



Middlesbrough Council and the Homes & Community Agency (HCA)

Middlehaven Development Framework Final Report

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MIDDLEHAVEN DEVELOPMENT
FRAMEWORK
DRAFT FINAL REPORT

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Figure 1: The Middlehaven study area

1 INTRODUCTION

This framework was prepared by Urban Initiatives on behalf of the Middlehaven Partners - Middlesbrough Council and the Homes and Community Agency. Its vision for Middlehaven is to become a lively mixed use extension to Middlesbrough town centre, a new residential neighbourhood, and an attractive place for people to live, work and visit.

The framework is realistic about the challenges in delivering regeneration in Middlehaven, and has been prepared with delivery at its heart.

It provides a flexible platform for development to come forward, ranging from larger inward investment schemes, down to small and incremental development driven by local people and businesses.

The framework promotes Urban Initiatives' 'massive small' approach to delivery. This is based on establishing a fine grain parcelisation pattern which lends itself to incremental land release and provides opportunities for a multitude of smaller scale developments to come forward over time and independent from each other. It is proposed to kick start delivery by undertaking an Urban Pioneers project, which invites venturesome individuals to bring forward ideas and realise their own bespoke accommodation in Middlehaven.

THIS DOCUMENT

This document contains the following sections:

- 1 Introduction**
- 2 Context** – providing a summary of the baseline work and setting the scene for the framework;
- 3 The Middlehaven Vision** - summarising the opportunities and challenges and setting out a vision for Middlehaven;
- 4 The Spatial Concept** – setting out the principle layout, main structuring elements and character areas for Middlehaven;
- 5 The Framework Plan** - providing key design principles for urban blocks, frontages, mix of uses, height and massing, transport and movement and open spaces. The section also includes an illustrative masterplan and estimation of development capacity.
- 6 Delivery Strategy** – setting out the approach to delivering the Middlehaven Development Framework including an action plan and phasing.

This document is supported by a separate Design Code Document, which sets design requirements for the development of buildings and the public realm.



2 CONTEXT

As part of the commission, a baseline study was undertaken to inform the development of the masterplanning framework. This work was captured in the Middlehaven Development Framework Strategic Context Report. The main findings are summarised in this chapter.

2.1 RECENT DEVELOPMENT AND PLANNING HISTORY

Over the past decade Middlehaven has been the focus of intensive regeneration activities by the public sector, including the Middlehaven Partners, which are the Middlesbrough Council and The Homes and Community Agency (HCA, formerly English Partnerships).

In 2004, Will Alsop created a masterplan for the Greater Middlehaven Area 'The Greater Middlehaven Strategic Framework', which set the broad principles for development of the area in three phases.

Following the completion of the masterplan, the Phase 1 site (owned by the Homes and Communities Agency) was marketed for development. In 2005 Bio-Regional Quintain was identified as the preferred bidder for this site and developed their masterplan directly in line with the Alsop work. The Development Agreement was signed in November 2006. Bio-Regional Quintain developed the residential 'Community in the Cube' (CIAC) building, which was completed in 2012. In late 2011 Bio-Regional Quintain decided to terminate the development agreement, and the land fell back to the HCA.

In the Phase 2 (known as the Central Industrial Area) and Phase 3 (St Hilda's) areas the public sector has

continued to acquire land, initially with the view to procuring development partners. To support this aim an outline planning permission for Phase 2 was secured by Tees Valley Unlimited in 2007. Procurement of a development partner however was not commenced, while the general development interest in the area remained low. Land assembly by agreement has resulted in the majority of land in the Phase 2 and 3 areas being in public sector ownership.

In 2010 the partners decided to refresh the development framework for Phase 2 and Phase 3 areas to take account of changed economic circumstances and emerging potential development opportunities. Urban Initiatives was appointed to undertake this work. A draft framework was completed during Summer 2011 and signed-off by the Middlehaven Partners. The framework was accompanied by a design code to guide development. With the departure of BioRegional Quintain the Middlehaven Partners decided to extend the Development Framework into the Middlesbrough Dock area, which is now included in this document.

A number of significant public sector investments have taken place during the last decade. These include the building of Middlesbrough College (which provides for up to 17,000 students), the Boho Zone, the BoHouse live-work, the Middlesbrough Police HQ, the refurbishment of the Old Customs House into a 'My



Visualisation of the Alsop masterplan (2004)

Place' youth project, and the building of the Stages Academy, a homeless project. Along Bridge Street East a new public realm scheme was implemented, and in 2010 the 'Temenos' sculpture by artist Anish Kapoor was unveiled at Middlesbrough Dock. Private development group Terrace Hill has invested in the Manhattan Gate office scheme at the Middlesbrough Dock.

In recent years development interest in Middlehaven has intensified, particularly from local and regional developers. This includes Green Lane Capital, which refurbished the former Cleveland Club into offices, developer Jomast, which has ambitious mixed use plans for a number of sites on Cleveland Street. Wickham Villa and Erimus Housing are currently planning to develop a 6/7 storey neuro-rehabilitation building and associated step-forward housing on Dock Street. The college is currently building an extension to provide a new sports academy together with a new outdoor, full size, flood-lit, astro turf pitch.

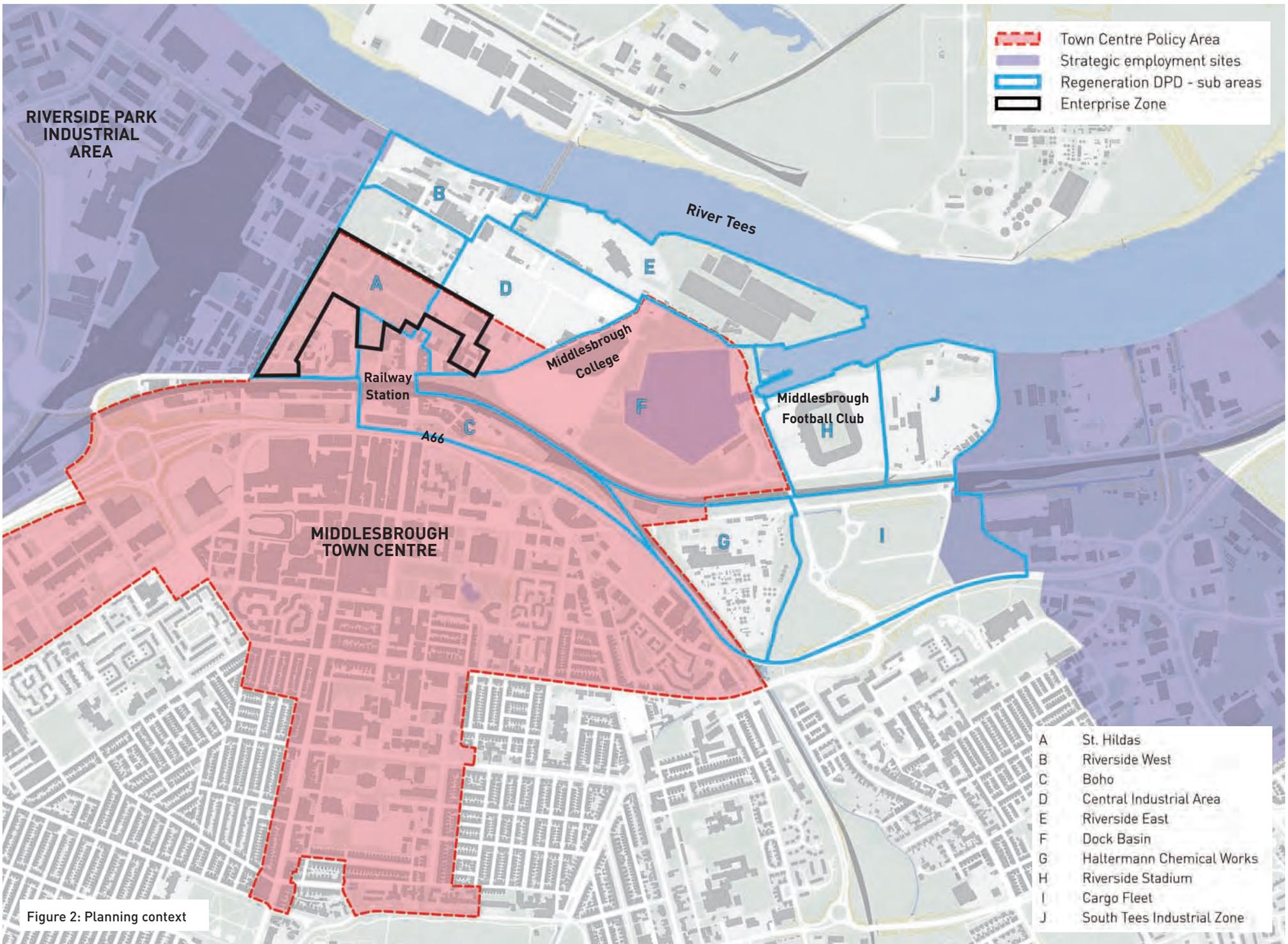


Figure 2: Planning context

2.2 PLANNING POLICY CONTEXT

There is a strong planning framework in place that supports regeneration in Middlehaven. It is clear from both regional and local policy that the regeneration of Middlehaven is a fundamental objective for both Middlesbrough and the wider Tees Valley area.

At a regional level, the National Planning Policy Framework (NPPF) and the Regional Economic Strategy support major mixed use development at Middlehaven.

At a local level, the development of Greater Middlehaven forms a key part of the spatial vision for Middlesbrough. The Core Strategy (adopted February 2008) states that: "Middlehaven has been identified as a priority for the Council and its partners. Successful regeneration of the area will be integral to the development of Middlesbrough as part of the heart of a successful Tees Valley City Region." (Spatial Objective SO6).

The regeneration of Middlehaven is not only critical in itself but will also help the Council achieve a number of its other key objectives as set out in the Core Strategy, and including:

- Playing a part in reinforcing Middlesbrough town centre as the principal centre for the Tees Valley Region (SO2);
- Contributing to reversing population decline through provision of an attractive living environment and employment opportunities (SO3);
- Contributing to a more balanced housing stock (SO5); and
- Supporting economic vitality and quality of life (SO7).

The Core Strategy includes broad guidance for the area (for example in terms of uses, appropriate housing, renewable energy requirements etc). The Regeneration

DPD (adopted February 2009) includes more detailed guidance on quantum, phasing and zones of proposed development for the area.

The strategic masterplan and framework set out in this document have been guided by this policy but are also intended to allow the Council to review their previous work in the light of changing economic conditions and a significantly altered planning and development context. The Council intends to review the Regeneration DPD to meet the aspiration of the masterplanning framework.

Part of the area has been designated a Local Enterprise Zone by the Council. This is aimed at the expansion of the digital sector in Middlesbrough, building around the infrastructure established by DigitalCity Business. The site is expected to be developed as a more urban / mixed-use environment, with digital companies taking up around 30% of any floorspace developed.

Businesses from the advanced engineering or digital sectors that locate within an Enterprise Zone between April 2012 and March 2015 will be able to access:

- 100% Business Rate relief for five years, up to a limit of £55,000 per year
- Simplified planning arrangements through a Planning Performance Agreement.

The council has prepared 'A Strategy for Public Open Space in Middlesbrough, 2007 -2012'. This identifies Middlehaven as a location for a new neighbourhood park with a proposed provision of a ball court. The document also sets out distance thresholds for walking, cycling and driving to different types of open space facilities, such as Allotments, Amenity Green

spaces, Equipped Play Areas, grass pitches, parks and recreation grounds, tennis and multi courts.

The Tees Valley Joint Strategic Unit has prepared the Tees Valley Green Infrastructure Strategy. The strategy aims to develop a network of green corridors and green spaces by 2021 to achieve closer links between environmental improvements and major development projects proposed in the Tees Valley, including Middlehaven. It identifies the following existing designations that are relevant for Middlehaven:

- the River Tees as a strategic Wild Life Corridor,
- the Saltholme International Nature Reserve, on the opposite side of the River Tees;
- Special Protection Areas / Ramsar sites to the north of the River Tees;
- The Teesdale Way, a long distance footpath along the River, which passes through the study area along Vulcan Street and Scott's Road; and
- Two Sustrans Routes along Vulcan Street – Scott's Road, and along Cleveland Street.

The strategy proposes to better connect nature conservation sites and other features to the north of the River Tees with each other and the Transporter Bridge. For Greater Middlehaven in particular the strategy proposes to

- Incorporate significant green infrastructure elements into housing renewal schemes and regeneration projects;
- Investigate opportunities to provide new, and improve existing, footpaths and cycleways; and
- Investigate scope for increased woodland planting in line with Tees Forest and LBAP objectives.

2.3 HISTORIC CONTEXT

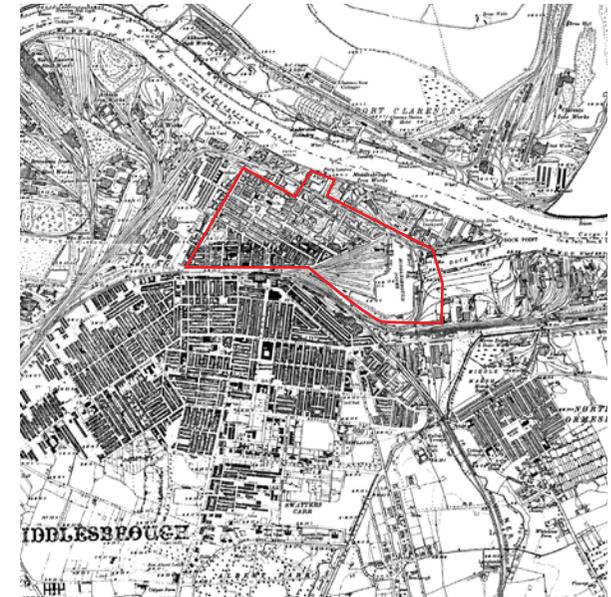
Middlehaven's St. Hilda's area is the birthplace of Middlesbrough. The town was founded as a planned settlement in the early 19th century to serve the shipment of coal. It was built following a regular grid with the Town Hall located as centre piece atop a hill. With the discovery of iron ore in the Cleveland Hills Middlesbrough grew rapidly and the steel and ship building industry expanded along the river. From the second half of the 19th century the town extended to the south of the Darlington to Saltburn railway line where a new commercial and administrative centre was established. The old centre in the St. Hilda's area was engulfed by industries, became overcrowded and fell into disrepute.

