlesbrough has recently contributed to the review of the HARP (Housing and Returning Prisoners) protocol aimed at improving joint working in this area. The Council is currently working with Erimus Housing to develop a protocol for meeting the housing needs of prisoners and prolific offenders.

Domestic abuse

- 5.58 Middlesbrough Council has developed a tenure-neutral Sanctuary Scheme. This is an innovative approach to homelessness prevention which provide security and support to enable people who are subject to domestic violence to remain in their own homes. The scheme is presently funded from Local Public Service Agreement monies which are time limited up to 31st March 2009. With its sub-regional partners, Middlesbrough is seeking funding from SHIP resources to sustain and further develop this provision to complement existing, established and valued refuge services. However, the Council and its partners acknowledge that Middlesbrough's Women's Refuge offers too few units to meet need and poor quality accommodation. Neither does the premises enable the required level of accommodation based and floating support for this client group. Re-providing this service is, therefore, a priority for Middlesbrough.

Vulnerable young people

- 5.59 A homelessness grant from the former ODPM has been channelled into the voluntary sector to provide floating support for vulnerable people going into tenancies for the first time, or those who have previously failed in tenancies. SP recognised the benefits of this service, and when the homelessness grant period expired a replacement Housing Related Support and Resettlement Service was commissioned. This currently provides 80 support hours per week to be provided to all client groups across all tenures. (Please see paragraph 5.32 above for more information on the needs of Young People and Care Leavers).

Direct Access provision

- 5.60 Wellington Street Hostel provides supported, temporary accommodation for homeless people. A range of support services are also delivered to the residents. It is the only direct access hostel in the sub-region and the only one that accepts individuals under 25 years of age. The service provides support

and rehabilitation for each client, enabling participation in a Staged Move programme that teaches independent living skills. Residents receiving a support package within the hostel, and successfully completing the Staged Move into independence, have shown a 98% success rate in sustaining tenancies within the social rented sector after leaving the hostel.

- 5.61 Significant investment in the hostel premises is required within a short time as vital building components are coming to the end of their useful life. Whilst the Supporting People review recognised the service as above average, it also identified that the building design did not provide an appropriate environment for the client group, placing occupants of different ages and with substance misuse and/or social problems in close proximity.
- 5.62 The Council commissioned a study to consider options for the future of the hostel. This covered:
- a) the future demand for this type of hostel provision within the town;
 - b) whether the current building and services were fit for purpose;
 - c) future resources to complete the preferred option for the hostel; and,
 - d) the likely impact upon redevelopment proposals in terms of the presence of the existing hostel, or a re-modelled provision.
- 5.63 An option appraisal was conducted which included consideration of the following:
- a) continue with the current site and provision;
 - b) remodel on the existing site;
 - c) clear and re-provide on an alternative site; and,
 - d) clear and not re-provide.
- 5.64 The study concluded that remodelling the hostel on the existing site would be the best course of action. It found that this would help to fulfil the statutory duty to house homeless people and provide a long-term sustainable resource for homeless individuals. It would enable the owner/service provider to work with partner agencies to develop the new facility to high quality specifications, improving the aesthetics of the building. Clients of different age groups and with a wide range of substance misuse and social problems could be accommodated more appropriately. Supported housing management practices could be further developed, allowing the service provider to enhance support and developmental work with the client groups and assist in meeting a number of its strategic objectives.
- 5.65 Given that the hostel is situated in an area of regeneration, and development partners' concerns about its impact on the image of the area, land values and inward investment from developers, further stakeholder consultation on the preferred option has been conducted and has revealed widespread support. Regular meetings with regeneration partners will assist in ensuring that any remodelling will have a positive impact on the regeneration process and complement design principles in relation to the Middlehaven development. CLG has recently announced £2 million funding will be made available for the remodelling of the scheme which has also secured £1 million in grant funding from the Housing Corporation's National Affordable Housing Programme.

Family Intervention Services – Middlesbrough Families Project

- 5.66 Middlesbrough has been actively involved in the development of Family Intervention Services. These are designed to enhance support services to families who are homeless or threatened with homelessness due to their chaotic lifestyles and possible involvement in anti-social behaviour.
- 5.67 The Respect programme identifies the problem of small numbers of highly problematic families that account for a disproportionate amount of anti-social behaviour. Furthermore the programme acknowledges that this small number of families need an intensive, persistent and, if necessary, coercive approach.
- 5.68 The Middlesbrough Families Project, which is managed by the Tees Valley Housing Group, encompasses many elements of the family intervention framework promoted by the Respect Task Force. The project aims to:
- a) challenge families regarding their serious anti-social behaviour and provide intensive support and positive intervention; and,
 - b) facilitate a change in families' behaviour to enable them to live within acceptable boundaries of behaviour within the community.
- 5.69 A Core Unit (self-contained apartment) is available for families who have been evicted and whose behaviour can no longer be tolerated where they have been living. It provides 24-hour support and has communal facilities for group work, counselling, parenting classes and other life skills sessions. Outreach intervention is also provided to support families living in their own homes who are at particular risk of eviction due to their serious anti-social behaviour. Families leaving the core unit can access floating support in order to ensure they receive continued support to enable successful resettlement into the community.
- 5.70 Since the project started in summer 2005 it has worked with 34 families, and is currently actively involved with 17. To date 11 families have successfully completed the programme and are successfully sustaining their tenancies. However, demand for the scheme far outstrips supply. The Council is, therefore, keen to extend the service by pursuing capital and revenue funding opportunities, including through the National Affordable Housing Programme and Supporting People.

STRATEGIC PRIORITIES

- 5.71 To deliver the objectives described in this chapter of the Housing Strategy Middlesbrough Council has prioritised the actions listed in Table 12 below. A more detailed Implementation Plan is provided in Chapter 6.

Table 12: Priority actions to meet specific community and social needs

1	Implement the Older People's Housing Strategy including seeking to identify appropriate sites and secure resources to deliver additional units of extra care housing.
2	Implement new Homelessness Strategy.

3	Seek to further improve multi-agency delivery to prevent homelessness.
4	Aim to reduce the number of accepted homeless cases due to domestic abuse
5	Seek to sustain and further develop the Sanctuary scheme.
6	Explore site and funding opportunities and seek to re-provide the Women's Refuge.
7	Explore site and funding opportunities and seek to expand the Family Intervention Project.
8	Continue to work with the Riverside Group to re-develop Wellington Street hostel on the existing site in line with option appraisal completed in 2007.
9	Work with colleagues in the Department of Social Care and Health to develop key housing-related workstreams from the Physical Disabilities Housing Strategy.
10	Explore site and funding opportunities to provide additional supported housing for those with Learning Disabilities.
11	Explore site and funding opportunities and seek to provide additional supported housing for those with mental health problems.
12	Explore site and funding opportunities and seek to provide additional supported housing for vulnerable young people.
13	Develop and implement a Move-on Plans Protocol (MOPP).
14	Work with sub-regional partners to consider the needs of the BME communities and develop a prioritised action plan.
15	Explore funding opportunities to sustain MMAMS.
16	Consider the findings of the Tees Valley Gypsies and Travellers Assessment and develop a prioritised action plan to address issues raised.

Chapter 6: Implementation, performance monitoring and evaluation

CHAPTER 6

IMPLEMENTATION, PERFORMANCE MONITORING AND EVALUATION

IMPLEMENTATION PLAN

- 6.1 The tables below list the priority actions required to meet the strategic objectives described in the preceding chapters of this Strategy. For each, targets are identified, along with an assessment of the risks to successful delivery. The responsible Council service is also listed along with main partners

OBJECTIVE 1: REJUVENATING THE HOUSING STOCK						
To rejuvenate the housing stock to meet 21st Century aspirations by replacing market failure with high quality housing in the right locations. This will help to create successful, cohesive and sustainable communities.						
	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL /LOCAL INDICATORS	RISKS
1	Develop HMR funding/delivery vehicle for the Older Housing Area.	2009/10	Strategic Housing Services	RSLs. Private sector developers. Homes and Communities Agency (HCA). GONE. NEHB.	Receive a capital funding allocation from the HCA.	Delivery vehicle will need to be fully assessed against potential risks.

OBJECTIVE 1: REJUVENATING THE HOUSING STOCK

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

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL /LOCAL INDICATORS	RISKS
2	Continue community consultation as an element of masterplanning in the Older Housing Area and produce regular newsletters for residents.	Ongoing 2008/11	Strategic Housing Services	Social Regeneration Consultants	Quarterly Community Sounding Board Meetings. Quarterly newsletters.	Future funding for consultants
3	Develop and implement loan-based financial assistance packages for residents in HMR areas.	2009/10	Strategic Housing Services		Appropriately targeted assistance and maximised resources.	Potential low take-up.
4	Continue the acquisition by agreement of privately owned homes in HMR priority intervention areas and commence acquisition in Phase 2 Gresham (Older Housing Area) by 2009/10.	Ongoing 2008/11	Strategic Housing Services	Tees Valley Living	To realise a suitable site to address housing market failure.	Subject to securing sufficient public funding and private sector investment.

OBJECTIVE 1: REJUVENATING THE HOUSING STOCK

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

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL /LOCAL INDICATORS	RISKS
5	Continue to work with West Middlesbrough Neighbourhood Trust (WMNT), Bellway Homes and Tees Valley Housing Group to complete the new housing development at Acklam Green (Central Whinney Banks)	Ongoing 2008/11	Strategic Housing Services	WMNT. Bellway Homes. Tees Valley Housing Group.	62 properties to be completed in 2009/10. NI154 – net additional homes provided	Uncertain housing market.
6	Continue to work with Erimus Housing to agree a regeneration strategy for Grove Hill and work towards its implementation.	Ongoing 2008/11	Urban Policy and Implementation Unit & Strategic Housing Services	Erimus Housing	NI154 – net additional homes provided	Subject to securing sufficient public funding and private sector investment.
7	Work with Haslam Homes and Tees Valley Housing Group to complete the new housing scheme at Trinity Crescent, North Ormesby.	Ongoing 2008/11	Strategic Housing Services	Haslam Homes. Tees Valley Housing Group	Future development subject to reservations of current plots. NI154 – net additional homes provided	Uncertain housing market.

OBJECTIVE 1: REJUVENATING THE HOUSING STOCK

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

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL /LOCAL INDICATORS	RISKS
8	Work with WMNT, Yuill Homes and Endeavour Housing Association to complete the new housing scheme at West Lane (St. Cuthbert's Mews).	Ongoing 2008/11	Strategic Housing Services	WMNT. Yuill Homes. Endeavour Housing Association.	Phase 2 on hold. Considering extra care scheme. NI154 – net additional homes provided	Uncertain housing market.
9	Complete St. Hilda's land acquisition.	2011	Urban Policy and Implementation Unit & Strategic Housing Services	HCA, Tees Valley Regeneration, ONE North East, Erimus Housing.	Re-house remaining residents.	May need to consider CPO.
10	Seek to deliver complementary Facelift and other environmental improvements in and around retained homes within HMR priority intervention areas.	Ongoing 2008/11	Strategic Housing Services		Achiveve positive visual impact on key routes in HMR areas.	Subject to securing sufficient public funding and private sector investment.

OBJECTIVE 1: REJUVENATING THE HOUSING STOCK

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

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL /LOCAL INDICATORS	RISKS
11	Identify good practice in other HMR areas and work with sub regional partners to develop training and local employment opportunities within housing improvement and regeneration schemes.	Q4 2009/10	Strategic Housing Services and Economic Development Team		Report on options for moving forward	
12	Hold regular Housing Forum meetings.	Ongoing 2008/11	Strategic Housing Services	Middlesbrough Partnership.	Maintain constructive dialogue with key strategic partners.	Not applicable.

OBJECTIVE 2: PROVIDING CHOICE AND QUALITY

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

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL/ LOCAL INDICATORS	RISKS
1	Seek to enable the provision of affordable housing where there is evidence of need.	Ongoing 2008/11	Strategic Housing Services	RSLs. Private sector homebuilders. HCA.	NI 155 – number of affordable homes delivered (gross) NI154 – net additional homes provided	Subject to site availability, funding through the HCA and/or developer contributions.
2	Implement the Tees Valley Sub-Regional CBL scheme to include shared ownership, social and private rented homes.	2009/10	Strategic Housing Services and Erimus Housing	Sub-regional local authorities, Erimus Housing and sub-regional RSLs.	More choice and mobility for those seeking accommodation across a range of tenures.	Subject to available scheme co-ordination resources.
3	Review the sub-regional Housing Corporation protocol.	2009/10	Strategic Housing Services.	HCA, Sub-regional local authorities and RSLs.	Progress measured against specific action plan targets.	