After the second world war St. Hilda's was targeted for slum clearance, and was largely redeveloped with housing and commercial buildings. The area remained notorious with social problems and high crime. Despite the partial redevelopment of earlier social housing in the 1980's, St. Hilda's remained an extremely deprived community and experienced outward migration and housing market failure.

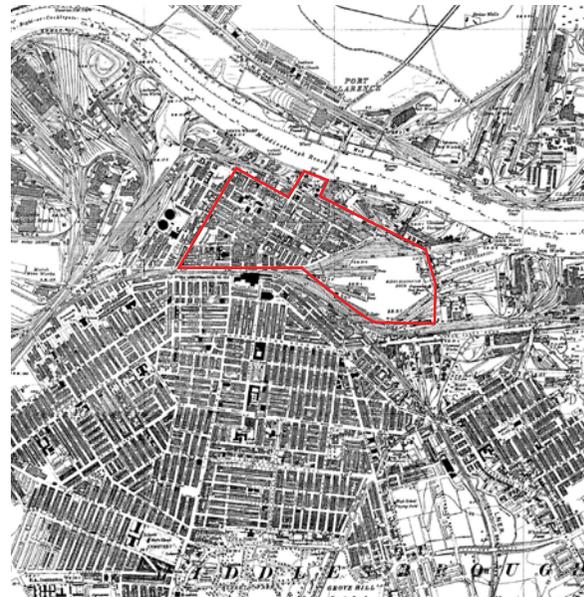
From the interwar period onwards the heavy industries that once had characterised much of Middlehaven and the River Tees shores experienced steady decline. The Middlesbrough Dock eventually closed after 140 years of active service. Towards the end of the 20th century much of the industry around the harbour and riverside had closed down leaving large vacant sites and disused buildings behind.



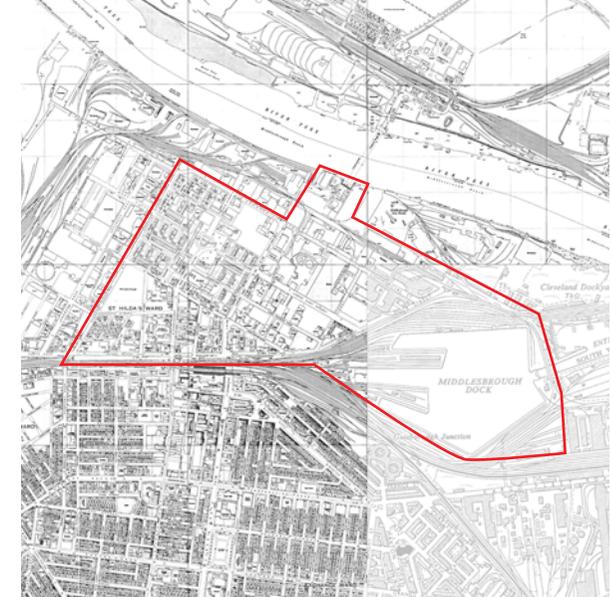
Middlesbrough, 1857



Middlesbrough, 1895



Middlesbrough, 1938



Middlehaven, 1970

2.4 URBAN DESIGN ANALYSIS

URBAN STRUCTURE

Historically St Hilda's benefited from a regular street grid, which extended toward the east into the Central Industrial area. Nowadays many of the routes are severed, while others have completely disappeared. A few cul-de-sac streets, most prominently Tower Green, remain from later estate development.

As a result the area is very impermeable for vehicular traffic and illegible for pedestrian movements. Nevertheless, the remains of the former street grid provide a good basis for the regeneration of the area as they define useful development parcels, provide ready access to sites, and interrupted streets within the network can be reconnected as the area develops.

Other structuring features that organise the area include:

- the River Tees, which provides a clear edge to the north;
- the Darlington to Saltburn Railway line, which, partly on a viaduct and partly at grade, provides a strong boundary to the south and the town centre;
- the axis Albert Street, Queens Square and Cleveland Street, which is one of the longest streets in Middlesbrough Town Centre and connects the town with the Tees River at the Transporter Bridge; and
- Middlesbrough Dock, a large dock basin in the east of Middlehaven.



Aerial view of Middlehaven from the east

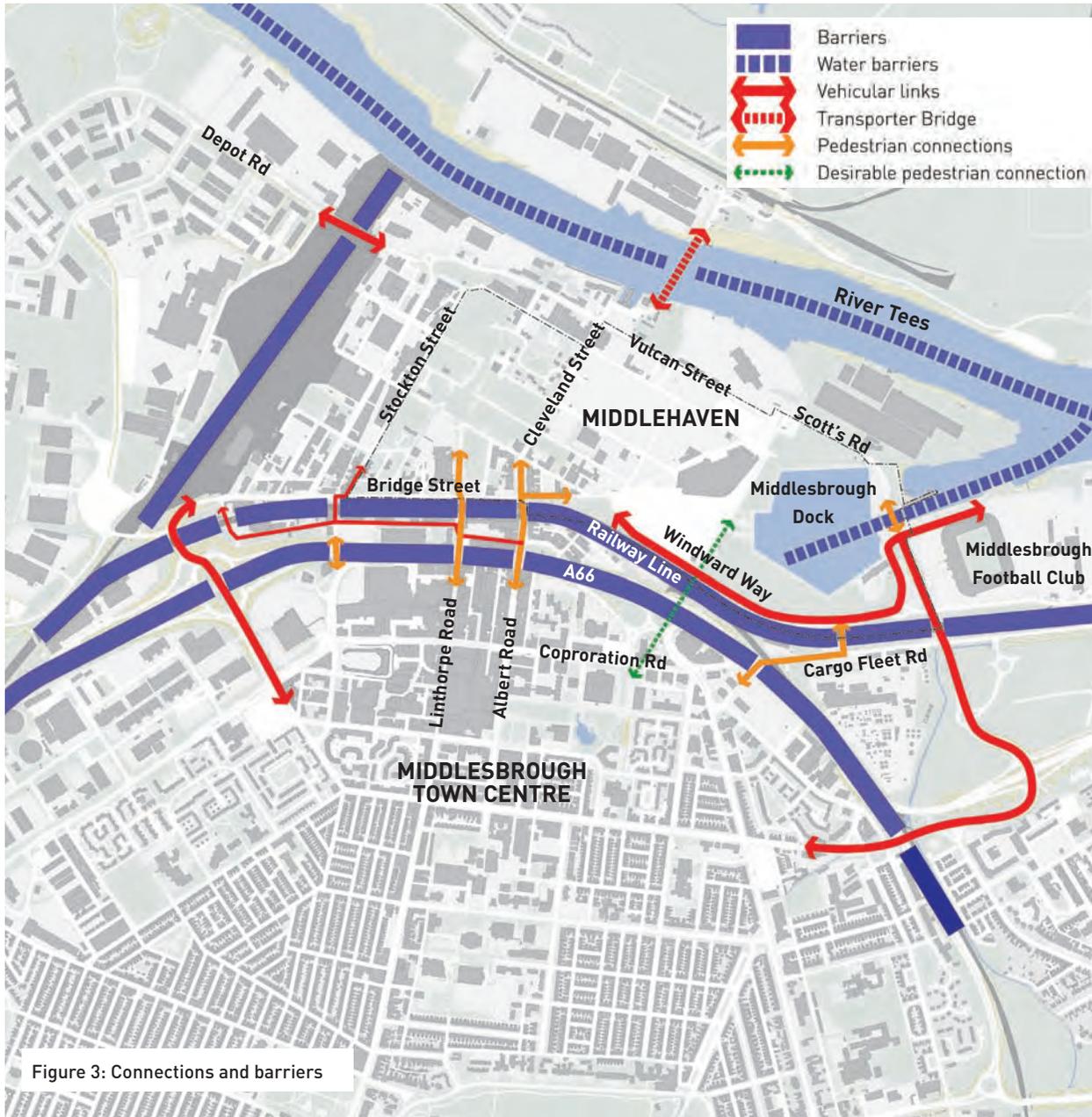


Figure 3: Connections and barriers

CONNECTIONS

The Middlehaven and Middlesbrough Dock area is surrounded by major transport features that act as barriers to access to and from the area. To the north, the area is defined by the River Tees, with the iconic Transporter Bridge providing the only connection with the north bank, although the traffic capacity of this famous feat of engineering is strictly limited. To the south, the study area is bounded both by the Darlington to Saltburn Railway line and the elevated A66 dual carriageway primary route. These help provide vital strategic links but separate Middlehaven from the town centre, both physically and perceptually. Middlesbrough Dock itself then presents a further movement barrier in the east of the study area, with there being no vehicular bridge over the dock entrance and a convoluted switch-back link to the A66 via The Halyard and Shepherdson Way.

Vulcan Street-Depot Road, which runs broadly east-west along the northern part of the area, is the only highway connection to the Riverside Industrial Area to the west, but the link further east, via Scott's Road ends at pedestrian bridge across the dock entrance. The main north-south vehicular link with the town centre to the south is the Durham Street-Cleveland Street-Exchange Place-Albert Road route, which also connects with the Transporter Bridge to the north. This route passes under the railway corridor (Albert Bridge) and A66, and is constrained by the 13'3" (4.0m) height restriction imposed by the former. The Durham Street-Cleveland Street section is designated the A178. To the west, the most direct link to the A66 is via the A178 Bridge Street West-North Street to the Hartington Interchange, but this route and the link to the A66 in the east via Shepherdson

Way fail to provide legible entrance points to the Middlehaven area from the strategic network.

Recent public realm works have improved the north-south pedestrian link under both the railway and the A66 via Zetland Square. This connects directly with the town centre retail core via Linthorpe Road and Station Road and the route is largely level, and entirely step-free. There is another pedestrian link further west, which connects Wilson Street and the town centre with Bridge Street West. While this route is currently less attractive, because of the lack of animation and overlooking and the poor public realm quality, especially at the A66 underpass, proposals are in hand to improve the public realm in this area. A further north-south pedestrian link is located to the east, but this is a highly convoluted route linking Windward Way with Corporation Road via Cargo Fleet Road. It is one of the primary pedestrian access routes to and from Middlesbrough Football Club's Riverside Stadium but, despite an interesting public realm treatment, the quality of this route is compromised by a lack of directness, two long subways and a lack of development, animation and overlooking alongside.

While there are a number of other footpaths and cycleways in the area, including along the river and across currently open spaces, these are generally poorly signed, linked and used. However, they are features that can be built upon in developing a cohesive and legible future walking/cycling network for the study area.

The railway station connects quite well with both Exchange Place and the Zetland walk/cycle route, to the east and west of it respectively, and has both north and south entrances. Although levels are awkward,

the quality of the subway link and the provision of steps, ramps and lifts make access reasonably straightforward. The station building itself presents an attractive, contemporary passenger environment within a pleasing, historic structure. Although the study area benefits greatly from the presence of this key transport hub, with its associated taxi journeys, the station is not on a main line and therefore links further afield typically involve interchanging with other trains at stations such as Darlington or York.

Local public transport connections by bus are extremely limited, due to a combination of the lack and poor quality of street connections through the area, and the lack of development within it. There are only two services at present and neither penetrates the area north of the station and west of Cleveland Street.

As can be understood from the above, the integration of Middlehaven and Middlesbrough Dock area with the town centre will largely rely on the A178 all-modes street link and the Zetland pedestrian/cycle route. The Framework objective in this respect will be to ensure that the continuity and quality of these routes is improved and maintained, focusing on their attractiveness to pedestrians and cyclists in particular. There is a clear opportunity to encourage casual town centre footfall to spill north into Middlehaven, benefiting in particular the central areas immediately adjacent to and in-between the two routes.

The Middlesbrough Dock is relatively disconnected from the town centre, the most direct link currently being via Windward Way and Bridge Street East, although the latter is now open to buses, pedestrians and cyclists only. Previous studies have looked to



The Zetland link looking north, with the railway bridge above.



The Zetland link looking south, with the A66 above.

overcome this relative isolation by providing a direct pedestrian link between the Dock and the town centre at Corporation Road, navigating the railway line and the A66 above or below. While this would be a very desirable route in principle, as it would help to integrate the Dock within a wider town centre 'circuit', this earlier work failed to find a feasible and deliverable solution, and it is not considered viable to deliver such a link within the current funding envelope.