OBJECTIVE 2: PROVIDING CHOICE AND QUALITY

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

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL/ LOCAL INDICATORS	RISKS
4	Regularly update the Local Housing Assessment (affordable housing model).	Q4 2008/9 then annually	Strategic Housing Services & Urban Policy and Implementation	Tees Valley Joint Strategy Unit Other Tees Valley local authorities. RSLs. Private sector developers.	A completed local housing assessment	Subject to available funding.
5	Complete Strategic Housing Market Assessment.	Q4 2008/09 then every 5 Years	Strategic Housing Services & Urban Policy and Implementation	Tees Valley Joint Strategy Unit Sub-regional local authorities, RSLs and private sector developers.	A completed SHMA	Subject to available funding and agreement on/implementation of sub-regional commissioning and project management arrangements.
6	Develop the approach to section 106 planning agreements to procure affordable housing to meet identified need (complete an affordable housing SPD).	Q2 2010/11	Urban Policy and Implementation & Strategic Housing Services	RSLs. Private sector homebuilders.	Adopted SPD for affordable housing NI 155 –	The economic downturn may make affordable housing provision

OBJECTIVE 2: PROVIDING CHOICE AND QUALITY

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

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL/ LOCAL INDICATORS	RISKS
					number of affordable homes delivered (gross) NI154 – net additional homes provided	through s106 economically unviable on a number of sites.
7	Work with the private sector and other housing providers at pre-application stage to deliver well designed and energy efficient housing.	Ongoing 2008/11	Development Control, Urban Policy and Implementation & Strategic Housing Services	RSLs. Private sector homebuilders. HCA.	An increased number of new housing developments that meet the requirements of LDF Core Strategy policies CS4 (sustainable development) and CS5	Subject to development schemes coming forward and impact of policy requirements on economic viability of development during the economic

OBJECTIVE 2: PROVIDING CHOICE AND QUALITY

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

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL/ LOCAL INDICATORS	RISKS
					(design) in relation to high quality design and EcoHomes very good.	downturn.

OBJECTIVE 3: IMPROVING AND MAINTAINING EXISTING HOUSING

To secure the improvement and maintenance of existing housing so that it meets required standards and investing in sustainable neighbourhoods.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL/ LOCAL INDICATORS	RISKS
1	Seek to increase the proportion of vulnerable people in the private sector living in decent homes in order to meet the Government's 2010 target.	Ongoing 2008/11	Strategic Housing Services.	Homeowners. Private landlords	CLG Departmental Strategic Objective	Subject to securing sufficient public funding and private sector investment.
2	Take appropriate intervention action to bring private rented properties to the required standards.	Ongoing 2008/11	Community Protection Service.	Strategic Housing Services, Private Landlords, Erimus (housing advice), Managing Agents, Tenants' Associations.	150 Housing Health & Safety Rating System inspections, 200 Selective Licences processed.	
3	Work with, and monitor the progress of, RSL partners, including Erimus Housing, to ensure all social rented properties meet the Decent Homes standard by 2010.	Ongoing 2008/10	Strategic Housing Services	RSLs HCA.	CLG Departmental Strategic Objective	Dependent on successful implementation of RSL investment programmes.
4	Work with partners to deliver the Affordable Warmth Strategy.	Ongoing 2008/11	Strategic Housing Services.	Middlesbrough Environment City. Energy Action	Local target NI 187 – tackling fuel poverty.	Subject to available funding.

OBJECTIVE 3: IMPROVING AND MAINTAINING EXISTING HOUSING

To secure the improvement and maintenance of existing housing so that it meets required standards and investing in sustainable neighbourhoods.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL/ LOCAL INDICATORS	RISKS
				Grants Agency. Energy Saving Trust. Middlesbrough PCT. Powergen. National Energy Action. RSLs.		
5	Licence residential dwellings under the Selective Licensing designation within parts of the Gresham/Middlehaven Wards.	2009/10	Community Protection Service		200 selective licenses to be processed to March 2010	
6	Carry out Housing Health & Safety Rating System Surveys.	2009/10	Community Protection Service		225 surveys carried out by March 2010.	
7	Explore funding opportunities to continue to implement the sub-regional Filling the Empties scheme.	Ongoing 2008/11	Strategic Housing Services	Other Tees Valley local authorities and RSLs.	Maximise limited housing resources and positive impact on neighbourhoods	

OBJECTIVE 3: IMPROVING AND MAINTAINING EXISTING HOUSING

To secure the improvement and maintenance of existing housing so that it meets required standards and investing in sustainable neighbourhoods.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL/ LOCAL INDICATORS	RISKS
8	Update the Private Sector Stock Condition Survey.	Annually	Strategic Housing Services		Measurement of progress against Decent Homes targets. Informed strategy & policy development.	Subject to available funding.

OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL / LOCAL INDICATORS	RISKS
1	Implement the Older People's Housing Strategy including seeking to identify appropriate sites and secure resources to deliver additional units of extra care housing.	Ongoing 2008/11	Strategic Housing Services & Department of Social Care	Middlesbrough PCT. Tees, Esk and Wear Valleys NHS Trust. RSLs. HCA.	Local Target L4 – develop additional Extra Care Housing.	Subject to available funding and successful cross-service/agency partnership working.
2	Implement new Homelessness Strategy.	Ongoing 2008/11	Strategic Housing Services	Erimus Housing. Middlesbrough Homelessness Forum.	NI 156 – number of households living in temporary accommodation.	
3	Seek to improve multi-agency delivery to prevent homelessness.	Ongoing 2008/11	Strategic Housing Services	Erimus Housing, Middlesbrough Homelessness Forum, Community Protection Service	NI 156 – number of households living in temporary accommodation.	

OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL / LOCAL INDICATORS	RISKS
4	Aim to reduce the number of accepted homeless cases due to domestic abuse.	Annual reduction	Strategic Housing Services, Erimus Housing.	Middlesbrough Homelessness Forum, Middlesbrough Domestic Violence Forum.	NI 32 – repeat incidents of domestic violence	
5	Seek to sustain and develop the Sanctuary Scheme	Ongoing 2008/11	Strategic Housing Services	Middlesbrough Domestic Violence Forum	Enhanced service provision for victims of domestic violence with emphasis on remaining at home.	Subject to availability of funding.
6	Explore site and funding opportunities to re-provide the Women's Refuge	2009/10	Strategic Housing Services	Endeavour Housing Association.	Enhanced service provision for victims of domestic violence.	Subject to availability of appropriate site and NAHP funding.
7	Explore site and funding opportunities to expand the Family Intervention Project	Ongoing 2008/11	Strategic Housing Services	Tees Valley Housing Association	Expanded service provision which	Subject to availability of NAHP and

OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL / LOCAL INDICATORS	RISKS
					mitigates the impact of anti-social behaviour on families and neighbourhoods	Supporting People funding.
8	Continue to work with the Riverside Group to re-develop Wellington Street hostel on the existing site in line with the option appraisal completed in 2007.	Ongoing 2008/11	Strategic Housing Services	The Riverside Group	New development with capacity to provide enhanced services.	Ensuring that physical works are completed within budget and outcomes meet expectations of funders and partners.
9	Work with colleagues in the Department of Social Care and in Health to develop key housing-related workstreams from the Physical Disabilities Strategy	Ongoing 2008/11	Strategic Housing Services & Department of Social Care	RSLs. Supported housing providers.	Physical disabilities strategy.	Subject to available funding and successful cross-service/agency partnership working.

OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL / LOCAL INDICATORS	RISKS
10	Explore site and funding opportunities to provide additional supported housing for those with Learning Disabilities.	Ongoing 2008/11	Strategic Housing Services & Department of Social Care	RSLs, Supported housing providers, HCA, Tees, Esk and Wear Valleys NHS Trust.	NI 141 - Number of vulnerable people achieving independent living. NI 142 - Number of vulnerable people who are supported to maintain independent living	Subject to available HCA and Supporting People funding.

OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL / LOCAL INDICATORS	RISKS
11	Explore site and funding opportunities and seek to provide additional supported housing for those with mental health problems.	Ongoing 2008/11	Strategic Housing Services & Department of Social Care	RSLs, Supported housing providers, HCA, Tees, Esk and Wear Valleys NHS Trust.	NI 141 - Number of vulnerable people achieving independent living. NI 142 - Number of vulnerable people who are supported to maintain independent living	Subject to available NAHP and Supporting People funding.

OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL / LOCAL INDICATORS	RISKS
12	Explore site and funding opportunities to provide additional supported housing for vulnerable young people.	Ongoing 2008/11	Strategic Housing Services, Department of Social Care, Children and Families Service	RSLs. Supported housing providers. HCA.	NI 141 - Number of vulnerable people achieving independent living. NI 142 - Number of vulnerable people who are supported to maintain independent living	Subject to available NAHP and Supporting People funding.

OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL / LOCAL INDICATORS	RISKS
13	Develop and implement a Move-on Plans Protocol (MOPP).	2009/10	Strategic Housing Services	RSLs Supported housing providers. Supporting People. Middlesbrough Homelessness Forum, RSLs	NI 141 - Number of vulnerable people achieving independent living. NI 142 - Number of vulnerable people who are supported to maintain independent living	
14	Work with sub-regional partners to consider the needs of the BME communities and develop a prioritised action plan.	2009/10	Strategic Housing Services	Middlesbrough BME Network, Tees Valley local authorities and RSLs	Improved understanding of needs/requirements and prioritised action plan.	

OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

	PRIORITY ACTIONS	TARGET	RESPONSIBILITY	PARTNERS	OUTCOMES & RELEVANT NATIONAL / LOCAL INDICATORS	RISKS
15	Explore funding opportunities to sustain MMAMS.	Ongoing 2008/11	Strategic Housing Services		NI 141 - Number of vulnerable people achieving independent living. NI 142 - Number of vulnerable people who are supported to maintain independent living	Subject to available funding.
16	Consider the findings of the Tees Valley Gypsies and Travellers Assessment and develop a prioritised action plan to address the issues raised.	2009/10	Strategic Housing Services	Tees Valley local authorities, Gypsy & Travellers community	Improved understanding of needs/requirements and prioritised action plan.	

PERFORMANCE MONITORING

- 6.2 This Strategy implementation plan will be monitored to ensure progress against actions.

Regeneration Service Plan

- 6.3 Performance management is the responsibility of all members of the Regeneration Department, which has the lead responsibility for the development and implementation of this Housing Strategy. Heads of Service have an individual duty to have such reporting and monitoring arrangements as are necessary to ensure that they are aware on a regular basis of the actual performance of both best value performance indicators, planned actions against strategic priorities, local area agreements and local planned actions. A performance management team whose prime function is monitoring national indicators and other performance matters, and is responsible to the Director of Regeneration supports the individual services. The following Officer reporting arrangements are in place:

- a) performance management is a standard agenda item on the Regeneration Management team (Director of Regeneration, Heads of Service, Service Accountant and Performance Manager);
- b) quarterly meetings with the Director of Regeneration, Heads of Service and the Performance Manager;
- c) each service within the Regeneration Department holds both senior managers and individual team meetings with performance management as a standing agenda item;
- d) actual outturns are monitored within each service on a quarterly basis by the Performance Management team;
- e) monthly outturns are compared to target profiles and where actual is not on target appropriate adjustments are made, including redirection of resources; and
- f) performance clinics.

- 6.4 Elected member reporting arrangements include:

- a) budget clinics
- b) integrated clinics
- c) Scrutiny; and,
- d) Executive member briefings

- 6.5 As already mentioned, each year the Council is measured against a number of performance indicators (until recently called Best Value Performance Indicators) which are used to compare its performance against other councils. Appendix 1 provides a summary of Middlesbrough's performance against housing related Best Value Performance Indicators (BVPI) during 2006/07. National Indicators (NIs) have now replaced BVPI. BVPI performance in 2007/08 and targets for 2008/09 including the NIs are shown at Appendix 1. For more information please see the link to the Council's website and/or the contact person listed in the Key Contacts section of this Strategy.

- 6.6 It is essential that those leading on the delivery of this Strategy are appropriately trained and informed. The Regeneration Service Plan underscores the Council's commitment to training and development.

Arrangements are in place to identify key service level personnel involved in the monitoring of performance measures and provide training and support as appropriate. There is a robust appraisal and review process, including evaluation of learning and linking training and development to strategic objectives. All training and development activities are recorded in a training plan, which is updated six monthly by managers during appraisal and review periods. The Council's Regeneration Service, which has the lead responsibility for the development and implementation of this Housing Strategy, achieved the Investors In People (IIP) standard in May 2007 and has contributed to achieving IIP corporately in October 2008.

EVALUATION

- 6.5 The Housing Strategy must deliver the strategic objectives described in earlier chapters. Feedback from the Council's partners, stakeholders, service users and residents will be used to evaluate its impact.
- 6.6 The Strategic Housing Service will engage with the community and other key stakeholders to consider the impact of the Strategy. Individual residents, groups and communities will be directly affected by many of the specific projects and will be asked for their views as part of specific consultation processes. This activity will be publicised via the Council's website and be made available to stakeholders through the Housing Forum and Middlesbrough Partnership.

EXECUTIVE MEMBERS

- 6.7 Quarterly meetings are held with relevant Council Executive Members and regular updates on the Strategy implementation plan will be provided. During the lifetime of the Strategy regular updates will be produced to advise the Executive Member for Regeneration and Economic Development of progress and to consider any necessary changes in strategic direction.

MIDDLESBROUGH PARTNERSHIP & THE ECONOMIC VITALITY THEME ACTION GROUP

- 6.8 The Economic Vitality Action Group (EVAG) is responsible for developing and delivering strategies under the Promoting the Economic Vitality of Middlesbrough theme of the Community Strategy. The Head of Planning, Housing and Regeneration Programmes will provide regular updates on the Housing Strategy implementation plan. This group, in turn, provides updates to the Local Strategic Partnership.

MIDDLESBROUGH HOUSING FORUM

- 6.9 The Middlesbrough Housing Forum, established in December 2004, comprises a range of stakeholder organisations. It will receive regular updates at its pre-programmed meetings.

Appendix 1
Best value performance
indicators 2006/07/08 and
National Indicators 2008/09

BEST VALUE PERFORMANCE INDICATORS 2006/07

Achieved

Indicator	Performance Indicator	2004/2005 Result and quartile	2005/2006 Result and quartile	2006/2007 Target	2006/2007 Result	Key Issues/Comments
BV 183a (CPA-Housing)	Average length of stay in bed and breakfast accommodation of households which include dependent children or a pregnant woman and which are unintentionally homeless.	4.1	3.25	3.15	2.56	It is difficult to make accurate estimates on the number of families with children and pregnant women who will present themselves as homeless and requiring temporary accommodation. Priority is given to accessing alternative temporary accommodation and ensuring that all applicants are registered and assessed on the Choice Based Lettings allocation systems as soon as possible.
BV 183b (CPA – Housing)	Average length of stay in hostel accommodation of households which include dependent children or a pregnant woman and which are unintentionally homeless.	0	0	0	0	There is no hostel provision for the relevant client group in Middlesbrough.
BV 064	Vacant private sector dwellings reoccupied or demolished as a direct result of action by the local authority.	69	93	110	114	This measure depends on the ability to assist relocation/acquisition of properties or the assistance to owners to bring properties up to standard and attract new tenants. Targets are based on planned clearance projects and estimates of the number of properties returned into occupation.

Indicator	Performance Indicator	2004/2005 Result and quartile	2005/2006 Result and quartile	2006/2007 Target	2006/2007 Result	Key Issues/Comments
BV 213	Number of homeless cases prevented.	New	2.6	2.7	6.29	Prevention activities have improved with protocols being developed with other organisations to facilitate the ability from an audit perspective for the service to record as prevention activities cases resolved through referral and joint working with other agencies.
BV 214	Repeat homelessness.	New	4.69%	4.5%	2.26	The funding of a tenancy/resettlement support officer through the homelessness grants has made a positive contribution to this measure. Whilst the post will no longer be funded from the grant (from July 2007), mainstreaming the role is being considered through the Supporting People Fund.
BV 225	Actions against Domestic Violence.	New	45.5%	81.81%	81.81%	<p>This measure has eleven elements to it, nine elements have been met ($9/11 \times 100 = 81.81\%$).</p> <p>The two outstanding elements are:</p> <ol style="list-style-type: none"> 1. introduce a sanctuary scheme; and 2. increase the number of refuge spaces from 11 to 14. <p>Funding has been secured through LPSA targets for delivering a sanctuary scheme. Services from an external organisation are being procured to undertake this work.</p> <p>A long term solution will be looked at in 2008 to increase the provision of refuge spaces via Housing Corporation bids. It is unlikely that 100% of this measure can be achieved in the short term.</p>

Not Achieved

Indicator	Performance Indicator	2004/2005 Result	2005/2006 Result	2006/2007 Target	2006/2007 Result	Key Issues/Comments
BV 203 (CPA-Housing)	The percentage change in the average number of families, which include dependent children of pregnant women, placed in temporary accommodation under the homelessness legislation compared with the average from the previous year.	11%	16% Decrease	10% Decrease	0	There was no change between 2005/06 and 2006/07.
BV 202	The number of people sleeping rough on a single night within the area of the local authority.	6	3	0	3	

Best Value Performance 2007/08 and Indicators/Targets for 2008/09

Indicator	Performance Indicator	Retained	Rationale.	2007/08 Target	Outcome	2008/09 Target
Housing						
BV 183b (CPA – Housing)	Average length of stay in hostel accommodation of households which include dependent children or a pregnant woman and which are unintentionally homeless.	No	Middlesbrough does not have any Hostels.	0	0	Not Retained.
BV 202	The number of people sleeping rough on a single night within the area of the local authority.	No	Not a meaningful measure	3	3	Not Retained.
BV 064	Vacant private sector dwellings reoccupied or demolished as a direct result of action by the local authority.	Yes	Details Housing activity in a specific manner.	121	131	150
BV 213	<u>Number of homeless cases prevented.</u>	Yes	SLA with Erimus and indicate positive action to prevent homelessness	4.3 per 1,000 household	6.39 per 1,000 household	4.4 per 1,000 household
BV 225	Actions against Domestic Violence.	Yes	Supports LPSA2/9 Actions to reduce homelessness as a result of domestic violence	90.9%	90.9%	100%

Indicator	Performance Indicator	Retained	Rationale.	2007/08 Target	Outcome	2008/09 Target
Planning & development						
BV 106 (CPA – Environment)	Percentage of new homes built on previously developed land.	Yes	Complements NI 170 Previously developed land that has been vacant or derelict for more than 5 years.	60%	74.4%	60.0%

LOCAL AREA AGREEMENT (To Follow Soon)

Appendix 2

Key contacts and links

APPENDIX 2

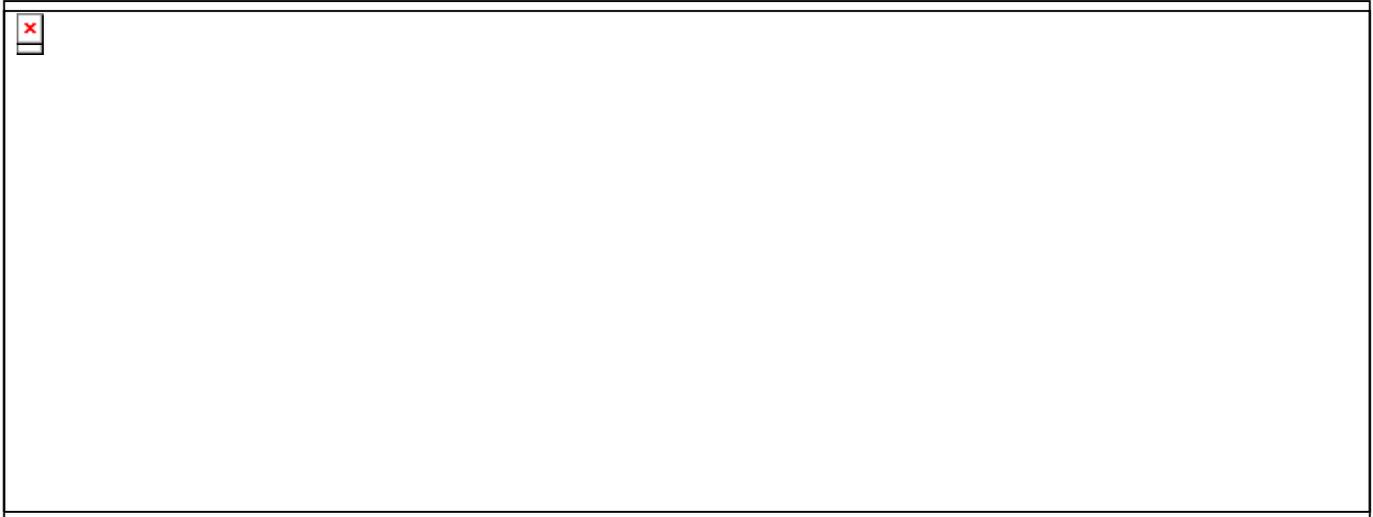
KEY CONTACTS & LINKS

For general enquiries about the Housing Strategy, please contact Michael Quinn (01642) 729154.

Homelessness Strategy	Sharon Caddell / Sarah Brannen 01642) 729369 sharon_caddell@middlesbrough.gov.uk
Housing Renewal Policy	Sarah Wilson (01642) 729148 sarah.wilson@middlesbrough.gov.uk
Local Development Framework	Paul Clarke (01642) 728404 paul_clarke@middlesbrough.gov.uk
Older Housing Area	Andrew Carr (01642) 729148 andrew_carr@middlesbrough.gov.uk
Older People's Housing Strategy	Michael Quinn (01642) 729154 michael_quinn@middlesbrough.gov.uk
Private Sector Stock Condition Survey	Sarah Wilson (01642) 729454 sarah_wilson@middlesbrough.gov.uk
West Middlesbrough Neighbourhood Trust	Kelly Harrison (01642) 757874 kelly_harrison@wmnt.co.uk
Regional Housing Strategy	Alan Hunter 01642) 729556 alan_hunter@middlesbrough.gov.uk

Sub-regional Housing Strategy	Alan Hunter (01642) 729556 alan_hunter@middlesbrough.gov.uk
Regional Spatial Strategy	Martin Coleclough (01642) 728069 martin_coleclough@middlesbrough.gov.uk
Selective Landlord Licensing Scheme	Debi Waite (01642) 728354 debi_waite@middlesbrough.gov.uk
Sub-Regional BME Strategy	Lynda Harrington 01642) 729153 lynda_harrington@middlesbrough.gov.uk
Supporting People Strategy	Louise Grabham (01642) 729256 louise_grabham@middlesbrough.gov.uk

**MIDDLESBROUGH HOUSING STRATEGY 2008-2011
CONSULTATION RESPONSE AND ADOPTION**



**MIDDLESBROUGH HOUSING STRATEGY 2008-2011
CONSULTATION RESPONSE AND ADOPTION**

**EXECUTIVE MEMBER FOR REGENERATION AND
ECONOMIC DEVELOPMENT:
COUNCILLOR DAVID BUDD**

DIRECTOR OF REGENERATION: TIM WHITE

9 DECEMBER 2008

PURPOSE OF THE REPORT

1. The purpose of this report is to inform the Executive of the comments received during the recent consultation on the draft Housing Strategy, propose appropriate amendments and seek adoption of a final document.

BACKGROUND AND EXTERNAL CONSULTATION

Purpose of the Strategy

2. Communities and Local Government (CLG) requires that all councils prepare a housing strategy statement. CLG considers that this should be an overarching document that reviews housing-related issues in a local authority's area. It should set out the authority's housing objectives, establish priorities for action by the local authority, other service providers and stakeholders. In order to be fit for purpose the Strategy must also set out a clear action plan, agreed with the authority's local partners, to ensure its implementation. It

should be consistent with national policy and designed to deliver regional and sub-regional strategies as well as meeting wider objectives set out in the Sustainable Community Strategy.