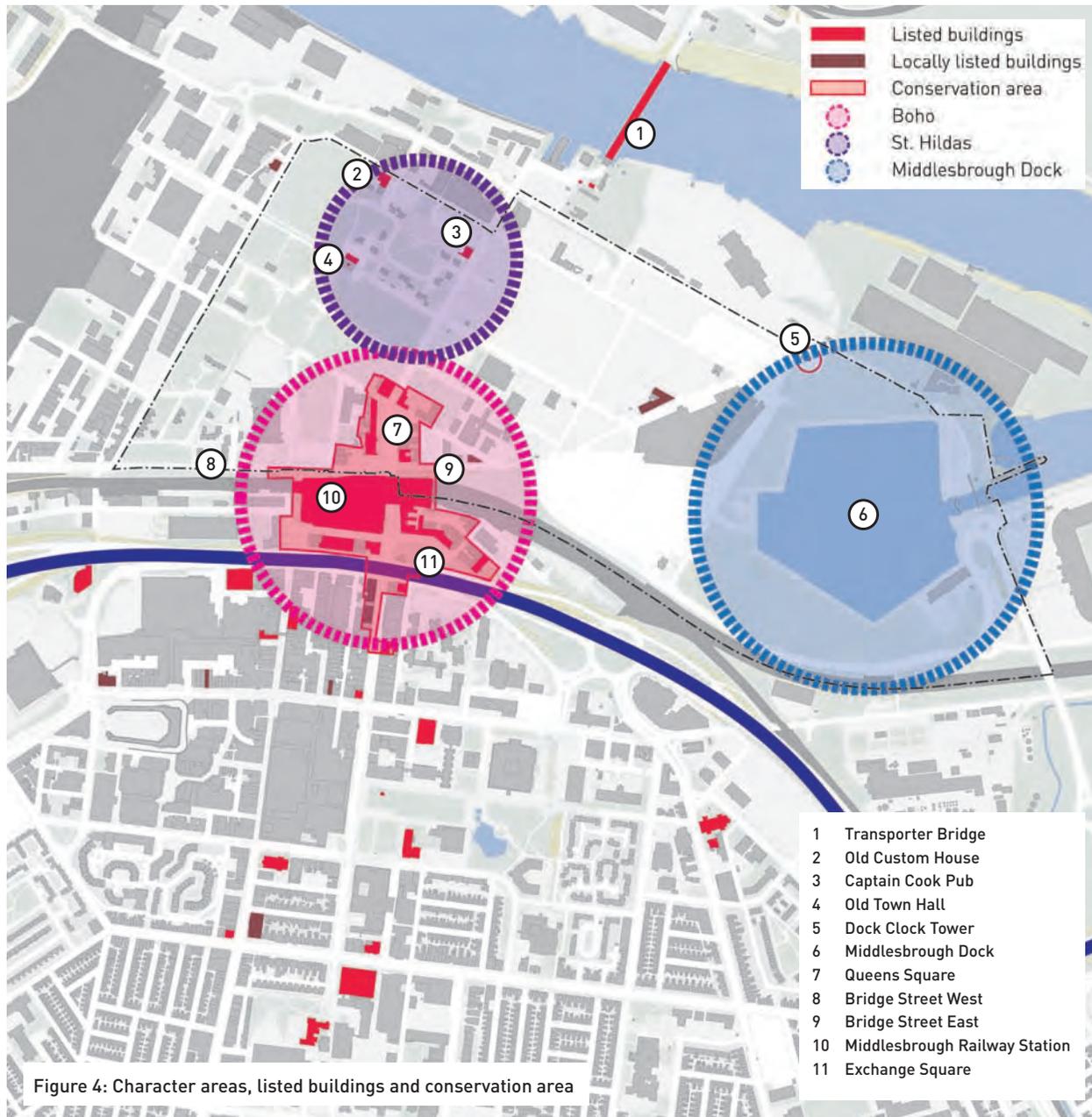


Figure 4: Character areas, listed buildings and conservation area

CHARACTER AREAS

Despite many cleared and vacant sites three character areas can be identified in the study area.

Boho

Most prominent of the character areas is an area known as Boho, which forms part of the Historic Quarter Conservation Area. Buildings around Queens Square next to the railways station still give an air of the grandeur of mid to late 19th century Middlesbrough.

Historic buildings are interspersed with newer office developments, but also gap sites. While the physical remains are impressive, the current uses do not do this area justice. It would benefit from more activity from ground floor uses that animate and appropriate the street space and make Queens Square again a focus of street life.

A ladder of connecting streets between Bridge Street West / East and (Lower) Gosford Street is evidence of the historical tight street network. A nucleus of local heritage buildings around Queens Square and along Bridge Street gives an idea of the character the wider Middlehaven area must have had during its heyday.

Now only a few historic buildings are left which lend the area a precious sense of place. On Lower Gosford Street a few industrial buildings remain. While they are of no particular architectural or historic interest they contribute positively to the character of the area.

St Hilda's

The second character area is formed by the few remains of the short terraces and semi-detached properties in a housing estate north of the Old Town Hall. The area is inward looking, surrounded by brick walls securing back gardens and organised around Tower Green, a historic burial ground and now grassed over public space.

The area is generally green, but boarded up houses and cul-de-sac street layouts, create a confusing and intimidating environment. The remainder of St Hilda's is largely cleared, and comprised of open grasslands. The Central Industrial area is also largely cleared but sites are hoarded and generally not accessible.

Middlesbrough Dock

The third area of notable character is the area around the Middlesbrough Dock. The area provides an interesting contrast to the intimate scale of the streets in the nearby Boho area. The dock itself is the dominant feature, providing an open expanse of water, which in contrast to the tidal River Tees will have a constant water level when the ongoing repair of the dock gates is completed.

The basin offers long views across. Large scale and iconic buildings and structures characterise the surroundings of the Dock. The recently completed CIAC and the college building set a good precedent of an appropriate height and massing in relation to the scale of the dock, while the three storey Manhattan Gate development is less successful in containing the dock. The 'Temenos' sculpture provides a dramatic accent at the dockside, which will have an even greater impact when its impressive scale can be experienced in the context of surrounding new development.



Queens Square lies at the heart of the Conservation Area



View towards the Old Town Hall and the remains of the St Hilda's Estate



Iconic object buildings surround the dock



Boarded sites in the former Central Industrial Area are waiting for redevelopment

Currently the dock offers a number of longer range views towards the Transporter Bridge, the Stadium, harbor infrastructure and moored ships in the Dock Canal, which help to contextualise the place and add to its character.



The iconic Transporter Bridge is a dominant landmark

NOTABLE BUILDINGS AND STRUCTURES

The Old Town Hall is a two storey derelict building with a clock tower, that sits in the centre of St. Hilda's on top of a local hill. Due to clearance of surrounding sites and its elevated position the building is widely visible. Historically it was situated central to a public space at the intersection of the North, East, South and West Streets, and it would provide a prominent feature again if these streets were reinstated. Long views can be had from the area surrounding the Old Town Hall towards the industries to the west and east, the Transporter Bridge, the town centre and even further to the Cleveland Hills. Many of these views will disappear when the area is redeveloped. The view along East Street to the dock is blocked by the Middlesbrough College, which unfortunately does not provide an attractive front to this side.

The former Custom House on Commercial Street, built in 1836, offered public exchange rooms for merchants and business men to meet, private offices and a hotel. After years of being boarded up the building is currently transformed into the MyPlace youth centre, which also includes a new landscaped area opposite on North Road.

Opened in 1911, the Transporter Bridge, is an iconic structure and widely visible landmark of Middlesbrough. It sits just off the axis of Cleveland Street, and is the only working example of this type of bridge in the UK. The bridge is 69m high and its free span is 180m. The council is currently installing glass lifts that will provide access to a viewing platform at the top of the bridge.

The listed Dock Clock Tower situated north of the Middlesbrough Dock dates from around 1870. While it was always conceived as a standalone building, the departure of other historic structures in its surroundings makes it presently appear very isolated. The tower has been recently refurbished and its setting improved but a meaningful use to animate the structure has yet to be found. The tower forms the focal point of a long view along Vulcan Street.

Other listed historic buildings and structures of interest include the recently closed historic Captain Cook pub, and the former Bank and later Cleveland Club both on Cleveland Street, and a former factory wall on Vulcan Street. Some of the historic buildings are now disused and in need of investment, most notably the derelict Old Town Hall. The regeneration of the area offers an opportunity to introduce new life to these buildings, integrate them with new development and ensure that they positively contribute to the character of Middlesbrough.

Albeit in close proximity, the area has currently a poor relationship with the river. The only public access to the river is a wharf at Ferry Road next to the Transporter Bridge, but the quality of the public space here is poor and uninviting and clearly in need of improvement.



Derelict Old Town Hall in St. Hilda's



Former Captain Cook Pub on Cleveland Street



Grade 2 listed wall on Vulcan Street



Dock Clock Tower

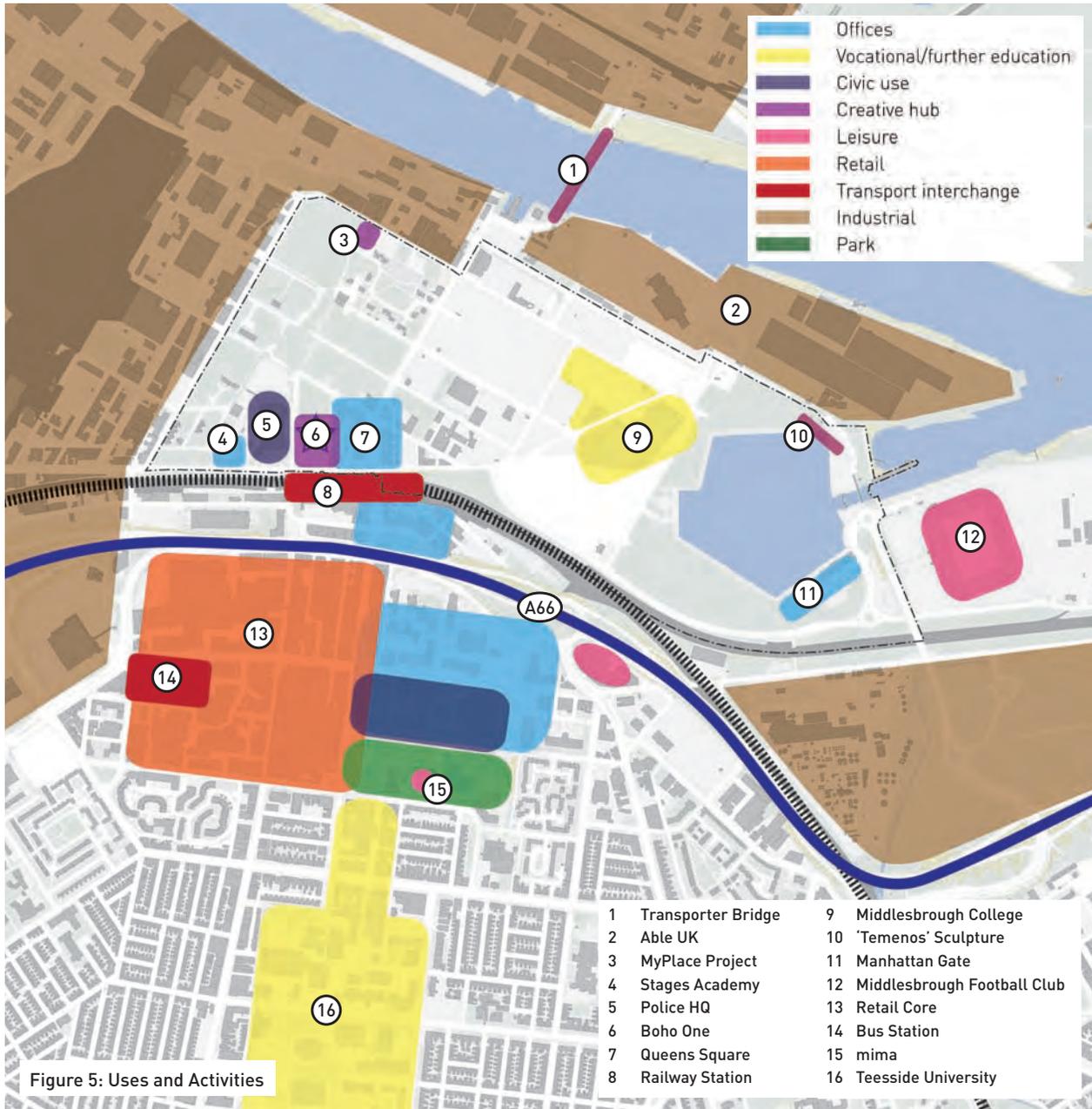


Figure 5: Uses and Activities

USES AND ACTIVITIES

The southern part of the study area (Boho) is largely commercial with historic buildings converted into secondary office space and a few purpose built office buildings on Queens Square and Albert Street. Other uses include a pub and club. Boho One is a state of the art new media and creative industries hub on Bridge Street West opposite the Railway Station. The aspiration of the Boho team is to expand its activities into other developments throughout the surrounding area. Adjacent to Boho One the BoHouse was recently completed, providing twenty live-work units adjacent to Boho One.

West of the Boho development is the Middlesbrough Police HQ, an isolated and defensive building surrounded by surface car parking. Further west is the 'Stages Moving on Academy', a hostel for homeless people. This HCA co-funded development was completed in early 2011.

Middlesbrough College sits to the east of the study area and provides vocational and further education for up to 17,000 students from the Tees Valley region. Recently the college decided to extend their offer with the building of a new flood lit astro-turf pitch and an associated sports academy building. This a major destination in the area and responsible for most of the footfall through the area, particular along Bridge Street East, although many of the students and staff drive to this facility or use the shuttle bus into the town centre. There is a new office development by Terrace Hill Development to the east of the Dock, providing business park type Grade A office accommodation served by a large surface car park.

Apart from the above, a number of scattered homes and a few remains of industrial activity, Middlehaven is largely cleared and devoid of activity

Employment and industrial areas still characterise the wider surrounding of Middlehaven. To the west of Stockton Street lies a small industrial estate along Snowdon Road, and further west there is the Riverside Park Industrial Estate. Employment land stretches all along the river edge and separates Middlehaven from the river. Access to the river is only possible at the Transporter Bridge. The Able UK owned site east of the Transporter Bridge is a large vacant former industrial site with only a few buildings remaining. Recently there has been interest re-using the site for employment relating to offshore wind generation. East of Shepherdson Way is the Middlesbrough Football Club Stadium with further industrial lands beyond.