Consultation

3. At its meeting of 29th April 2008 the Executive approved a draft Housing Strategy and that this should be subject to a six-week consultation period. A report on the Strategy and the proposed consultation methodology was presented to the Economic Regeneration and Transport Scrutiny Panel on the 1st May 2008. Subsequently the Strategy was made available in summary and detailed formats via a feature on the homepage of the Council's website. A response form was also provided which could be returned electronically or by post. A press release resulted in an article in the Evening Gazette. All Council employees were made aware of the consultation via the weekly e-bulletin. A range of stakeholder organisations/groups were formally invited to comment as described in Appendix A.
4. In addition, presentations/briefings were provided on request to the following organisations/groups, and each was encouraged to formally respond to the Strategy:
 - a) Economic Vitality Action Group;
 - b) Area Cluster Groups (subject specific consultation meeting to which all Cluster Group representatives were invited);
 - c) Middlesbrough Housing Forum;
 - d) Safer Middlesbrough Partnership Reducing Re-offending Steering Group; and,
 - e) Middlesbrough Council Regeneration Service staff.
5. The information provided on the Council's website was accessed by more than 850 people

Formal Responses

6. During the consultation period 200 written responses were submitted, the vast majority of which came from individual residents of Middlesbrough. Not all respondents commented on the Strategy in its entirety, with the overwhelming majority focusing solely on the Council's approach to housing market renewal.
7. For the purposes of this report responses are summarised under each chapter of the Strategy along with the proposed Council response. These matters were also reported to the Economic Regeneration and Transport Scrutiny Panel on the 17th November 2008. Where respondents simply expanded on reasons for agreement or restated matters already clearly set out in the Strategy they are not covered in this report.

CHAPTER 1: INTRODUCTION

Socio-economic, policy and organisational context

COMMENTS AND PROPOSED RESPONSES

Reader accessibility

8. Almost without exception those who responded to this chapter felt that the socio-economic, policy and organisational context had been properly considered, although there was some concern that the level of detail might be quite daunting. This chapter and the remainder of the document have, therefore, been reviewed to ensure maximum reader accessibility.

National Indicators and Local Area Agreement

9. It was also suggested that the Strategy should include reference to relevant National Indicators and, in particular, those forming part of the Local Area Agreement. This information has, therefore, been added to the Strategy.

Greenfield development

10. Other comments about this chapter included concerns about allowing greenfield development. This area is considered in paragraphs 41 to 44.

CHAPTER 2: OBJECTIVE 1

Rejuvenate the housing stock to meet 21st century aspirations by replacing market failure with high quality housing in the right locations - this will help to create successful, cohesive and sustainable communities

COMMENTS

11. This objective generated by far the largest number of responses. An identical response, submitted by 175 respondents, sets out their reasons for disagreeing with the objective. Its contents are set out in Appendix B and summarised in the following paragraphs, along with a proposed response to each of the issues raised.

Gresham - Clearance of only part of some streets

12. The respondents question the clearance of only one side of some streets in Gresham, despite the fact that the houses are essentially the same on both sides.
13. In response, the boundaries of the clearance area follow, wherever possible, the main thoroughfares of Union Street, Princes Road and Parliament Road. This decision was based on extensive analysis and consultation with local residents and other stakeholders. The strategy for the older housing area was clearly set out in the report agreed by the Executive on the 20th July 2005. This decision was also subject to the Council's scrutiny process. Inner Middlesbrough has high numbers of terraced properties with many sharing design and construction similarities. Inevitably there will be homes which will be retained which are similar to those to be cleared. The condition of homes

was just one of the factors which helped determine the clearance area boundaries.

Finsbury Street - Failure to improve retained parts

14. In the case of Finsbury Street, the decision to demolish one side of the street and not to improve the retained part is questioned.
15. Finsbury Street is included within phase 3 of the clearance programme. As phase 3 is progressed the case for improvements to the retained side of the Finsbury Street will be considered as part of the rolling programme of improvement works which forms part of the comprehensive housing market intervention in Gresham.

Princes Road - Demolition of a section of a previously improved street

16. In the case of Princes Road, respondents queried the decision to improve the retained side and to demolish a section (from Glebe Road to Wentworth Street) which was improved several years ago, suggesting that this points to a failed attempt at rejuvenation through improvement which is now to be repeated.
17. In response, houses on the north side of Princes Road were improved in 2000 using Single Regeneration Budget funding. The houses were selected as a pilot scheme to determine whether housing improvement in the area would encourage longer-term sustainability. Evidence collected as part of the Older Housing Visioning Masterplan showed that the approach had failed, and there was little difference in conditions, stable ownerships or property values between this area and those adjacent, which had not been improved.
18. This evidence points, therefore, to the fact that housing improvements alone will not bring about the necessary change in the area. What is different about the Council's approach now is its comprehensive and coordinated nature. The intention is to intervene to re-balance the entire housing provision in central Middlesbrough in order to deliver sustainable communities. The various elements of this approach include, amongst other things, selective demolition of the worst areas, improvements to retained stock, selective landlord licensing and neighbourhood management. The facelift improvements on the retained side of Princes Road should be seen as part of a much wider strategy to protect and enhance the popularity and stability of the neighbourhood ensuring that the area has a more sustainable long-term future. As the evidence strongly suggests, isolated housing improvement will not address the issues in the older housing area.

Southfield Road – Why not targeted for demolition?

19. The respondents argue that the justification for demolishing 1,500 homes is that they suffer from market failure, which was shown to be more evident in streets not selected for demolition. They point to the Older Housing Survey which suggested that problems of market failure (in terms of voids and higher proportions of rented properties) existed in greater number in the area of Southfield, yet none of the streets identified in this area have been targeted for demolition.

20. In relation to Southfield Road, the selective use of indicators may suggest a particular area is worse than another. However, it was the combination of data that led to the Gresham/Jewel streets area being highlighted as suffering from market failure. The Older Housing Visioning Masterplan was a significant body of work prepared in 2004/5 for the Council by consultants representing a number of different disciplines. The study took over a year to complete and drew together an assessment of the older housing area based on a wide range of considerations. These include factual data on the condition and tenure of property, the characteristics of the local population, the general environment, the activity of the housing market locally and regionally and the views of local people and partner organisations.
21. From the information collected consultants developed a series of options. These options were then measured against a set of aspirations including the desire to create a sustainable housing market, obtain community support, create a quality environment, improve social and economic conditions and, importantly, being capable of delivery. As an outcome of this body of work the Council developed the strategy for the older housing area and determined the priority areas for intervention. It was through this process that the modified, preferred option emerged as the most likely to create the regeneration and sustainable community that the project sought to deliver.

Face-lift works and overall quality

22. It is also suggested that the rejuvenation proposed by the Council is essentially geared toward outward appearance and will do little to improve the overall quality of the housing stock. It is argued that it would, therefore, be much better to spend the money on improvements which go beyond facelift works as opposed to spending the majority on demolition. Reference is made to Princes Road, Glebe Road, Wentworth Street and Lovaine Street and the ineffectual nature of facelift improvements.
23. The fact that improvement works alone will not address the issues in the older housing area and the comprehensive nature of the Council's approach have already been addressed in paragraph 18. In addition, the Council has been offering complementary packages of Decent Homes Grant alongside facelift improvements. These grants help homeowners to invest in internal property improvements.

Exacerbating affordability issues

24. The respondents argue that terraced properties are the most affordable of all types of accommodation and the demolition of such a large proportion of this stock type is likely to lead to increasing prices, making them less affordable.
25. In response, whilst many terraced properties in central Middlesbrough can be said to be affordable, this house type constitutes around 40% of the town's housing stock whilst the Regional Housing Aspirations Study (2005) showed that only 11% of moving residents aspire to it. Indeed, since 1991 there has been a significant reduction in owner-occupation in the area, and this trend has continued despite increases in house prices, which underlines the core problem that much of the housing in central Middlesbrough fails to meet modern-day aspirations.

26. One respondent also suggested that properties targeted for demolition could provide an alternative source of affordable housing and that current market conditions, which are not conducive to private sector investment, will result in them being replaced with social housing, which will ultimately destabilise other less popular social housing areas.
27. As already stated in paragraph 25, many people do not aspire to this form of affordable housing, particularly in the most run-down streets. The current slow down in house building rates is regarded as a temporary situation and there is no evidence to show that families will suddenly choose to buy terraced houses in the inner area, instead they may rent or wait for the market balance to be restored. The Council remains committed to the provision of quality homes in balanced, mixed tenure communities and this long-term strategic goal will not be deflected by short-term market conditions.

Investment by owners in major improvements

28. The respondents argue that the Council's Strategy was developed when the average price of terrace housing in the north meant it was almost impossible to recoup any investment spending on major home improvements. The respondents argue that it is now worthwhile to invest in such improvements.
29. In response, the ability to recoup investment in housing, and decisions to make home improvements, are not based solely on property values. A wide range of factors are at play, including the homeowners capacity to invest, and their willingness to do so having regard to the sustainability of their neighbourhood. With respect to the cost of terraced property, the available evidence shows that the value of this type of accommodation has risen at a slower rate than other types of property. This has increased the differential and made it more difficult for owners of terraced housing to move to different types of property as their household needs change. By reducing the supply and regenerating neighbourhoods the aim is to increase values in line with other areas which will benefit owners in the long-term as the value of their asset rises.

Justification for the strategy

30. It is suggested that the Council's Strategy fails to prove conclusively why certain homes should be cleared when others of the same age and condition should remain. It is also suggested that a workable housing strategy needs to be able to adapt to changing circumstances, and that numerous consultation periods, and market changes, have not resulted in the Strategy being reconsidered.
31. In response, the Council has developed a comprehensive Strategy, which has been informed by extensive evidence gathering, data analysis and consultation, as described in paragraphs 18, 20 and 21. The Strategy has not been based on the clearance of a certain design, specification or age of property. It is based on a robust analysis of a wide range of data about the older housing area.
32. A number of respondents, whilst in general agreement with the overall objective, expressed a strong preference for rejuvenation without demolition. Others suggested that Council's intervention in Gresham was trapping people in low demand neighbourhoods.

33. The case for a comprehensive approach is set out in the Council's Strategy. Far from trapping people in low demand neighbourhoods the Strategy aims to do the exact opposite by tackling the problem of market exclusion.

Residents' welfare

34. Finally, a number of respondents suggested that Council's intervention in Gresham placed little importance on the welfare of inhabitants.
35. In response, the Council recognises that having to move home so that an area can be improved is a very traumatic experience. It has, therefore, put in place arrangements which provide dedicated support all affected residents. Each resident has a named case officer responsible for assisting them through the relocation process and ensuring they are properly advised on the range of rehousing options and the financial assistance packages available. Regular newsletters are provided to all residents to keep them up to date on regeneration activity and events in their area.

Regeneration and training/employment measures

36. It was suggested that more emphasis could be given to the need to combine other regeneration measures with housing interventions, particularly the training and employment aspects. The Strategy has been amended to reflect this suggestion.

Mixed tenure development

37. One respondent highlighted the importance of ensuring that in mixed tenure development all tenures are incorporated simultaneously so that communities are developed concurrently. The respondent cited this as a particular concern given the current housing market where, due to the reluctance of private sector developers to commence development until there is greater market certainty, and specific timescales required by the Housing Corporation's National Affordable Homes Programme, affordable and intermediate housing development may take place prior to development for owner-occupation.
38. In response to this concern, whilst it is clearly desirable that mixed tenure development occurs concurrently, a degree of pragmatism may be required if potential funding opportunities are to be maximised. The commencement of development can help stimulate market interest. The Council is currently working with the Housing Corporation and other partners to consider how more flexible approaches can help support the housing market in these challenging times.

Resources and partnership working

39. It was noted that the delivery of priority actions for Objective 1 are dependent on the Council securing long term resources and resolving gap funding, which may be particularly challenging in the present housing/financial climate. Similarly, a number of priorities are also very dependent on the social and private sector as the strategic delivery vehicles, with the Council retaining a purely strategic or monitoring role. In response, this is an important consideration which is already referred to in the draft Strategy.

Priority actions

40. Some respondents also commented that the actions set out at the end of this chapter should be prioritised. Where possible some priority has, therefore, been reflected in the final draft

CHAPTER 3: OBJECTIVE 2

Ensure the type and mix of new housing provides choice, supports economic growth and meets housing needs and demand - this will reflect the diversity of urban communities and the needs for affordable, family and executive housing

COMMENTS AND PROPOSED RESPONSES

Greenfield development

41. All those responding to this chapter agreed with the objective. However, a number of respondents qualified their support by expressing the view that there should be a presumption against greenfield development. The legitimacy of using the provisions of the Town and Country Planning Act 1990 to secure affordable housing in new development (commonly termed section 106 agreements) was also questioned by a number of residents. It was also argued that demand and choice can be met by the redevelopment of existing sites.
42. In response to these comments it is recommended that the Strategy remains unchanged. Whilst a significant amount of new development does actually take place on previously developed land (in the region of 78% over the period 2004/05 to 2007/08), some greenfield sites are required to:
- a) meet the Regional Spatial Strategy net additional dwellings target of almost 7,000 new dwellings between 2004-2021;
 - b) satisfy the Government's Planning Policy Statement 3 requirement to have a five-year supply of deliverable housing sites available; and,
 - c) ensure a range of house types/tenures come forward which will provide an improved housing offer and help to reverse population decline by retaining existing residents and attracting economically active people back into Middlesbrough to secure its long term prosperity.
43. It is also important to correct some respondents' misconceptions about planning legislation. Securing the provision of affordable housing is an entirely lawful and legitimate use of section 106 of the Town and Country Planning Act 1990 and is encouraged by Government and its agencies where local authorities have an identified need for affordable housing.

Site 44 in Coulby Newham

44. A number of respondents raised specific objections to the proposed development of Site 44 in Coulby Newham on the grounds that it is a well-used and valued recreational space and haven for flora and fauna in a town

which, they argue, lacks such provision. In response, the Housing Strategy does not propose sites for development. Site 44 is an allocated housing site in the Middlesbrough Local Plan and was subject to extensive consultation and public inquiry by an independent planning inspector as part of its preparation taking into account various representations. This allocation has been taken forward in the Local Development Framework Regeneration Development Plan Document and will be subject to an independent examination in November 2008.

Choice Based Lettings

45. One respondent felt that whilst the Choice Based Lettings (CBL) approach is appropriately outlined, not enough is acknowledged as to the evidence base that this provides, along with the homelessness service, in terms of housing need and demand. It was also commented that CBL has been instrumental in other authorities in helping to deliver balance and mix when tied into managed lettings, and this could have been more appropriately considered. These matters are now acknowledged in the Strategy.

Changes in the housing market

46. It was suggested that the Strategy must address recent changes in the housing market. In response, as these concerns have come to light towards the end of the drafting process, and as the current economic climate and responses to it are particularly dynamic, it is proposed that such matters continue to be closely monitored and considered as part of Strategy update and review process (see paragraph 65).

Lifetime Homes

47. Reference was made by one respondent to the need to ensure all new buildings meet Lifetime Homes Standards so as to meet changing needs and produce a cost saving to the Council through a reduced need for adaptations via Disabled Facilities Grants. In line with current national housing and health policy the Council accepts the need to build more inclusive and flexible housing and supports the Government's commitment to ensure that all public sector funded housing is built to Lifetime Homes Standards by 2011. The Council will also look at how best to encourage the take-up of Lifetime Homes elsewhere, and this issue is to be explored as part of the further development and implementation of the Older People's Housing Strategy and Physical Disabilities Housing Strategy.

Fire safety

48. Cleveland Fire Brigade made a specific request to be given the opportunity to make comment on proposed new developments and refurbishments in order to discuss the feasibility of providing either water suppression/residential sprinkler systems to properties. Whilst this is not something with which the Council can insist developers comply, it is proposed that the Council encourages the proactive approach of Fire Brigade in this area, by providing copies of the weekly planning applications bulletin so that, where appropriate, they may progress matters with individual applicants.

Housing for those struggling to get on the housing ladder

49. Finally, whilst some respondents agreed with the need to create more owner-occupied housing in Middlesbrough it was also thought important not to restrict the availability of accommodation for young people and others who struggle to get onto the housing ladder. It is felt that this matter is appropriately addressed in the Strategy. It aims to ensure the type and mix of new housing provides choice, supports economic growth and meets housing needs and demand. The Council's approach will be informed by ensuring an up-to-date understanding of the housing market through a Local Housing Assessment and Strategic Housing Market Assessment.

CHAPTER 4: OBJECTIVE 3

Secure the improvement and maintenance of existing housing so that it meets required standards and investing in sustainable neighbourhoods

COMMENTS AND PROPOSED RESPONSES

50. All those who responded on this Chapter agreed with the objective.

Repair versus demolition

51. Reference was also made to the need to repair and improve rather than demolish homes. The need to demolish some homes is explained in the proposed response to comments on Objective 1.

Fuel Poverty

52. Concerns were expressed about the levels of fuel poverty in the private sector and the impact of significant increases in energy prices in 2008, which will have the greatest impact on those people living in the least energy efficient properties. In response, matters relating to fuel poverty are considered in detail in Middlesbrough's Affordable Warmth Strategy, which is referred to in the Housing Strategy.

Priority actions

53. Again, it was felt that priority actions designed to deliver it should be prioritised. Some respondents also commented that the actions set out at the end of this chapter should be prioritised. Where possible some priority has, therefore, been reflected in the final draft.

CHAPTER 5: OBJECTIVE 4

Promote good management and targeted housing investment to address specific community and social needs - this includes an ageing population and the needs of minority communities, and promotion of greater community involvement

COMMENTS AND RESPONSES

54. All those who responded on this chapter agreed with the objective.

Diversity

55. In terms of the specific priority actions to deliver the objective many respondents felt that there was too much emphasis on too many diverse groups, without expanding on their reasons for this conclusion. In response it is recommended that the Strategy remains unchanged as it is essential that it meets the needs of all of the people of Middlesbrough, which are many and varied.

Rapidly deteriorating conditions

56. A number of respondents suggested that this chapter should address the needs of those with rapidly deteriorating conditions, including the potential need to fast-track to services and/or adaptations to enable independence to continue as long as possible. Reference was also made to the importance of considering a more dynamic and flexible approach to funding care packages rather than an extension of a loans system for adaptations. In response, all applicants for adaptations are already assessed by an Occupational Therapist and works fast-tracked for priority applicants. The maximum mandatory Disabled Facilities Grant has recently been raised from £25,000 to £30,000, which should ease the pressure on the Social Care DFG top up fund. The Strategy has been amended to reflect this position and there will be full consultation should there be any further development of a loans system for adaptations.

Sub-regional working

57. A number of housing providers, particularly those engaged in Supporting People from the Voluntary and Community Sector working across local authority boundaries within the Tees Valley, have suggested that they often have to work to different criteria and regulations. The concern was expressed that this causes difficulties and sometimes barriers if an individual wishes to re-locate to another locality in the Tees Valley area and also beyond to North Yorkshire, County Durham and Tyne and Wear. In response, the Tees Valley local authorities and their RSL partners have extensive sub-regional working arrangements and the delivery of a common allocations policy and extension of Choice Based Lettings Scheme across the sub-region will result in improvements in this area.

Dementia

58. Finally, in light of an ageing population and the increase in the incidence of dementia and other such illnesses, it was proposed that the use of assistive technology and telecare could be explored to prevent hospital admissions and care interventions. In response, Assistive Technology is considered in detail in the Older People's Housing Strategy, which is referred to in this chapter. The Council has also developed a Telecare Strategy. In both areas it is recommended that more informative references and links are provided in the final draft of the Strategy.

Priority actions

59. Again, some respondents also commented that the actions set out at the end of this chapter should be prioritised. Where possible some priority has, therefore, been reflected in the final draft.

CHAPTER 6: IMPLEMENTATION, PERFORMANCE MONITORING AND EVALUATION

COMMENTS AND PROPOSED RESPONSES

60. Most respondents to this chapter agreed that the relevant partners have been identified in the implementation plan to meet the strategic objectives. As to whether the implementation plan timescales are appropriate/achievable many respondents felt that they were unable to judge, without explaining why. Those who did felt that the plan could be made more SMART i.e. specific, measurable, achievable, realistic and timed. Reference was also made to the present economic climate, which may delay new housing developments. One group of respondents highlighted the importance of linking the implementation plan to the Local Area Agreement and Single Set of National Indicators. Finally, it was also suggested that training for staff and an appropriate mechanism should be included in this chapter so that those delivering services and developing housing related policies are appropriately trained and have up-to-date information.
61. In light of the comments above the implementation plan has been reviewed and amended accordingly.

UNIVERSITY WARD

62. In addition to the written responses referred to above, 140 residents in the University Ward submitted identical forms in response to the Strategy consultation. This identified a set of common concerns, many of which go well beyond matters addressed by the Strategy, including:
- a) road safety, residents' street parking and traffic congestion;
 - b) litter and cleanliness of streets and alleys
 - c) condition of roads;
 - d) dog fouling and vermin;
 - e) community cohesion;
 - f) improvements to properties;
 - g) lack of youth facilities; and,
 - h) impact of regeneration and demolition plans.
63. In response, officers from Regeneration, Environment and Children, Families and Learning have arranged meetings with the relevant elected members to discuss their concerns and how they might best be addressed.

HOUSING STRATEGY PUBLICATION AND ANNUAL UPDATES

64. It is proposed that the amended Strategy is publicised by way of a press release and added to the Council's website. Paper and electronic versions will be made available on request.
65. During the lifetime of the Strategy regular updates will be produced to advise the Executive Member for Regeneration and Economic Development of progress and to consider any necessary changes in strategic direction. This is a Government requirement. Again, it is proposed that this activity will be publicised via the Council's website and be made available to stakeholders through the Housing Forum and Middlesbrough Partnership.

OPTION APPRAISAL/RISK ASSESSMENT

66. Preparing a Housing Strategy is a mandatory duty for councils. Only through effective strategy development, implementation and evaluation will the Council satisfy the Government requirement of ensuring that the impact of available resources is maximised in order to secure the best possible housing and related outcomes for Middlesbrough. The recent consultation process is an important part of the Strategy development process and will help to ensure its effectiveness.
67. Regular performance monitoring and review will help to mitigate risks relating to the successful delivery of the Strategy, including those associated with changes in levels of available resources, partnership working arrangements and relevant national, regional and local policy.

FINANCIAL, LEGAL AND WARD IMPLICATIONS

Financial Implications

68. The resources already secured to deliver the Strategy are set out in detail within the document. These include Single Housing Investment Pot funding from the NEHB, CLG Housing Market Renewal Funding, the Housing Corporation's National Affordable Housing Programme, RSL and private sector investment. Successful implementation is dependent on securing adequate resources throughout the lifetime of the Strategy and this area will be a key consideration in the proposed regular review and update process. The Strategy also identifies a number of areas where detailed research will be required, for example the development of a Physical Disabilities Housing Strategy. As these areas of work are more fully scoped it will be possible to determine their resource implications and further reports will be brought forward to the Executive Member for Regeneration and Economic Development as appropriate.

Ward Implications

69. The strategic priorities identified within the Strategy affect a number of wards directly and impact more generally on all wards. Concerns raised by residents in the University Ward are specifically addressed in this report.

Legal Implications

70. Legal implications arising out of Strategy implementation will be reported as appropriate.

RECOMMENDATIONS

71. It is recommended that the Executive:
- a) endorses the proposed responses to the comments received during the Strategy consultation period, including proposed changes to the draft Strategy; and,
 - b) approves the adoption of the Strategy subject to the amendments recommended in the report.

REASONS

72. The recommendations are supported by the following reasons:
- a) the consultation process has enabled a range of stakeholders to comment on the Housing Strategy;
 - b) comments have been duly considered; and,
 - c) as a result of comments received the Strategy has been amended or reasons given for it remaining unchanged.

BACKGROUND PAPERS

73. Middlesbrough Housing Strategy 2008 – 2011 - report of the Executive Member for Regeneration to the Executive (29th April 2008).

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**ORGANISATIONS/GROUPS FORMALLY INVITED TO COMMENT ON THE
DRAFT HOUSING STRATEGY 2008 - 2011**

- a) Government Office for the North East;
- b) Housing Corporation;
- c) North East Regional Assembly;
- d) Tees Valley Living;
- e) Middlesbrough Partnership and Area Cluster Groups
- f) Middlesbrough BME Community Network;
- g) West Middlesbrough Neighbourhood Trust;
- h) Fabrick Housing Group – Tees Valley Housing Group and Erimus Housing;
- i) Endeavour Housing Association;
- j) Home Housing;
- k) Accent North East;
- l) Places for People;
- m) Three Rivers Housing Association
- n) Salvation Army Housing Association
- o) Railway Housing Association;
- p) Housing 21;
- q) Hanover Housing;
- r) Anchor Trust
- s) Guinness Trust;
- t) English Churches Housing Group;
- u) Habinteg Housing Association;
- v) Dimensions North East;
- w) William Sutton Homes.
- x) Carr-Gomm Housing Association;
- y) Homebuilders Federation; and,
- z) Michael Poole Associates (estate agents).

CHAPTER 2: REJUVENATING THE HOUSING STOCK

Do you agree with Objective 1, to rejuvenate the housing stock to meet 21st Century aspirations?

The following was submitted by 175 respondents all of whom disagreed with Objective 1.