Middlesbrough town centre's retail core is just to the south of Middlehaven on the other side of the railway line and the A66. It comprises a number of shopping malls and a traditional shopping pitch on Linthorpe Road. The town centre also includes residential, leisure, office, civic and administrative uses, together with Teesside University and the Middlesbrough Institute of Modern Art. To the south, east and west the town centre is surrounded by Victorian residential neighbourhoods, some of which suffer from deprivation and housing market failure.

Although the Middlehaven area is located in close proximity to the town centre and next to the railway station, town centre activities have not been spilling over the Darlington to Saltburn Railway line. The elevated A66 and the railway line is a perceived barrier, and until recently there has been very little

reason for people to venture across the so called "border", as there were few destinations for people to go to, the environmental quality was generally poor and the area had been stigmatised by a negative image.

Recent significant investments in the area have established a number of new destinations, such as the Boho One, the MyPlace Scheme and the college. Nevertheless, as the area currently lacks a wider town centre offer, in particular of retail, leisure and employment uses it does not manage to retain or increase the dwell time of these user groups, or indeed attract wider town centre footfall.



Middlesbrough College



Town Centre retail street - Linthorpe Road



Looking north along Cleveland Street to the Transporter Bridge



Local pedestrian signage



Parking at Manhattan Gate development on the south side of the Dock

2.5 MOVEMENT AND TRANSPORT

In terms of strategic vehicular access, Middlehaven and Middlesbrough Dock benefit from the A66 trunk road that runs east-west along the southern edge of the area. Links into the area are relatively indirect, however. In particular, what should be the 'eastern gateway' is currently formed by the highly convoluted and illegible route via Shepherdson Way and The Halyard to Windward Way. A more direct route across the Dock entrance and into Scott's Road, with onward connections via Vulcan Street and Depot Road, would be highly beneficial, but rests upon the creation of a new vehicular bridge across the dock lock in the vicinity of the Temenos artwork.

Within the study area, street connections are quite different in the western and eastern portions. The

latter is dominated by the dock itself, with that part of the area being bounded by Scott's Road to the north, Dock Street and the college to the west and Windward Way to the south. There is also an un-named and undeveloped north-south street between the dock and the college, connecting with Windward Way near the CIAC Building, and this could help form the basis for a revised street structure, especially if extended slightly to connect with Scott's Road.

In the western portion of the site, there was once a fairly traditional and well-connected street grid, but the traffic management interventions that were part of the post-war re-development of St. Hildas severed the historic street pattern, leaving only Bridge Street and Vulcan Street as good east-west connections.

This contributes to the current lack of traffic passing through the area, other than on the A178 Bridge Street West-Cleveland Street link. While excessive traffic levels can of course be problematic, the study area currently has little to encourage active land uses and associated on-street activity. The existing one-way eastbound working on Bridge Street East, the banned turns from Lower Gosford Street into Gosford Street and Cleveland Street, and other local traffic management initiatives generally make the area illegible to navigate by car.

In terms of car parking in the study area, there is a Controlled Parking Zone for Middlehaven to the east of Sussex Street. Many of the parking bays within the



The Zetland multi-storey car park, accessed from Station Street

zone appear to be unused. To the west there are no parking controls and the area is used very intensively for longer-term parking. There are a number of large, new car parks, for example at Middlesbrough College (for students and staff only) and the Transporter Bridge on Vulcan Street. The Zetland multi-storey car park is within walking distance from Middlehaven Central and currently has spare capacity. To the east, there is a new surface car park on Windward Way, which will be used by scheduled new development around the Dock, and there is also generous private parking provision at the Manhattan Gate development accessed from The Halyard. This latter provision is a reflection of the fact that developers considering commercial development in the study area generally



Figure 6: Strategic access to the study area

perceive it as an out-of-town-centre location, especially the eastern portion around the dock, and seek parking provision at business park-type standards.

The streets between the college, station and town centre have relatively high levels of footfall and cyclists, largely because of the number of college students going to and fro. However, other than on these routes, there is limited on-street activity due to the lack of actual destinations for people to go to. However, with emerging new development resulting from the regeneration of the area, there will be a greater need for direct, safe and attractive routes for walking and cycling in Middlehaven. The remnants of the historic street pattern are largely suitable for reinstating a good walking and cycling network, although their quality needs to be improved through the rejuvenation of the public realm and the development of active frontage land uses that provide enclosure and overlooking. In key locations where the historic network has been severed, such as between Sussex Street and the Old Town Hall and the severed east-west connections, new links will need to be established as the regeneration progresses.

In terms of access by public transport, Middlesbrough rail station is of course a major asset, being within reasonable walking distance of most of the study area and especially well-located for access to Middlehaven Central. Although not on a mainline, the station provides good direct sub-regional connections – for example to Stockton, Darlington, York, Newcastle,

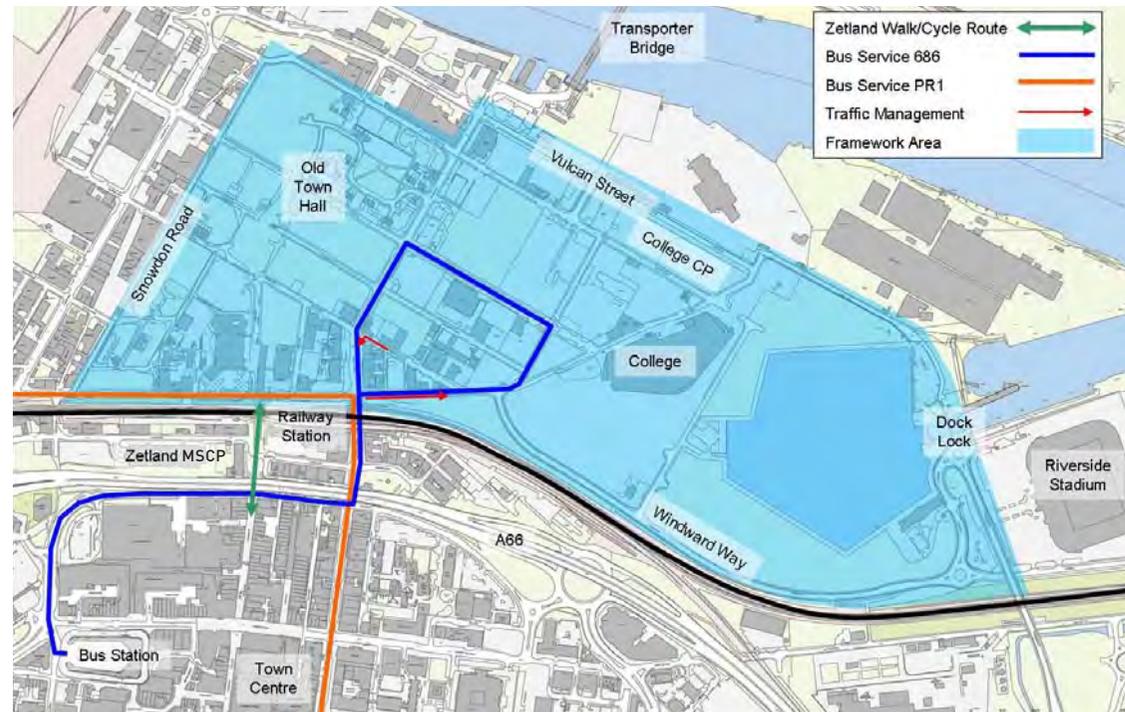


Figure 7: Local transport features within the study area

Leeds and Manchester – and national connections via interchange at Darlington or York.

In terms of local public transport by bus, however, the level of service at present is extremely poor. The 686 service provides a shuttle link between the College and the town's bus station, via the railway station and Bridge Street East (inbound) or Lower East Street (outbound). Being expressly for access to/from the College, its service frequency is rather idiosyncratic, with there being no services before 8am, almost none after 6pm, and the intervening service

being at between 2 and 5 buses per hour. The only other service is the PR1, a free park and ride service, serving Teesside University, that runs twice hourly from around 8am to 5.30pm along Bridge Street West and Exchange Place. Better services, though possibly pump-primed in the early years, can only be sustained by increased development in the area leading to increased patronage.

2.6 ENGINEERING CONSTRAINTS

There is evidence that some parts of Middlehaven could be subject to flooding and contamination. Detailed site investigations will need to be undertaken for development sites in order to identify the extent of these constraints and to set out mitigation measures.

In terms of flooding, the Environment Agency highlights that certain parts of the Central Industrial area fall into flood zones 2 and 3 (where certain types of development are restricted). The Entec Flood Risk Assessment (October 2004) for the area suggests that an appropriate flood mitigation would be to raise land to 5.0m AOD to reduce the risk of flooding to an acceptable level. In addition, emergency access routes for both pedestrians and vehicles need to be provided in areas where the ground level is below 5.00m AOD. These should be at a level at, or above, 4.39m AOD. The river Tees is saline and tidal, which may restrict the growth of soft landscaping.

There are potential areas of contamination and historical landfill in the Central Industrial Area, but there is less clarity over the rest of the site. Halcrow has advised that one simple solution to deal with the issue of contamination, would be to raise the affected land to seal the contamination, which would also have the effect of raising the area above the flood zone.

A further constraint is that parts of the site to the west fall within Health and Safety Executive consultation zones. As such consultation is required with the HSE through the planning process for any development proposals. However considering their decision matrix, it is schools and hospitals that would be of concern in the HSE consultation zone area and mixed-use would be acceptable.

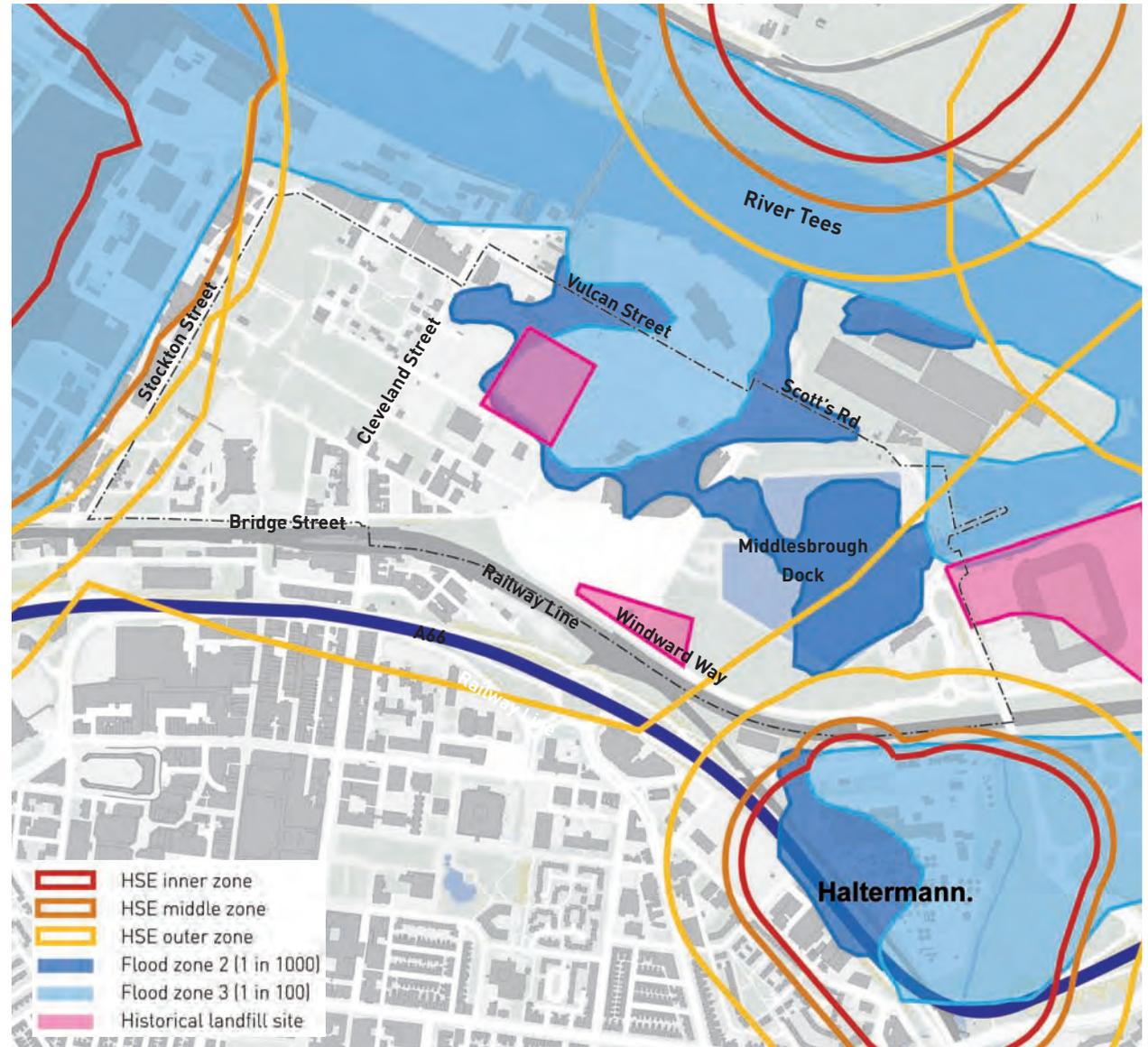


Figure 8: Constraints Plan

2.7 COMMUNITY AND SOCIAL INFRASTRUCTURE

There are only a few residents left in St. Hilda's following a Council led relocation and site acquisition programme. Associated with this is a lack of community infrastructure in the area. While vocational and further education is provided by the Middlesbrough College, there is no nursery, children's centre, primary school or secondary school provision in acceptable walking distance from Middlehaven.