Your older housing strategy is unsustainable and lacks measures that will lead to real rejuvenation. In Gresham you have selected streets where one side is to be cleared, leaving the other side standing despite the fact that the houses are essentially the same on both sides. In Finsbury St you plan to demolish the odd side, leaving the even side standing, but are proposing no improvement to the side that will survive. The side that is to be retained in Princess Rd alternatively, has been chosen for some improvements, yet the side that is to be demolished includes a section (from Glebe to Wentworth) that actually underwent more or less the same improvements several years ago at a cost of on average 8,000 pounds per home. In selecting these previously improved homes for demolition now, are we to conclude that this previous attempt at rejuvenation has failed, but then why are you proposing the self same course of action again, and how do you expect it to result in lasting value this time? The justification for demolishing 1500 homes is not by reason that they are unfit, but by suggesting that they suffer from 'market failure'. When assessing this market failure you commissioned an 'Older Housing Survey' in 2005 and this survey suggested that if there were problems in terms of voids and higher proportions of rented properties, that such problems existing in greater number in the area of Southfield. The report even went on to name streets, it considered to be in particularly bad condition and yet none of these streets appear in the 'hit list' of those scheduled for demolition. Your plans were drawn up in early 2005 and have seen little change since despite the fact that the housing market is now very different and that the large development companies such as Bellway have announced cut backs to their new build targets withdrawing from many sites nationwide. Terraced properties are the most affordable of all types of accommodation and offer the best prospects for families to get themselves on to the first rung of the property ladder. By demolishing such a large proportion of this stock of properties, at a time when the major house builders are cutting back, your policy is likely to lead to increasing the price of this type of property making them much less affordable. The rejuvenation proposed is essentially geared toward outward appearance of a terrace (row repairs) and will make little impression on the inside living conditions so will do little to improve the overall quality of the housing stock. It would be a much better use of public funds to spend the money on both internal and external improvements (remodeling) rather than waste the lion's share of the funds on demolition and clearance. Princess Rd, Glebe Rd, Wentworth St, Lovaine St all underwent the face-lift improvement that you are proposing for some of the terraces yet this appears to have done little to improve their longevity since you are now proposing to demolish them.

Do you agree that all issues have been considered in relation to Objective 1?

The following was submitted by 175 respondents who disagreed that all issues have been considered in relation to Objective 1.

The strategy you propose is largely based on theories of 'Housing Market Failure' on which the Pathfinder scheme was founded. These theories were drawn up when the average price of terrace housing in the north was less than £20,000 per home (1990's). The years from 2000 onwards saw unprecedented house price inflation, so much so that you would now be lucky to purchase a terraced home in Middlesbrough (outside the proposed demolition area) for less than £85,000. At the low levels of market failure when terraced properties were changing hands for less than £20,000 each, it was almost impossible for owner-occupiers to recoup any investment spending on such large improvement such as installation of central heating or double glazing as there was no real differential between a modernised and unmodernised property. This situation radically changed during the early years of this century and now there is a marked difference in the values of improved to non-improved terraces – perhaps £90,000 for a fully modernised home and £75,000 for the same type terrace that needs investment. Consequently it is now worthwhile to invest in major household improvements. There has been no adequate survey of the interior conditions of the Towns' older housing and therefore the strategy fails to prove conclusively why certain homes should be cleared when others of the same age and condition should remain. In conclusion the circumstances that led to this described failure do not now exist, and the Older Housing Strategy is no longer relevant.

Any further comments about Middlesbrough's Housing Strategy 2008 – 2011?

Comments

The following was submitted by 175 respondents

A workable housing strategy would need to be able to adapt to changing circumstances. Yet we have seen numerous consultation periods over the last three years and despite public feedback, overriding opposition at all stages, and market changes, nothing seems to have been reconsidered. As recent as June 4th this year a public question was asked at the full council meeting, querying if there was any possibility that in light of new market conditions whether MBC would be revising their demolition proposals. The answer was absolute – there would be no rethink on the proposals and the demolition target would prevail. Will this consultation be any different? Will people be finally listened to, and their views taken on board?


Middlesbrough
moving forward



HOUSING STRATEGY 2008 – 2011

IMPLEMENTATION PLAN UPDATE

BACKGROUND

1. The Council adopted the Housing Strategy in December 2008. It was agreed that during its lifetime Strategy implementation updates would be publicised via the Council's website and made available to other stakeholders through the Housing Forum and Middlesbrough Partnership.
2. This paper summarises implementation plan activity across each of the four strategic objectives. The implementation plan is provided at Appendix 1. This activity has been augmented by a series of actions stemming from a peer review of the Strategic Housing Service. This concluded that the service is high performing and well organised, highlighting a number of opportunities to further improve performance, which have been developed into an improvement plan which will be the subject of separate updates.
3. The adopted Strategy described the public and private sector resources required to deliver the strategic objectives. However, shortly after its adoption the true impact of the credit crunch became apparent and this, along with the recession, has had a major impact on public and private sector investment. Amongst other things this has resulted in greatly reduced housebuilding rates and a requirement to review regeneration proposals for Gresham/Middlehaven (as described in this briefing paper at paragraph 12).
4. The aftermath of recession, and fragile economic recovery, provides a backdrop to the Strategy and will continue to present challenges. The Council and its partners have already undertaken a significant amount of work in tackling the recession locally. A series of service-specific actions have been endorsed by the Council's Executive and Middlesbrough Partnership's multi-agency action groups have each developed plans detailing how the effects of recession will be tackled within their particular theme of the Sustainable Community Strategy. It will be important to continue to implement existing, and develop new and innovative responses, recognising the dangers of complacency in the face of an uncertain future.
5. Approximately £7.6m has been identified for investment in the town's housing stock for 2010/11. The resources for the capital programme have been obtained from a number of funding streams including: the Single Housing Investment Pot (SHIP); Housing Market Renewal Fund (HMRF); the Working Neighbourhood Fund (WNF) and, the Council's own resources.
6. The Coalition Government's emergency budget and subsequent spending review will clearly impact on available resources for the final year of the Strategy. The Government's deficit reduction plan may well affect wider economic recovery, which will, in turn, impact on the capacity of the private sector to contribute to the strategic objectives described in this paper.

7. In terms of specific spending cuts the Housing Market Renewal Fund (HMRF) has been reduced by 16% nationally. The impact on Middlesbrough and the Tees Valley has yet to be confirmed, although a 16% reduction in HMRF has been assumed. The proposed housing development at Levick House through the Local Authority New Build Programme has also been affected, although it is hoped that an alternative funding source can be identified.
8. Going forward, the Coalition Government programme will also influence the Strategy indirectly. For example, through the Decentralisation and Localism Bill, it is likely that the Tenant Services Authority will be abolished. Work is already under way to consider the implications and the role of Strategic Housing in ensuring housing association partners deliver the highest standards of service.
9. More locally, the Strategy will be aligned to the emerging Tees Valley Unlimited Economic and Regeneration Statement of Ambition and Investment Plan. This seeks to deliver a thriving place with a more resilient economy, as part of a managed transition, which will be achieved by:
 - a) driving the transition from a high value process industry to a high value, low carbon economy;
 - b) creating the conditions for a more diverse economy that builds on our strengths; and,
 - c) growing an inclusive economy that allows all of our people to realise their potential.
11. The Statement of Ambition identifies building a true sense of place through continued investment in major regeneration sites, town centres and the adjacent housing areas as a key priority for the Tees Valley.

STRATEGIC OBJECTIVE 1: REJUVENATING THE HOUSING STOCK

Housing Market Renewal (HMR) Areas

12. In July 2005 the Council approved the clearance of 1,500 properties in **Gresham/Middlehaven** and their replacement with a transformational development of 750 new dwellings in order to retain the town's existing residents and attract new people from other areas. The Council has acquired 390 properties in the area.
13. A report to the Council's Executive on the 13th October 2009 highlighted the challenges to the delivery of the clearance programme in the prevailing economic climate. Given the negative impact of the recession and the anticipated reduction in the level of public sector resources available post 2011, the report highlighted that the timetable for acquisitions would be unacceptably protracted unless the scheme was reviewed.
14. The Council and the HCA have jointly funded the appointment of consultants to undertake a HM Treasury Green Book compliant economic appraisal. The Green Book requires partners to develop and evaluate options, which deliver maximum value for public sector investments as well as meet the underlying objectives of the original scheme.

15. An interim options report has now been received from the consultants. The report presents several scenarios. The consultants' emerging option proposes a reduction in the number of demolitions from 1,500 to 773 and includes refurbishment, new housing, investment in community facilities and a mixed-use development.
16. The full set of options, including the consultants' emerging option, have been the subject of an ongoing period of community and stakeholder consultation, between 1st April and 14th May 2010.
17. In addition, owners, residents and commercial business operators were invited to attend one of two consultation events, which were held on April 12th 2010 at the Newport Neighbourhood Centre and April 13th 2010 at the Streets Ahead for Information office on Parliament Road. 140 people attended the drop-ins.
18. The Council has not made a decision on which option will be chosen and the views of local residents and stakeholders will play a crucial part in shaping the future of the area. After the views of residents and other stakeholders have been compiled and considered, amended plans will come forward for formal consideration by the Council's Executive and will ultimately form the basis of a Green Book submission to HM treasury.
19. New loan-based financial assistance packages have been introduced for residents in HMR areas. Both the Priority Area Assistance scheme, which was introduced in April 2009 (targeted at University Ward) and the Match Incentive and Loan Scheme (targeting Parliament Road area) in 2008/09 were continued in 2009/10.
20. Complementary Facelift and other environmental improvements in and around retained homes within HMR priority intervention areas will be funded from the Working Neighbourhoods Fund (WNF) and a budget of £685,000 has been allocated to improve properties in Victoria Road and Crescent Road in the University and Gresham wards. The Facelift target of 137 properties has been surpassed with 204 completions in 2009/10.
21. The Council has continued to work with West Middlesbrough Neighbourhood Trust (WMNT), Bellway Homes and Tees Valley Housing Group to complete the new housing development at **Acklam Green** (Central Whinney Banks) with the 62 target properties for 2009/10 all under construction. The Haslam Homes and Tees Valley Housing Group scheme at Trinity Crescent, North Ormesby has progressed well and has benefited from successful bids to HCA for Homebuy and Kickstart funding which have helped maintain momentum in a challenging economic climate. The scheme recently won the Regeneration category at the UK Housing Awards.
22. Work with Erimus Housing on the development of an Area Regeneration Framework for **Grove Hill** is now complete. This has been adopted as a Supplementary Planning Document, and is now part of the Council's statutory planning policy. Work is under way to implement the proposals contained within the framework. A range of partners are being consulted and engaged throughout the process. The HCA has been an integral partner throughout the latter stages of the process, and has recently commissioned a due diligence exercise on the work carried out to date. Upon completion, it is envisaged that

the HCA would become an equity investment partner to facilitate the delivery of the proposals.

23. Significant property and land acquisition has taken place within **St Hilda's** and the Central Industrial Area of Middlehaven. Only 14 properties in St Hilda's remain occupied. Public Sector investment has enabled the clearance of nearly 300 houses in an area of severe market failure. This has stimulated a number of development opportunities and attracted investment from the private sector. This includes:
- a) a **new police headquarters**;
 - b) **Boho's Institute of Digital Technology**. The Boho zone aims to develop a unique digital media and creative sector cluster within Middlesbrough creating a digital industries quarter. Two facilities have been built, a further one being built, and a fourth is at an advanced stage of planning. This existing development is cutting edge design and draws on key links with Teesside University in this sector of expertise;
 - c) The **Myplace Scheme** which involves the renovation and refurbishment of the Customs House in St Hilda's into a 21st Century Youth Centre. The Scheme was awarded £4.2 million to ensure its delivery;
 - d) **Gibson House** (former Cleveland Club) is a key building at a major gateway to Middlehaven. This has been purchased by a local developer who wishes to renovate the property; and,
 - e) the redevelopment of the **Stages Academy** for the homeless, which will contain 30 bedsits, 18 independent living units, a cafe, gym, health centre, meeting rooms and a radio studio. The Hostel has helped 68 people attend employment training since April 2008.

STRATEGIC OBJECTIVE 2: PROVIDING CHOICE AND QUALITY

Meeting affordable housing needs

24. A Strategic Housing Market Assessment has been completed which has informed and confirmed the Council's approach to meeting affordable housing needs. A range of successful HCA bids have been supported and housing association partners are delivering new homes across the town, including those at Hemlington, Acklam Green, Trinity Crescent and St. Paul's Road. Requirements continue to be set within development briefs for Council land disposals and other sites, including for specialist provision for older people and those with disabilities.
25. Despite disappointing performance caused by the credit crunch, the Council and its partners have more recently exceeded affordable housing completion targets set within the planning policy framework. In 2009/10 182 new homes were provided and 170 completions are projected in 2010/11.
26. A draft planning document, which develops the Council's approach to section 106 planning agreements to procure affordable housing, is currently out to consultation.

Housing Choice

27. The sub-regional Choice Based Lettings scheme, Compass went live in July 2009. A review of the Common Allocations Policy which sets out the framework for prioritising applicants for available properties has been completed and suggested amendments are currently being consulted on with residents, staff and stakeholders to ensure it is fit for purpose. Time2Buy¹ was also established to enable access to low cost home ownership products across the sub-region.
28. The sub-regional Choice Based Lettings scheme, Compass went live in July 2009, Time2Buy² was also established to enable access to low cost home ownership/Homebuy products across the sub-region.

Quality & Energy Efficiency

29. Work has continued with the private sector and other housing providers at pre-planning application stage to deliver well designed and energy efficient homes. Pre-application meetings continue to be offered by the Council's Development Control Service free of charge and the Council has appointed an Urban Design Officer to promote the use of sound design principles across the built environment and to raise design awareness throughout the Council. The officer works closely with Development Control on pre-application advice and as a statutory consultee for all major applications or those considered contentious, as well as supporting the Urban Policy Team, offering design advice as required.
30. An Urban Design Supplementary Planning Document is being prepared to provide guidance for all new development, and to set out the principles of good design and the standards required to ensure high quality design is achieved. The Urban Design Officer has recently undertaken training to become a Building for Life Assessor. Building for Life is a series of 20 principles, intended for use early on in design development of residential developments as a design tool to help create sustainable development and improve the quality of housing across the UK.

¹ Time2Buy delivers the Government's HomeBuy schemes across County Durham and Tees Valley enabling people to buy a home appropriate to their needs. Time2Buy is a first point of contact for anyone who cannot afford to buy a home on the open market and offers a range of affordable options.

² Time2Buy delivers the Government's HomeBuy schemes across County Durham and Tees Valley enabling people to buy a home appropriate to their needs. Time2Buy is a first point of contact for anyone who cannot afford to buy a home on the open market and offers a range of affordable options.

STRATEGIC OBJECTIVE 3: IMPROVING AND MAINTAINING EXISTING HOUSING

Decent Homes

31. The Council has continued to develop and implement policy responses, which seek to increase the proportion of vulnerable people in the private sector living in decent homes. In particular, a new financial assistance policy based on loans was introduced in April 2009. It will be important to continue to target this area as the private sector stock condition update sample survey (2008) suggested a potential 370 homes shortfall in terms of the Government's 2010 target in this area.
32. Responses received from main RSL partners confirm they are on target to meet the Government's 2010 target for all social rented homes to meet Decent Homes Standards by 2010.

Private Sector Enforcement

33. The Council's Community Protection Service continues to take appropriate intervention action to bring private rented properties to the required standards with 15 new Houses in Multiple Occupation (HMO) Licences, 153 HMO inspections, 8 interventions for unlawful evictions and 253 empty property and eyesore sites priority assessed in 2009/10. Within parts of the Gresham/Middlehaven Wards 210 landlord licences have been processed in the same period and across the town 425 Housing Health and Safety Rating System surveys have also been completed.
34. In terms of tackling empty properties a dedicated officer has been appointed and 30 properties substantially improved under the Eyesores and Empty Property project.
35. In addition the service is developing a Private Investors Registration Scheme, which will register private investors wishing to purchase long term empty and eyesore properties within the town. The Council will act as a conduit between the investors and empty property owners to ensure that these properties are brought back into habitable use.

Affordable Warmth

36. In 2009/10 Warm Front assisted more than 800 households in Middlesbrough, with a range of energy efficiency measures, including almost 500 replacement gas boilers. Warm Front spend in Middlesbrough over this period amounted to some £1.768 millions.³ GoWarm activity to May 2010 is summarised in the table 1, below.⁴
37. In terms of raising Energy Awareness there have been a number of targeted campaigns and courses, including: Adult Education Course; Winter Warm Campaign; Middlesbrough Warmer Homes; Home Energy Project; and,

³ The Warm Front Scheme is a Government funded initiative which provides a package of insulation and heating improvements up to the value of £3,500 per property.

⁴ The GoWarm project aims to tackle fuel poverty and energy efficiency in homes across the North East of England and Yorkshire. Thousands of homes across the area have already benefited from cavity wall, loft insulation and other services completely free of charge.

Warmer Families Project. In addition, funding of around £34,000 was secured from the PCT and was directed at the most vulnerable households enabling emergency heating system repairs/ replacements to be carried out immediately.

Table 1 Work Completed by GoWarm in Middlesbrough

	Total to date
Marketing	46364
Door-step assessments completed	24940
Surveys Issued	5753
Surveys Completed - measures required	3596
Surveys completed - NMR	2100
Total measures installed	1246
<i>Cavity installed</i>	<i>380</i>
<i>Loft insulation installed</i>	<i>866</i>
Cost of Work	£254,461
LA contribution	£69,377
CFLs delivered	61488
Cost of CFLs	£185,412
Lifetime CO2 savings (<i>in tonnes</i>)	12,741
Benefits Checks requested	393
Benefits outcomes	£40,845

Source: GoWarm, May 2010.

STRATEGIC OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS

Older people

38. There has been significant progress across each of the objectives of the Older People's Housing Strategy with new specialist housing provision across a number of developments (including Acklam Green and Trinity Gardens) and improved performance around adaptations (see paragraph 50). The Older Persons' Partnership Board has been provided with an update and stakeholder engagement is ongoing, inviting views on new actions as the start of a Strategy Refresh process. The Council's approach to the provision of additional Extra Care Housing is currently under consideration and will be informed by the ongoing consultation. The Council is also seeking to secure HCA funding to build 20 new apartments for older people at the site of the Levick House Care Home, which it is anticipated will offer Extra Care.
39. Additional resources have been secured to sustain the Middlesbrough Mobile Adapt and Mend Scheme (MMAMS) until 2011, which will help maintain the independence of older people and those with disabilities.

Homelessness

40. Year 1 actions to deliver the new Homelessness Strategy have been evaluated, and good progress has been made, including contracts put in place to deliver prevention initiatives such as a rent bond guarantee scheme and family mediation service. In 2009/10, a total of 1,881 clients approached the Homelessness and Housing Advice service with housing enquiries, a total of

388 homeless prevention cases were completed, and only 12 were accepted by the Council as having a statutory homelessness duty.

41. Domestic violence has historically been the main reason for homelessness in Middlesbrough. The Sanctuary Scheme has been key in reducing homelessness due to domestic violence to 2 cases in 2009/10.
42. A Youth Homelessness Co-ordinator has been appointed until March 2011 whose main objective is to set up and co-ordinate a young persons' accommodation and support panel. The panel will be the sole gateway into supported accommodation and floating support services for young people. This will enable information to be gained on the level of supply and demand for supported housing accommodation, as well as making best use of the housing stock.
43. In terms of multi-agency delivery to prevent homelessness, Strategic Housing is working with a range of partners to prevent mortgage repossession, including the Mortgage Rescue Scheme, and working with local Citizens Advice Bureaux across the sub-region to deliver a Mortgage Rescue Advice Service sub-regionally. Homelessness training is also delivered on an ongoing basis to external agencies.
44. The number of accepted homeless cases due to domestic abuse reduced from 45 in 2007/08 to 2 in 2009/10. WNF funding has been secured to extend the Sanctuary Scheme until March 2011 to assist victims of domestic abuse to stay in their own homes.
45. A Move-on Plans Protocol (MOPP) for those leaving accommodation-based supported housing has been developed; its aim is to prevent silting up within supported housing, thereby ensuring it is more effectively used by those clients in the most need. A resource directory has also been developed, which has been circulated to partner agencies.

New Supported Housing Schemes for Vulnerable People

46. The Council has agreed to sell land at Rainham Close, Thorntree to North Star Housing Group which has successfully bid for HCA funding to re-provide the Women's Refuge and Supported Housing for Vulnerable Women services.
47. Riverside Group's re-development of the Wellington Street Hostel into the Stages Academy is well under way. Phase 1 is complete with residents moving into the direct access (30) and independent living (12) units. Phase 2 has commenced with the demolition of the old buildings and the development of the remaining 6 independent living units, the café, gym, office and health accommodation.
48. Stonham Housing Association has secured HCA funding to re-provide the Single Key scheme for vulnerable young people at Gribdale Road, Pallister Park.
49. The Families Intervention Project in East Middlesbrough has increased its activity in terms of additional dispersed properties/floating support services. There is also now a "Families First" Project (joint Social Care Children & Adults Team working with families with problematic substance issues).

Housing for People with Disabilities

50. Strategic Housing continues to work with colleagues in the Department of Social Care and in Health to develop a better understanding of housing needs across a range of client groups. In terms of physical disabilities, housing needs data sources have been reviewed with Social Care, Supporting People and Erimus. Specialist provision continues to be considered through development briefs for Council owned land and s106 planning gain opportunities.
51. A number of successful HCA funding bids by housing associations have been delivered, for example the Learning Disabilities scheme at 263, Marton Road. New homes for people with physical disabilities include those at Trinity Crescent (Tees Valley HA), St. Francis Close, Acklam Green (Erimus) and St. Cuthbert's Mews (Endeavour HA).
52. The Staying Put Agency has received an additional £1,000,000 from the Council's capital programme to assist with the delivery of adaptations. Funding has been secured for a period of 5 years until March 2013. The resource has enabled the Agency to appoint an additional member of staff and deliver more disabled facilities grants (DFGs). The waiting time for adaptations has significantly reduced from 24 weeks to 12 weeks and there is currently no waiting list.
53. The Agency works closely with Social Care and Health professionals to assist clients who require adaptations to their home. Without this provision there would be a rise in the number of clients admitted to hospital, residential care or requiring additional home care support. Early intervention is a key preventative measure and can also impact on Health and Social Care budgets, resulting in savings'.

Black and Minority Ethnic Housing Issues

54. This is a significant area where work with sub-regional partners to consider and respond to housing needs is ongoing through the development of the Tees Valley Local Investment Plan.
55. The North East Regional Financial Assistance Scheme (approval for implementation of which is currently being sought) provides loan products to target the reduction in high density housing through conversion works to provide larger family homes where the authority's local housing strategy has identified this as a priority. It is proposed to further explore the application of such a product in general terms, and specifically in relation to Black and Minority Ethnic Housing needs.
56. The findings of the Tees Valley Gypsies and Travellers (G&T) Assessment have informed a successful bid to HCA for G&T Site Grant to increase by 5 the number of pitches at Metz Bridge.

OBJECTIVE 1: REJUVENATING THE HOUSING STOCK - To rejuvenate the housing stock to meet 21st Century aspirations by replacing market failure with high quality housing in the right locations. This will help to create successful, cohesive and sustainable communities.

PRIORITY ACTIONS		UPDATE
1	Develop HMR funding/delivery vehicle for the Older Housing Area. TARGET: 2010/11	The Council and HCA have jointly procured Genecon to assist in gaining HM Treasury Green Book approval for a funding allocation. A draft options report has been produced and a preferred option will be presented for approval later in the year.
2	Continue community consultation as an element of masterplanning in the Older Housing Area and produce regular newsletters for residents. TARGET: Ongoing 2008/11	As part of the Gresham review announced by the Mayor in Sep 09, a full consultation process has been held on the emerging options for the area and the community will continue to shape the future of Gresham. The community will be consulted on the preferred option later in 2010
3	Develop and implement loan-based financial assistance packages for residents in HMR areas. TARGET: 2009/10	Priority Area Assistance scheme was introduced from 1 st April 2009 (targeted at University Ward) and Match Incentive and Loan Scheme which targeted Parliament Road area in 2008/09 are continued in 2009/10.
4	Continue the acquisition by agreement of privately owned homes in HMR priority intervention areas. TARGET: Ongoing 2008/11	The Council has now acquired over 390 private properties in phase 1. Acquisitions will continue in phase 1 in 2010/11. This position may change subject to the aforementioned negotiations with HCA.
5	Continue to work with West Middlesbrough Neighbourhood Trust (WMNT), Bellway Homes and Tees Valley Housing Group to complete the new housing development at Acklam Green (Central Whinney Banks) TARGET: Ongoing 2008/11	The target 62 properties to be completed 2009/10 are being constructed.