Availability of good neighbourhood facilities is an important consideration and potential incentive for people, and in particular families, intending to move into the area. However, conventional threshold levels for providing a new primary school (ca 4,000 people - about 1,690 homes*) or nursery (ca 2,000 - about 843 homes*) are unlikely to be reached by new development in the short to medium term, until major parts of Middlehaven and the area around the Docks area are redeveloped.

Attracting new residents in this context will require the Middlehaven Partners to consider unconventional approaches to providing adequate new neighbourhood facilities in the meantime. These may be entirely community led, and could include a Council supported third sector provision of a primary school, combined with a nursery, or indeed a free-school. Partners would be expected to facilitate and support the setting up of these initiatives, for example by engaging with potential residents, approaching interested third sector organisations, providing a suitable building with outdoor space, and help arrange start-up and regular funding.

* Shaping Neighbourhoods by Hugh Barton

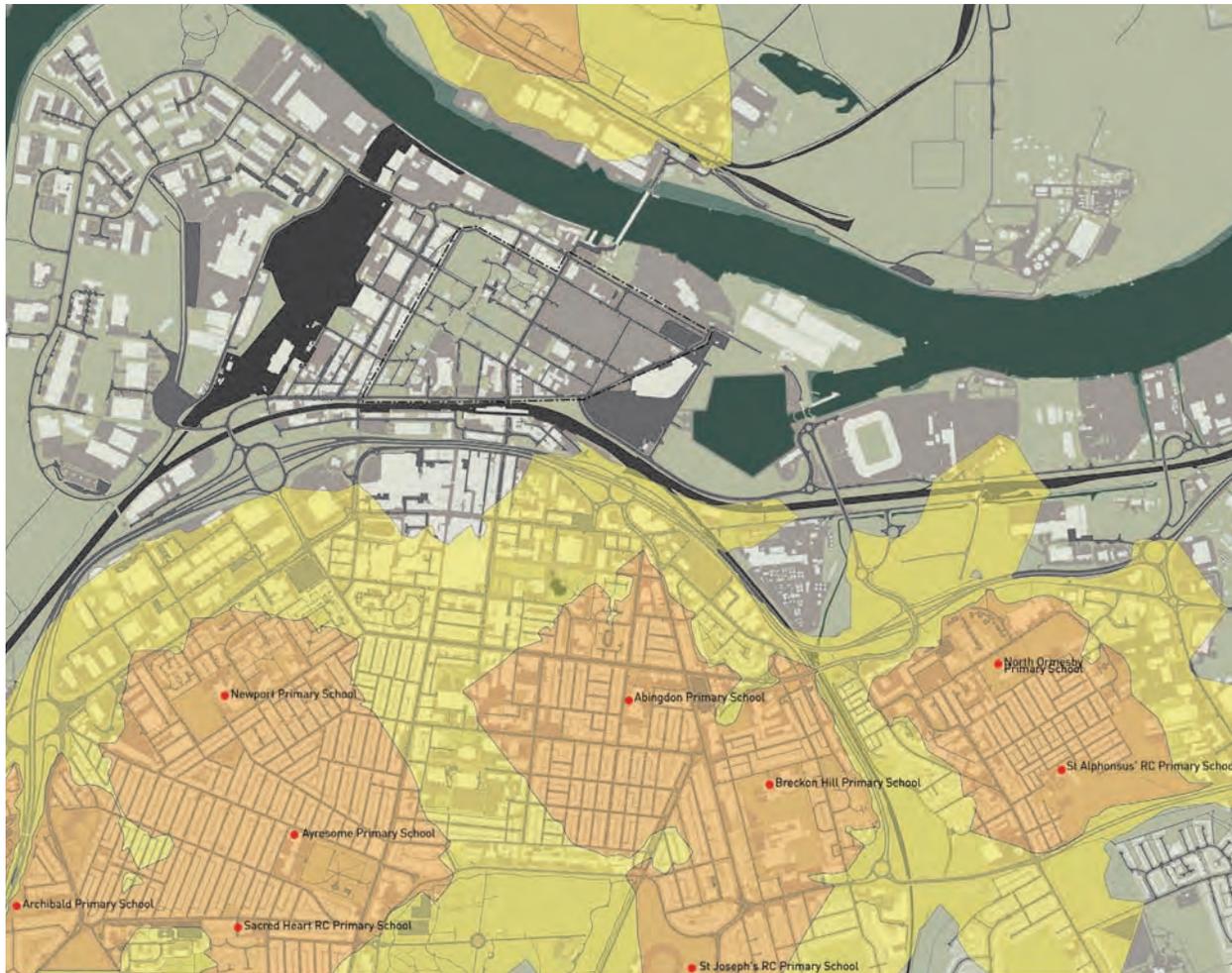


Figure 9: Walk-bands of existing primary schools (500m and 1000m)

2.8 THE PROPERTY MARKET

Middlesbrough's residential market is characterised by a large volume of terraced housing and a lack of executive detached housing. The sector has followed national trends closely albeit at lower levels of value reflecting lower earnings. Values and volumes peaked in 2007/8 and have been falling since. Residential values now appear to be stabilising however the volume of transactions is very low reflecting limited availability of mortgages. Against this backdrop, residential development activity has been limited. Nevertheless there is considerable developer interest particularly in the suburbs and villages south of Middlesbrough where around 1,200 dwellings have been granted planning permission. The Council are also bringing forward Hemlington Grange which will ultimately deliver circa 1,000 dwellings. These schemes will only be delivered as quickly as the market permits.

While the regional office market is generally flat due to a lack of occupier demand, Middlesbrough has shown some encouraging signs of activity in this sector. Developers have reported interest from engineering companies engaged in the sustainable energy industry. Following the demise of call centre operator Garlands with the loss of 359 jobs in Middlesbrough in 2010, AXA and Firstsource Solutions have created over 800 call centre jobs in the town. The Council's initiatives to develop digital industries have also produced results albeit in the smaller size range. Office development in Middlesbrough, as elsewhere in the UK, is very much occupier led.

The industrial market is healthier than other sectors of the commercial market as it is less reliant on the public sector while manufacturers, particularly exporters,



The derelict Old Town Hall and remains of the St. Hilda's housing estate

have been more optimistic about economic recovery. Activity around the port facilities has also generated take up in the industrial property sector. Nevertheless there has been a downward pressure on values and development activity has consequently been very limited.

In terms of the leisure and retail sector, it is considered that the market will remain fragile for some time to come. Little new development is envisaged in this sector due to very volatile occupier demand and the lack of development funding. Hotel operators, particularly at the budget end of the market, continue to show interest in Middlesbrough which is regarded as having an undersupply of accommodation. The factor restricting

development is funding as operators are often offering only management agreements which are geared to turnover and profitability leaving an unacceptable risk on the lender.

In summary, the weakness of occupier demand due largely to public sector spending cuts, liquidity of finance and uncertainty over the economic recovery will continue to challenge the delivery of property development in Middlesbrough for the foreseeable future.

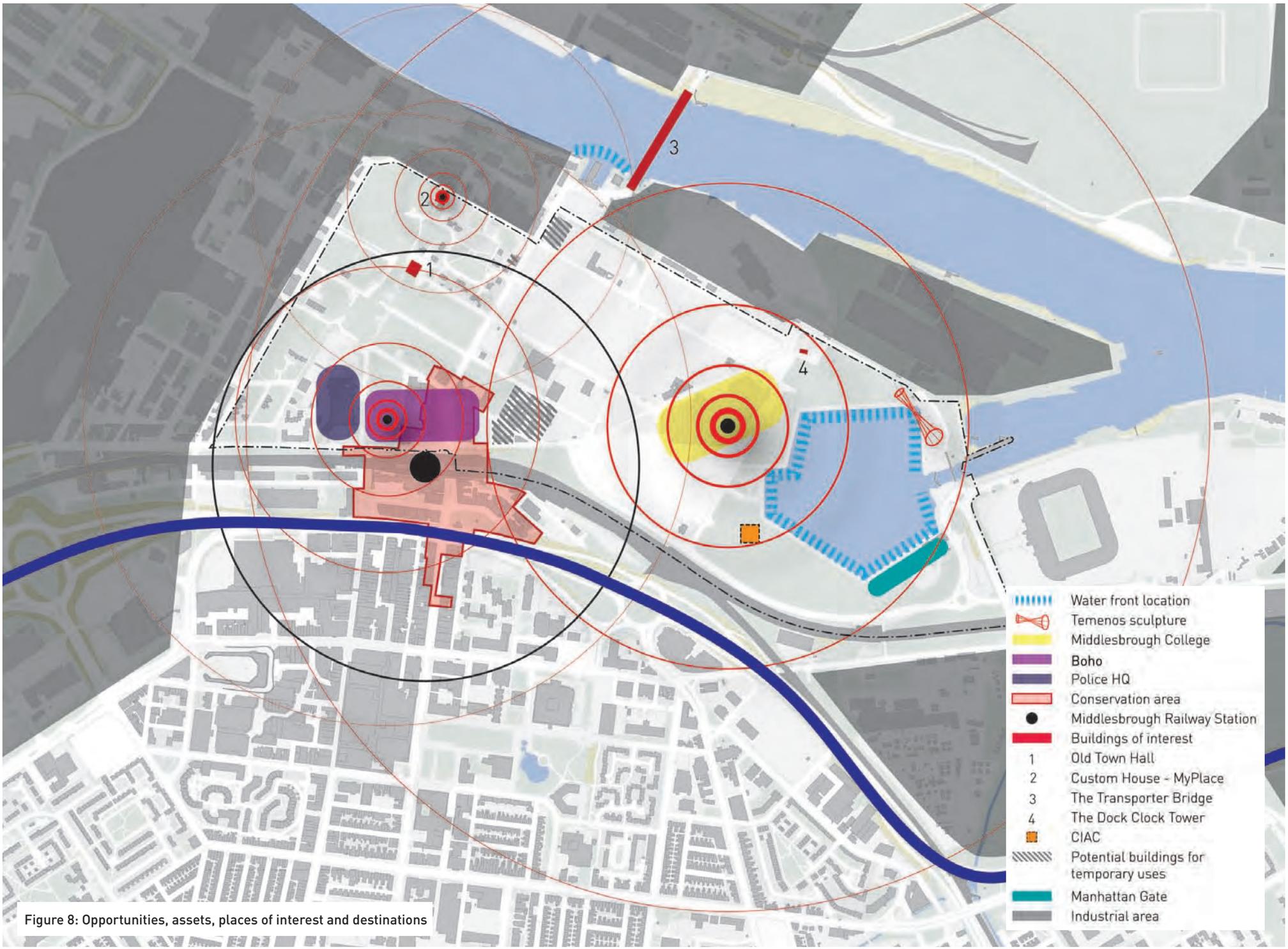


Figure 8: Opportunities, assets, places of interest and destinations

3 THE MIDDLEHAVEN VISION

The vision for Middlehaven must be firmly anchored in reality and based on the opportunities and constraints of this place. Middlehaven offers many opportunities, including its central location, strong catalysts, striking landmarks and public land ownership. Nevertheless, there are a number of barriers that provide significant challenges to delivery, including the underperforming national economy, a weak property market and the lack of an established sense of place. The regeneration of Middlehaven needs not only a strong vision, but one that is integrated with a strategy to deliver that vision. To be successful, it must instill confidence, change perceptions, and provide a clear route to development.

3.1 DEVELOPMENT OPPORTUNITIES

Middlehaven benefits from many OPPORTUNITIES for development. These include:

- **Central location:** Middlehaven is centrally located, directly adjacent to the train station, in close proximity to the existing retail core and in walking distance to the wider town centre and Middlesbrough Football Club.
- **Vehicular access:** the area is directly accessible from the strategic highway network (A66) both from the west and east and from the town centre via Albert Road.
- **Waterfront:** Middlehaven offers Middlesbrough's only direct access to the river Tees, marked by the iconic Transporter Bridge. Middlesbrough Dock provides an impressive water body which could become a leisure attraction and a unique amenity for the town centre.
- **Existing character:** A wealth of local heritage buildings in the historic core around the station lends the central part of Middlehaven a strong character. The area includes some impressive landmarks from its industrial heyday, such as the Transporter Bridge and the Clock Tower that provide interest and also contribute to the legibility and the character of the area.
- **Catalysts for change:** Recent major public investments in high profile developments including the Middlesbrough College, the Boho Digital Media Centre, the My Place Project, the police station, the Stages Academy, and Anish Kapoor's 'Temenos' sculpture have established major new destinations in the area. These have started to create a focus for different user groups, animate the area and re-define its image. The area has also attracted a few high profile private investments, such as Manhattan Gate and CIAC.



The Boho One development is an important catalyst

- **Public realm:** New public realm schemes outside the Boho Building, on the Zetland Route and along Bridge Street East, together with areas around the Dock have already improved the pedestrian experience along some of the main routes and established a quality benchmark for development in Middlehaven. There is also an opportunity here for creating a new public park in the centre of Middlesbrough.
- **Historic grid:** The remains of the existing historic street grid provides a good basis for the regeneration of the area. The streets define useful development parcels, provide ready access to sites, and can be reconnected as the area develops.
- **Empty canvas:** Much of the area remains an empty canvas, providing opportunity for a range of different aspirations, uses and lifestyles, including the provision of new public spaces.
- **Land ownership:** The majority of the site is in public land ownership. The Middlehaven Partners aim to acquire remaining sites by agreement, and to provide land and incentives to support regeneration. The Council is also willing to use their CPO powers to acquire sites if this is necessary.
- **Strong planning and policy framework:** Both the Core Strategy and the Regeneration DPD strongly support the redevelopment of the area. Over half of the area is zoned as town centre, while part of the area is also designated as a Local Enterprise Zone.