PRIORITY ACTIONS		UPDATE
6	<p>Continue to work with Erimus Housing to agree a regeneration strategy for Grove Hill and work towards its implementation.</p> <p>TARGET: Ongoing 2008/11</p>	<p>Work is now complete and an Area Regeneration Framework has now been adopted as a Supplementary Planning Document, and is now part of the Council's statutory planning policy. Ongoing workstreams, in parallel, are being developed in order to deliver and implement the proposals contained within the framework. A range of partners are being consulted and engaged throughout the process, principally Erimus Housing but include others such as the HCA, Environment Agency, Home Housing and other service providers within the area.</p>
7	<p>Work with Haslam Homes and Tees Valley Housing Group to complete the new housing scheme at Trinity Crescent, North Ormesby.</p> <p>TARGET: Ongoing 2008/11</p>	<p>The scheme has progressed well due to HomeBuy products being implemented. The site is also subject to Kickstart round 1 approval.</p>
8	<p>Work with WMNT, Yuill Homes and Endeavour Housing Association to complete the new housing scheme at West Lane (St. Cuthbert's Mews).</p> <p>TARGET: Ongoing 2008/11</p>	<p>The scheme has progressed well due to HomeBuy products being implemented. The site is also subject to Kickstart round 1 approval.</p> <p>Some minor land (title) issues remain.</p>
9	<p>Complete St. Hilda's land acquisition.</p> <p>TARGET: 2011</p>	<p>There are only 14 private properties still to acquire.</p>
10	<p>Seek to deliver complementary Facelift and other environmental improvements in and around retained homes within HMR priority intervention areas.</p> <p>TARGET: Ongoing 2008/11</p>	<p>The 2009/10 programme has been funded from the Working Neighbourhoods Fund (WNF) and a budget of £685K has been allocated to the project. Tenders were invited to improve properties in Victoria Road and Crescent Road in the University and Gresham wards. The initial target of 137 properties has been surpassed with 204 completions.</p>
11	<p>Identify good practice in other HMR areas and work with sub regional partners to develop training and local employment opportunities within housing improvement and regeneration schemes.</p> <p>TARGET: 2010/11</p>	<p>Officers continue to attend TVL Project Officer Group meetings.</p>
12	<p>Hold regular Housing Forum meetings.</p> <p>TARGET: Ongoing 2008/11</p>	<p>Ongoing & On target. 4 meetings were held in 2009/10 and future meetings for 2010/11 have been scheduled.</p>

OBJECTIVE 2: PROVIDING CHOICE AND QUALITY - To ensure the type and mix of new housing provides choice, supports economic growth and meets housing needs and demand. This will reflect the diversity of urban communities and the needs for affordable, family and executive housing.

PRIORITY ACTION		UPDATE
1	<p>Seek to enable the provision of affordable housing where there is evidence of need.</p> <p>TARGET: Ongoing 2008/11</p>	<p>Range of HCA NAHP bids supported, requirements continue to be set within Development Briefs for Council land disposals. Middlesbrough College sites recently revised and will deliver special needs provision. RSLs continue to deliver across a range of sites.</p>
2	<p>Implement the Tees Valley Sub-Regional CBL scheme to include shared ownership, social and private rented homes.</p> <p>TARGET: 2009/10</p>	<p>The sub-regional CBL scheme, Compass went live 9 July 2009. Time2Buy established for low cost home ownership/ Homebuy products across sub-region</p>
3	<p>Regularly update the Local Housing Assessment (affordable housing model).</p> <p>TARGET: Q4 2008/9 (then annually)</p>	<p>To update during 2010/11.</p>
4	<p>Complete Strategic Housing Market Assessment.</p> <p>TARGET: Q4 2008/09 (then every 5 Years)</p>	<p>Completed Q4 2008/09.</p>
5	<p>Develop the approach to section 106 planning agreements to procure affordable housing to meet identified need (complete an affordable housing SPD).</p> <p>TARGET: Q2 2010/11</p>	<p>Draft SPD prepared by Urban Policy. Consultation on the SPD to take place in Q1 2010/11</p>
6	<p>Work with the private sector and other housing providers at pre-application stage to deliver well designed and energy efficient housing.</p> <p>TARGET: Ongoing 2008/11</p>	<p>Regular engagement led by Development Control. Pre-application meetings free of charge.</p>

OBJECTIVE 3: IMPROVING AND MAINTAINING EXISTING HOUSING - To secure the improvement and maintenance of existing housing so that it meets required standards and investing in sustainable neighbourhoods.

PRIORITY ACTIONS		UPDATE
1	<p>Seek to increase the proportion of vulnerable people in the private sector living in decent homes in order to meet the Government's 2010 target.</p> <p>TARGET: Ongoing 2008/11</p>	<p>New financial assistance policy based on loans introduced in April 2009. Stock condition survey stated a potential shortfall of 370 to bring up to 2010 Decent Homes target.</p> <p>Input given at private sector event, facilitated by Social Care, targeted at improving choice for vulnerable groups.</p>
2	<p>Take appropriate intervention action to bring private rented properties to the required standards.</p> <p>TARGET: Ongoing 2008/11</p>	<ul style="list-style-type: none"> ▪ 15 new HMO Licences <ul style="list-style-type: none"> ▪ 153 HMO inspections ▪ 8 interventions for unlawful evictions ▪ 253 empty property and eyesore sites priority assessed
3	<p>Work with, and monitor the progress of, RSL partners, including Erimus Housing, to ensure all social rented properties meet the Decent Homes standard by 2010.</p> <p>TARGET: Ongoing 2008/10</p>	<p>Responses received from main RSL partners on progress. CLG 2010 target will be met.</p>
4	<p>Work with partners to deliver the Affordable Warmth Strategy.</p> <p>TARGET: Ongoing 2008/11</p>	<p>GoWarm- completed over £200,000 worth of measures. Warm Front - over £2 Million worth of grants into the Town 08/09, on average 52 new energy-saving boilers installed per month.</p> <p>Energy Awareness: Adult Education Course; Winter Warm Campaign; Middlesbrough Warmer Homes; Home Energy Project; and, Warmer Families Project.</p>
5	<p>License residential dwellings under the Selective Licensing designation within parts of the Gresham/Middlehaven Wards.</p> <p>TARGET: 200 selective licenses to be processed to March 2010.</p>	<p>2009/10 210 selective licences processed.</p>
6	<p>Carry out Housing Health & Safety Rating System Surveys</p> <p>TARGET: 225 surveys carried out by March 2010.</p>	<p>2009/10 425 HHSRS surveys completed.</p>

PRIORITY ACTIONS		UPDATE
7	Explore funding opportunities to continue to implement the sub-regional Filling the Empties scheme. TARGET: Ongoing 2008/11	Empty Property Officer. 30 properties substantially improved under the 'Eyesores and Empty Property' project.
8	Update the Private Sector Stock Condition Survey. TARGET: Annually	Updated July 2008. Consideration being given to tendering for a full survey in 2010/11

OBJECTIVE 4: MEETING SPECIFIC COMMUNITY AND SOCIAL NEEDS - To promote good management and targeted housing investment to address specific community and social needs. This includes an ageing population and the needs of minority communities, alignment with the Supporting People programme, and promotion of greater community involvement.

PRIORITY ACTIONS		UPDATE
1	Implement the Older People's Housing Strategy including seeking to identify appropriate sites and secure resources to deliver additional units of extra care housing. TARGET: Ongoing 2008/11	Ongoing – Good progress across each objective. Older Persons' Partnership Board provided with update & stakeholder meetings arranged inviting comment on new actions as start of Strategy Refresh process. Approach to Extra Care/Continuing Care Retirement Community provision under review.
2	Implement new Homelessness Strategy. TARGET: Ongoing 2008/11	Year 1 actions have been evaluated, and good progress has been made. This is reviewed quarterly at the Homelessness Forum.
3	Seek to improve multi-agency delivery to prevent homelessness. TARGET: Ongoing 2008/11	Working with a range of partners to prevent mortgage repossession, including the Mortgage Rescue Scheme. A Youth Homelessness Co-ordinator has been appointed to prevent youth homelessness, which includes setting up a multi-agency assessment panel for supported housing placements. Homelessness training is delivered on an ongoing basis to external agencies, including Children, Families & Learning.
4	Aim to reduce the number of accepted homeless cases due to domestic abuse. TARGET: Annual reduction	Reduced from 45 in 2007/08 to 7 in 2008/09 to 2 in 2009/10.

PRIORITY ACTIONS		UPDATE
5	<p>Seek to sustain and develop the Sanctuary Scheme</p> <p>TARGET: Ongoing 2008/11</p>	<p>WNF funding has been secured to extend the scheme until March 2011. A tendering exercise has been conducted and the present provider will continue to deliver the service up to March 2011.</p>
6	<p>Explore site and funding opportunities to re-provide the Women's Refuge</p> <p>TARGET: 2009/10</p>	<p>Partner RSL engaged and Council site terms of disposal agreed. Negotiations & member/community consultation complete and NAHP funding secured.</p>
7	<p>Explore site and funding opportunities to expand the Family Intervention Project</p> <p>TARGET: Ongoing 2008/11</p>	<p>Some service expansion out of the existing scheme in East Middlesbrough with additional dispersed properties/floating support services. There is also now a "Families First" Project – joint Social Care Children & Adults Team working with families with problematic substance issues.</p>
8	<p>Continue to work with the Riverside Group to re-develop Wellington Street hostel on the existing site in line with the option appraisal completed in 2007.</p> <p>TARGET: Ongoing 2008/11</p>	<p>Development well under way. Phase 1 complete and residents moving into the direct access (30) and independent living (12) units. Phase 2 will commence by the end of March 2010 with the demolition of the old buildings and the development of the remaining 6 independent living units, the café, gym, office and health accommodation.</p>
9	<p>Work with colleagues in the Department of Social Care and in Health to develop key housing-related work streams from the Physical Disabilities Strategy</p> <p>TARGET: Ongoing 2008/11</p>	<p>Housing needs data sources reviewed with Social Care, Supporting People and Erimus. Wheelchair provision continues to be considered through development briefs and s106 opportunities. Discussions have taken place with Disabled Persons Housing Service and Physical Disability Team to gather up to date data on housing need.</p>
10	<p>Explore site and funding opportunities to provide additional supported housing for those with Learning Disabilities.</p> <p>TARGET: Ongoing 2008/11</p>	<p>Number of successful NAHP bids supported – for example 263, Marton Road, Applegarth, etc. Need in this area is well evidenced and there is an excellent record of partnership working to deliver new schemes.</p>
11	<p>Explore site and funding opportunities and seek to provide additional supported housing for those with mental health problems.</p> <p>TARGET: Ongoing 2008/11</p>	<p>Housing needs data sources reviewed with Social Care, Supporting People. Liaising with Social Care on progress since New Vision for Supported Independence (June 2009).</p>

PRIORITY ACTIONS		UPDATE
12	<p>Explore site and funding opportunities to provide additional supported housing for vulnerable young people.</p> <p>TARGET: Ongoing 2008/11</p>	<p>Single Key NAHP bid supported (Gribdale Road). Wellington Street re-provision in progress (see Action 8 above).</p> <p>7 Park Road North Homeless Hostel re-provision on same site as Refuge (see above).</p>
13	<p>Develop and implement a Move-on Plans Protocol (MOPP).</p> <p>TARGET: 2009/10</p>	<p>A MOPP has been developed, which Supporting People is leading on. An action plan has been developed which is reviewed quarterly with a range of partner organisations. A resource directory has also been developed and circulated to partner agencies.</p>
14	<p>Work with sub-regional partners to consider the needs of the BME communities and develop a prioritised action plan.</p> <p>TARGET: 2009/10</p>	<p>Being addressed sub-regionally as part of the Tees Valley Local Investment Plan process and potential application of.</p>
15	<p>Explore funding opportunities to sustain Middlesbrough Mobile Adapt and Mend Scheme (MMAMS).</p> <p>TARGET: Ongoing 2008/11</p>	<p>Additional resources have been secured and include finance from DCLG to support the MMAMS service until 2011. SPA will continue to explore future funding options beyond this time.</p>
16	<p>Consider the findings of the Tees Valley Gypsies and Travellers Assessment and develop a prioritised action plan to address the issues raised.</p> <p>TARGET: 2009/10</p>	<p>Bid to HCA for G&T Site Grant to increase by 5 the number of pitches at Metz Bridge.</p>