- **Proactive public sector:** The Middlehaven partners actively promote and support the regeneration of the area, including through preparation of this framework, the coordination of policy, active engagement with potential development parties, and commitment of resources, funding and land.



Access to the River Tees is an underexplored asset

3.2 CHALLENGES

However, despite the many opportunities and assets development has been slow in coming forward. This is partly due to some physical characteristics of the area and partly to other factors that challenge delivery:

- **Lack of footfall:** Located between the town centre and the river the area does not benefit from people passing through on their way in and out of the centre. Footfall could be generated through the creation of one or more strong anchor use (ie. retail or leisure use) or cluster(s) of related and complementary uses (ie. creative industries) that act as destinations to bring people into the area. The College is already generating strong footfall by students, which is not harnessed by other uses at present.
- **Barriers:** The area is surrounded by physical barriers, including the A66, the Darlington to Saltburn Railway line and the River Tees, which limit access to Middlehaven to a few routes. In recent years significant investment has been undertaken to improve the quality of some of these links, including the implementation of a new public realm scheme on Zetland Square and on Bridge Street East.

- **Scale and emptiness:** As the area has been prepared for re-development, its vast, empty cleared sites and the lack of context provide a challenging environment for regeneration. It is difficult to imagine how these large dormant sites can be transformed into a lively urban quarter. Significant new developments, such as the College, Boho and the MyPlace are dispersed and isolated. Powerful catalysts in themselves they fail to make a collective impact in generating urban life. The lack of ordinary urban fabric surrounding those pockets of activities is startling.

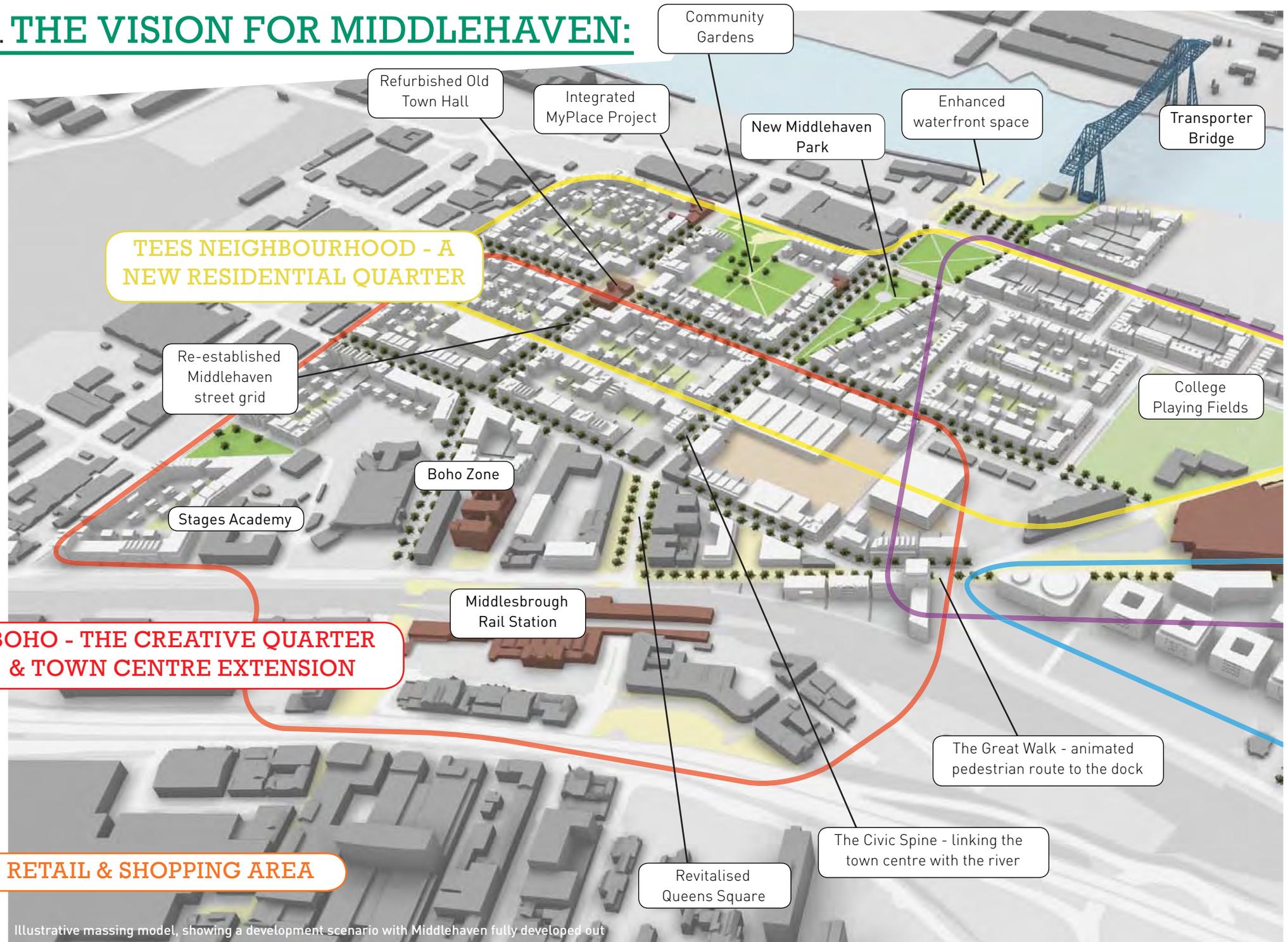
Without coordination there is a risk that new development comes forward in an equally dispersed fashion, also failing to contribute to an outcome that is greater than the sum of its parts. Another risk is that the abundance of lands leads to development spreading out, being of low density and failing to create a strong urban form.

- **Lack of community facilities:** The area lacks community facilities such as a primary school, nursery or GP practice in walking distance. Attracting new residents, and in particular families, into the area will require the Middlehaven Partners to consider unconventional approaches to providing adequate new neighbourhood facilities in the short to medium term.

- **Adverse perception:** The area is stigmatised by its history as a notorious estate, and considered locally as 'over the border' a reflection of its physical segregation. The area has changed significantly over the past decade, and in particular the younger generation, visiting the College, MyPlace or Boho have a different view of it. Most local people, however, rarely venture into Middlehaven and the stigma remains. To be successful, regeneration must actively engage in place making, promote a new vision for Middlehaven, both through branding and marketing and also through development on the ground that changes the image and perception of the area and builds confidence.
- **Flat residential market:** A generally flat residential market in the sub-region together with the promotion of other residential sites elsewhere in Middlesbrough means that interest in residential development is low. The residential offer the area could provide, such as higher density urban family homes and modern apartments, is relatively untested in Middlesbrough and therefore considered higher risk.
- **Flat market for town centre uses:** Low occupier demand for office, retail or leisure development, coupled with a lack of development funding, means that speculative development will be considered as higher risk, requiring significant incentives, pre-lets or other risk sharing mechanisms, to be undertaken.

- **Additional development costs:** The central part of Middlehaven is at risk of flooding (Zone 2 and Zone 3), and the central and eastern former industrial areas are likely to be contaminated. The requirement for extensive mitigation may affect viability of schemes and can also deter smaller development interests.
- **Low developer confidence:** Middlehaven is neither an established nor a recognised potential town centre location. While in the last two years interest by niche developers has picked up slightly, the uncertain overall economic outlook, a weak property market, the perceived risk and lower profit margins have not helped to attract greater interest by main stream investors.
- **Need for a new approach to delivery:** The departure of BioRegional Quintain from Middlehaven highlighted a general trend in the industry, whereby larger developers show less appetite for larger scale and complex regeneration projects, in particular with the absence of major funding resources and in peripheral location such as Middlesbrough. Rather than expecting a single developer to take on the task with all its risks, a new delivery approach needs to be explored, where the public sector mitigates some of the risk, and the market is opened for many smaller scale development interests.

3.3. THE VISION FOR MIDDLEHAVEN:

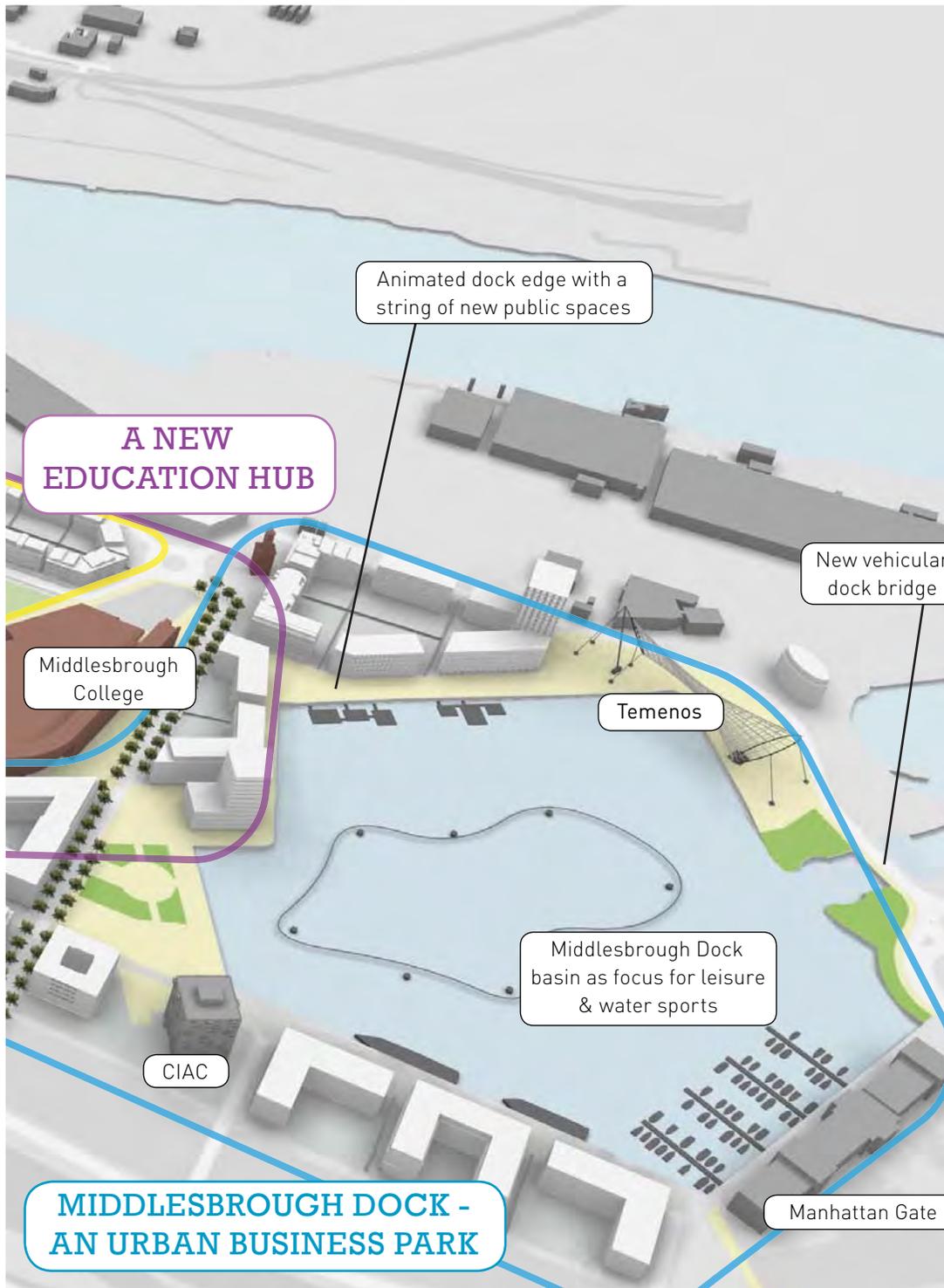


TEES NEIGHBOURHOOD - A NEW RESIDENTIAL QUARTER

BOHO - THE CREATIVE QUARTER & TOWN CENTRE EXTENSION

RETAIL & SHOPPING AREA

Illustrative massing model, showing a development scenario with Middlehaven fully developed out



OUR VISION IS TO CREATE ...

An attractive extension to Middlesbrough town centre with a number of different character areas, a mix of uses, an urban street based environment, new open spaces, access to the river, and a revitalised heritage.

A new place for business and innovation, offering different types of commercial accommodation, from affordable incubator space to grade A offices, located in a quality environment in a central and highly accessible location, and benefitting from existing creative hubs such as Boho and the Colledge, and the Enterprise Zone designation.

A new place to live for people that like an urban lifestyle and want to live close to town centre facilities, while also enjoying a green and attractive environment. The area will be home for a rich and diverse community, offering a wide spectrum of housing, including family homes with gardens, live-work units, urban style apartments, student and sheltered housing.

A network of well designed, safe and pedestrian friendly streets and spaces both through the area and connecting to surrounding town centre destinations, animated and overlooked by development and with a quality public realm.

A rich and diverse place that is attractive for a range of development propositions and that harnesses the interest and activity of local people in the regeneration process. Based on a fine grain parcelisation pattern, which lends itself to incremental land release and organic growth, Middlehaven can offer sites for a range of development schemes, including those delivered by local contractors or smaller developers, by self-builders or community build groups, and also by RSLs and larger development companies.

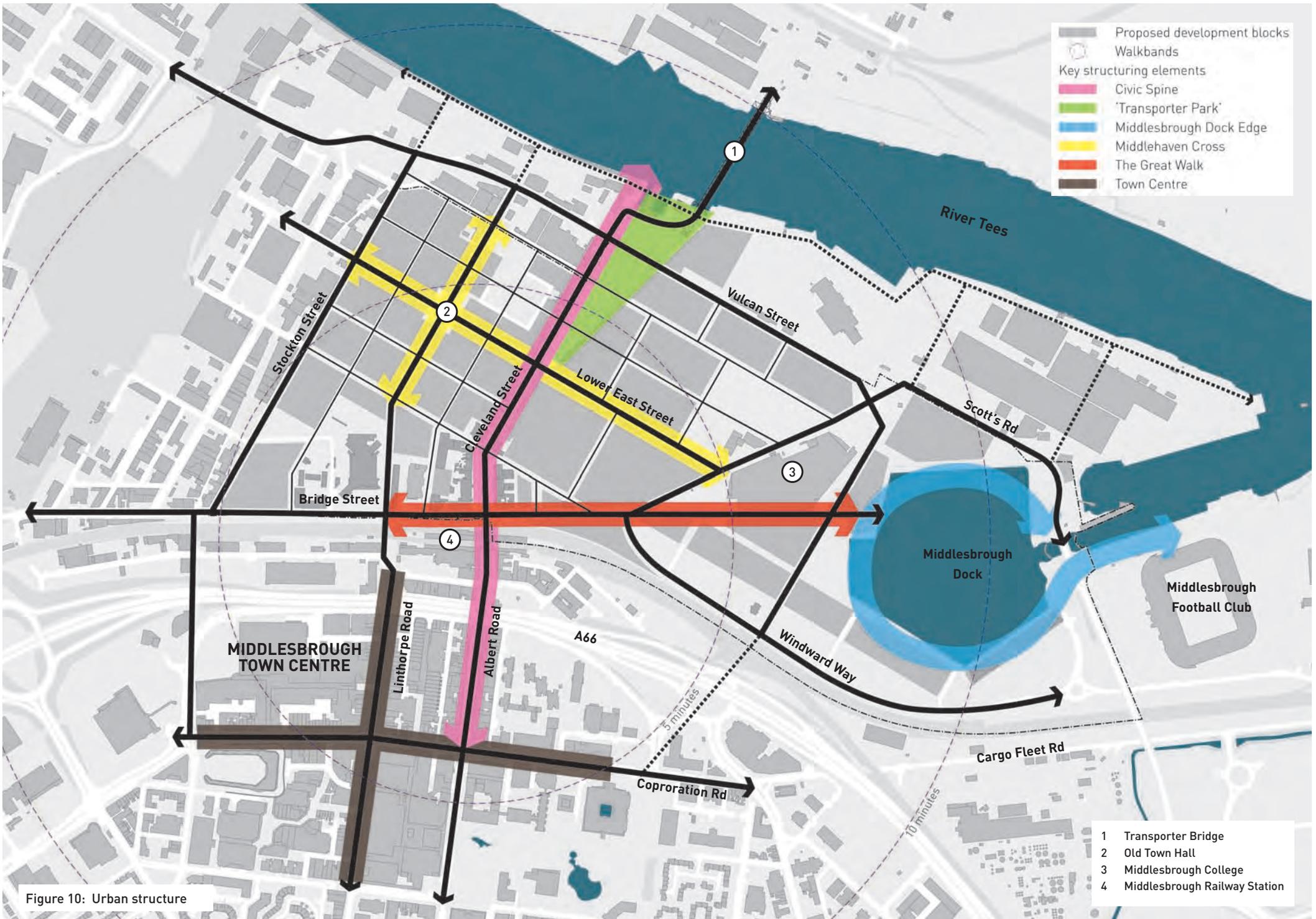


Figure 10: Urban structure

- 1 Transporter Bridge
- 2 Old Town Hall
- 3 Middlesbrough College
- 4 Middlesbrough Railway Station

4 THE SPATIAL CONCEPT

Based on the vision, this section establishes the organising principles for Middelhaven, in terms of connections, layout and its subdivision into different character areas.

4.1 URBAN STRUCTURE

The planned Quaker settlement of St. Hildas had a square plan based on a regular and permeable street grid. The Old Town Hall formed the dominant focus to the settlement at the intersection of two main routes. With the building of the Middlesbrough Dock the settlement grew eastwards. Extensions to the north, south and west followed. Although some of the historic streets have been lost or disconnected by later re-development, the majority of streets, albeit fragmented in parts, are still in existence.

The reestablishing of the Middlehaven grid as the basic framework of routes and spaces not only retains a sense of Teeside history, it also minimises the need for building new infrastructure. Nevertheless, some streets will require investment, including capacity upgrades, public realm improvements or their re-connection.

The existing network of streets forms the basis of the layout. The relative connectedness of a street defines its role in the hierarchy.

Better connected routes provide the key structuring elements of the plan. They provide direct and

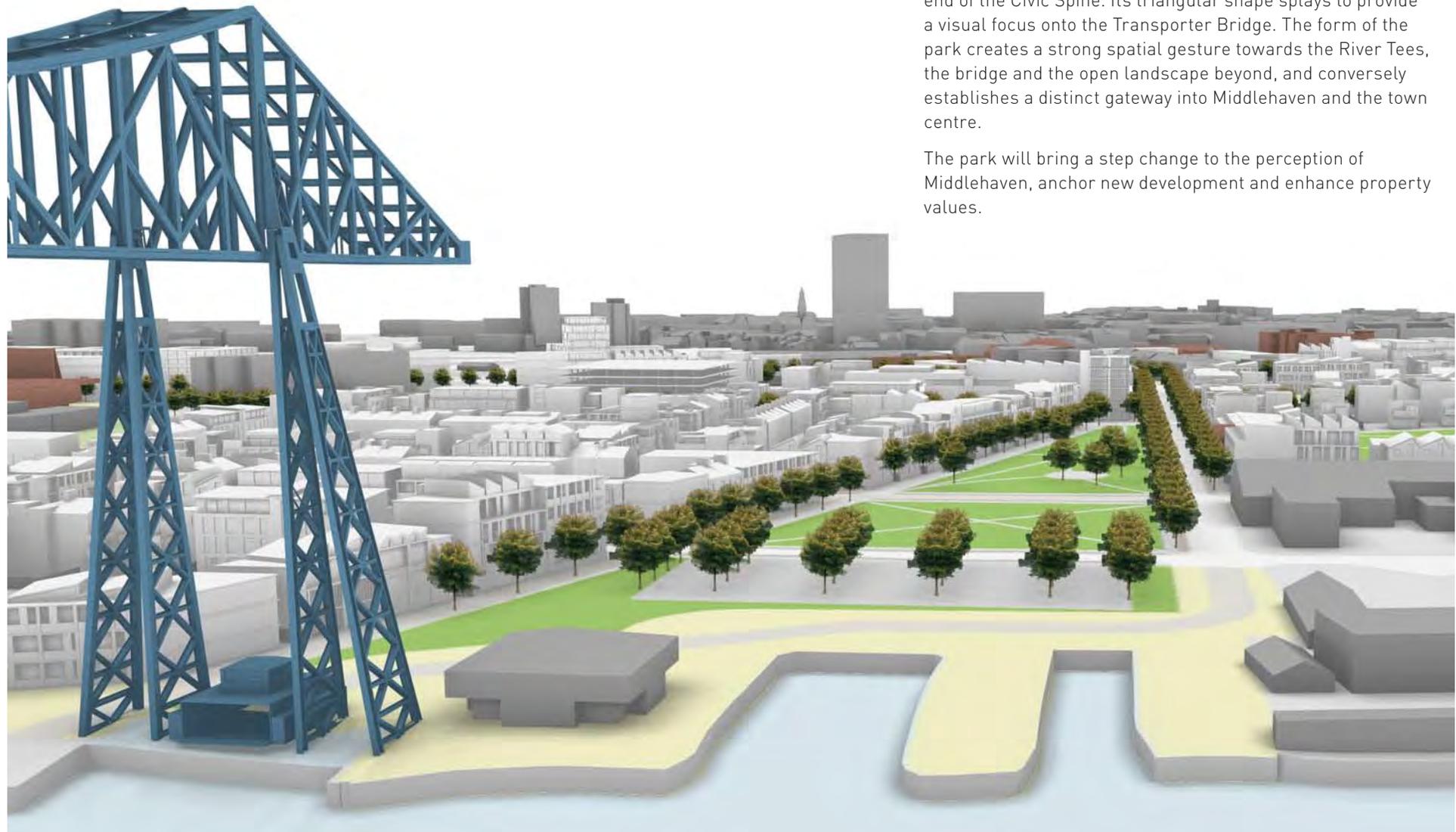


Illustrative massing model: View along the Civic Spine towards the Transporter Bridge

strategic connections within Middlehaven or with surrounding areas, and hence receive more movement and footfall. Expressing them appropriately through their design will help to create a legible urban fabric and a sense of place.

The framework identifies the following routes as primary structuring elements in the layout:

The Civic Spine - The axis of Cleveland Street provides the primary connection between Middlehaven and the town centre. It forms part of a strategic town centre link, that connects the University, mima, the Town Hall, retail quarter and the station, with Middlehaven, the river Tees and the Transporter Bridge.



The New Middlehaven Park - This is a new park at the northern end of the Civic Spine. Its triangular shape splays to provide a visual focus onto the Transporter Bridge. The form of the park creates a strong spatial gesture towards the River Tees, the bridge and the open landscape beyond, and conversely establishes a distinct gateway into Middlehaven and the town centre.

The park will bring a step change to the perception of Middlehaven, anchor new development and enhance property values.

Illustrative massing model: The new Middlehaven Park forms a gateway into Middlesbrough

The Middlehaven Cross - This is formed by the intersecting axis of two historical streets which meet at the Old Town Hall, appropriately named East, West, North and South Street. The north-south route of the cross provides an important connection between the town centre and the river, while the east-west route is an important internal route linking to the college and the dock.

The 'Great Walk' - This route along Bridge Street and Bridge Street East, connects the extension of Linthorpe Road and the railway station with Middlesbrough College and the dock. It is the main walking route from the town centre into the dock area and heavily frequented by students. On part of the route a new public realm scheme has been implemented.

The 'Dock Loop' - This encompasses the route around Middlesbrough Dock and its interface with the waterbody. The design and quality of this space will be instrumental in ensuring that the dock becomes an open space amenity and attraction for Middlehaven. A new vehicular dock bridge is proposed to improve access to Middlehaven from the East.



Illustrative massing model: The Middlehaven Cross from the west



Illustrative massing model: View onto the Dock



Illustrative massing model: View from the station along Bridge Street East towards the Dock

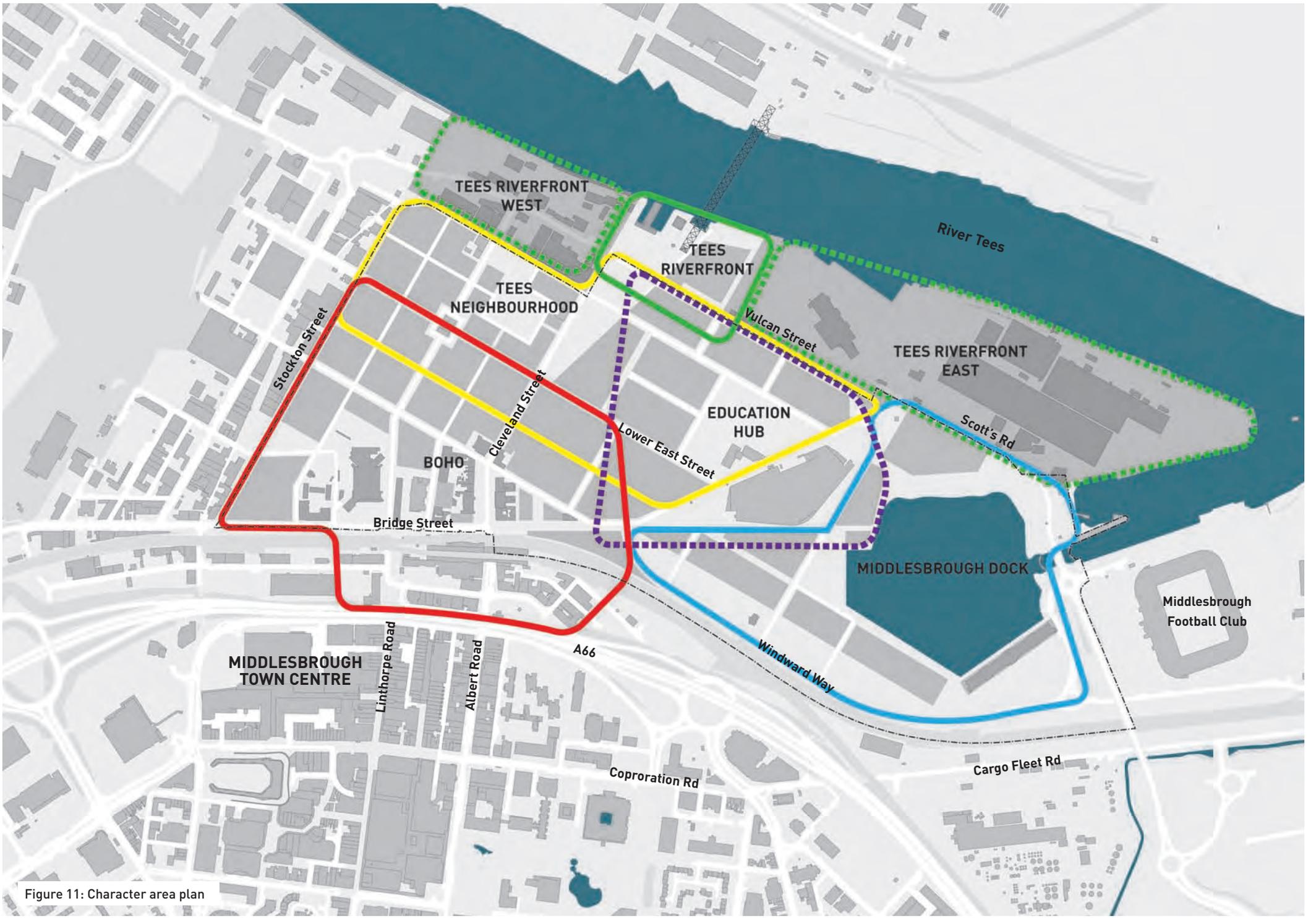


Figure 11: Character area plan

4.2 CHARACTER AREAS

The development framework envisages five broad different character zones for Middlehaven:

- **Boho Character Area**
- **Middlesbrough Dock Character Area**
- **Education Hub**
- **Tees Neighbourhood Character Area**
- **Tees Riverfront**

The edges of those zones are deliberately fuzzy and overlap. This provides flexibility for development, in response to available demand, to determine the final shape of Middlehaven.

The character zones are defined in relation to their location, context, special features and characteristics and potential development opportunities. While all areas are generally described as mixed use, they differ in terms of their relative emphasis between particular uses.

A principal aim of this approach is to provide a number of different zones which can, between them, cater for almost any suitable development proposition for which there could be demand in Middlehaven. This includes town centre uses, residential uses or business park type uses. Clustering these type of uses in specific areas helps reinforce the respective character of an area and avoids a scattering of different types of development. It may also stimulate beneficial inter-dependencies between uses and help create a critical mass to support complementing uses.

This approach presents an open door to market forces to co-determine the type and quantum of development

in Middlehaven, while ensuring sufficient coordination of uses to ensure coherent and quality outcomes.



The Boho Character area is modelled on successful mixed use inner city quarters with a fine grain development pattern

BOHO CHARACTER AREA

Boho is the part of Middlehaven that is closest to the retail core and the railway station. Boho has the potential to build on the seed laid by recent developments, including the Boho Zone and Bohouse, to become a lively and buzzing town centre location with activities stretching well into the evening and throughout the weekend.

Boho will be home to a new business and resident community that cherishes working and living in a 'cool' urban environment. The area will have a strong commercial focus, expanding on the existing concentration of creative industries, business start-ups and other office uses. This is complemented by a range of residential accommodation, including apartments and loft-style living, live work units and compact town houses. Ground floors will accommodate a colourful mix of independent cafes, restaurants, bars, niche shops, galleries and cultural spaces, which attract town centre visitors and students into the area. The central part of the area may also be suitable for town centre food and comparison retail and leisure provision, if this complements rather than detracts from the established retail and leisure pitch on the other side of the railway line.

Part of Boho is situated in the Historic Quarter Conservation Area and is full of character, particularly around Queens Square where many Victorian buildings are concentrated. This area exemplifies the richness and diversity that can be achieved through fine grain parcelisation of land and its development with a multitude of individual building schemes. The

framework aims to extend this fine grain development pattern throughout this character zone, promoting a mix of larger and smaller buildings with different typologies and architectures. Buildings will sit at the back of the footway and give a strong sense of enclosure and urban feel to streets. Choice of materials should reflect the hard urban condition and front facades should preferably be brick.

Streets will be thoroughfares, local access routes and social spaces. Their public realm design needs to be robust, flexible and of high quality. Wide pavements invite strolling along and allow informal activity to spill out from ground floor uses. They also include raised parking and servicing bays on the footway where required, which become part of the pedestrian movement zone when not in use.

Queens Square will be rejuvenated as an attractive arrival space into Boho. Active ground floor uses, such as restaurants or cultural venues are encouraged, particularly on its eastern side, which should animate the space with spill out activity and sitting out terraces. The development of incidental pocket public spaces similar (or smaller) to the space outside Boho One should be encouraged throughout the area in locations where they benefit from footfall and animation by active ground floor uses.

A few vacant former industrial buildings at the eastern end of Lower Gosford Street could be brought back to life through their interim use by the creative or cultural sector, for example as cultural venues or accommodating artist studios and workshops. Such intervention would broaden the activity mix in Boho and contribute to its special character, while also raising interest and the profile of the area.



MIDDLESBROUGH DOCK CHARACTER AREA

The Alsop' vision highlighted the area's opportunity for stand alone, larger scale and iconic buildings. The location around the dock can indeed accommodate buildings of significant massing and height, and long views across the water will benefit from a rich and varied skyline.

The dock area can complement the offer of the Boho area by providing for larger footprint stand-alone commercial and residential buildings like in an urban type business park, while benefiting from an attractive environment around the dock and a town centre location with its facilities. The mix of uses here could include office buildings, leisure, hotel and residential development, together with limited ancillary retail and food and drink offer.

Key to achieving a coherent character and a quality environment of the area is the establishment of a central access zone along Bridge Street East (Great Walk) and around the dock (Dock Loop). The public front of buildings together with their main entrance must front onto this zone, while car parking and servicing is hidden from view to the rear.

The central access space will act as the front door and gateway to development and contribute to the image and identity of the urban business park. It also provides break out spaces for occupants and attracts wider town centre footfall and students.

The dock edge itself should be transformed into a continuous landscape space with different hard and soft areas, providing amenities and a varied interface with the water body. This could include floating platforms, moored ships or jetties.

The dock could be opened up for leisure or sports activities, such as water skiing, diving, or sailing.

The key to unlocking the economic regeneration of the Middlesbrough Dock area is the building of a new vehicular bridge across the dock. This will provide direct access to development sites. It also serves as an outstanding gateway into Middlehaven, providing long views across the dock and the river, and offering an exciting arrival experience.



EDUCATION HUB

The college is already a major education provider in Middlehaven, attracting many students and staff into the area. Currently the college is building a floodlit astro-turf sports field, together with a new education facility for sports on a site to its west.

There is an opportunity here to concentrate other education or community sports facilities in this zone to encourage the optimal utilisation of facilities and to stimulate positive interactions.

This could include providing additional sports facilities (MUGA, tennis courts) on the site next to the astro pitch. It also could see additional education or training facilities on the sites surrounding the playing field.

In the medium to long term there is an opportunity to redevelop the college car park between Vulcan Street and Commercial Street to provide better enclosure to this central green heart to the Education Hub.



RIVER TEES NEIGHBOURHOOD CHARACTER AREA

The River Tees Neighbourhood character north of the Boho area provides a renewed residential focus in Middlehaven. The area will provide for people that enjoy living in a town centre location, where they can walk to work and have good access to facilities, while still benefit from an individual house and garden.

The area will provide for a wide spectrum of residential uses. This may include family housing, live-work accommodation, apartments for urban professionals, flat shares, affordable homes and sheltered housing for the elderly. This diverse offer includes a rich mix of typologies and architectures, including terraced housing, semi-detached and detached buildings. The area is also open and encourages self-build and experimental house building, as they increase diversity and add to the appeal of the area.

The area can also accommodate ancillary facilities, such as corner shops, cafes and other spaces that serve the community, as well as a range of other uses, including offices, education and leisure. The latter uses are concentrated along the edges of the neighbourhood and fronting onto main streets, where they can benefit from better access and visibility, while central parts are more residential and green.

The street space here is urban, characterised by a regular rhythm of terraced and semi-detached development with coherent frontages, tree planting and a quality public realm. In turn the character to the rear of building in the block interior is green and informal with a varied mix of detached smaller houses

and out-buildings, private and community gardens, garages and car parking areas.

The Old Town Hall should be refurbished and would be an ideal building to accommodate a community function, as it is centrally located and a visible landmark atop the hill.





Illustrative massing model, focussed on the River Tees Neighbourhood

TEES RIVERFRONT

In the short and medium term the area fronting onto the River Tees will remain a working riverfront with its industrial and harbour related uses. They contribute to the local economy and provide employment, whilst also providing interest and animation to the area.

Whilst recognising that only limited areas are currently under direct control by the Middlehaven Partners the character proposed for the Tees Riverfront sets a precedent for the entire waterfront.

In the longer term, when Middlehaven has been fully developed, the industrial areas along the river provide an opportunity for the expansion of urban development and the creation of a lively riverfront for Middlesbrough.

The site owned by Able UK immediately to the east of the Transporter Bridge is currently vacant and presents an exciting opportunity for waterfront development early on. The remainder of the Tees Riverfront East (owned by Able UK) may develop subsequently. The Tees Riverfront West comprises of a mix of different businesses and is likely to remain a working river and quay site for longer.

In the short term the only access provided to the river is next to the Transporter Bridge. The opportunity should be explored to develop an attractive water front space here, that integrates and provides a meaningful use for the existing wharf, enhances pedestrian qualities and makes most of the view and access to both the Transporter Bridge and the river.

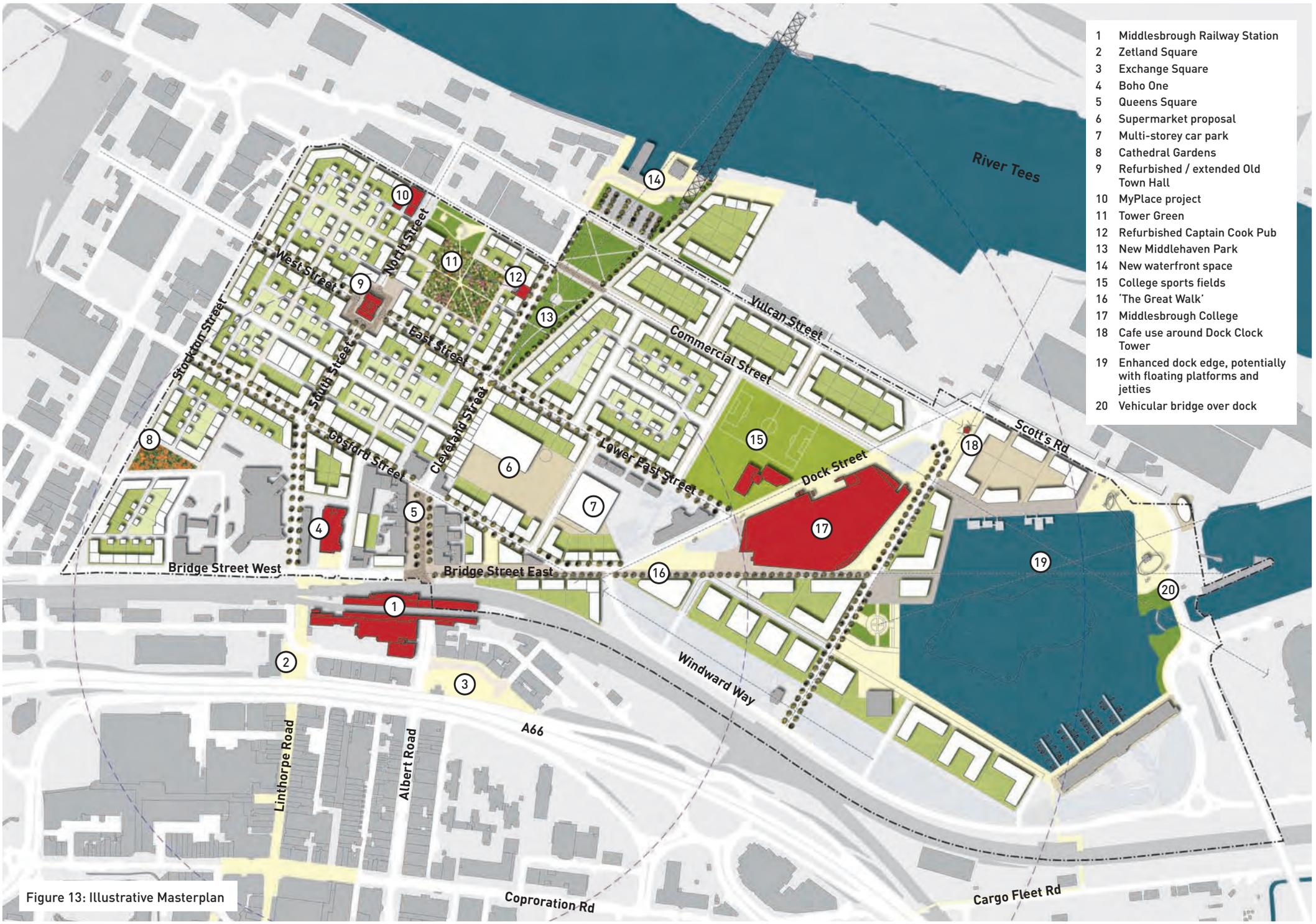
The Tees Riverfront character, in terms of its residential focus and proposed uses, is a variation of the Tees Neighbourhood character, albeit with a stronger focus on riverside living and with typologies that are sympathetic to an urban waterfront. A comb-like block structure could be explored which permits frequent

visual and physical connections between Middlehaven Central and the river and also would prevent excessive overshadowing of the river edge.

While the area is envisaged as largely residential other uses may be permitted both at the river front and along primary routes, to serve both the local community and visitors.

The former working quaysides will be retained and transformed into an attractive riverfront promenade. Ultimately this will connect Stockton Street to the east with the Transporter Bridge, extending further down the river to the tip of the peninsula, where it returns inland and rejoins the public realm around Middlesbrough Dock. Moored ocean vessels and other attractions can provide interest to the promenade and lend it a maritime flair,





- 1 Middlesbrough Railway Station
- 2 Zetland Square
- 3 Exchange Square
- 4 Boho One
- 5 Queens Square
- 6 Supermarket proposal
- 7 Multi-storey car park
- 8 Cathedral Gardens
- 9 Refurbished / extended Old Town Hall
- 10 MyPlace project
- 11 Tower Green
- 12 Refurbished Captain Cook Pub
- 13 New Middlehaven Park
- 14 New waterfront space
- 15 College sports fields
- 16 'The Great Walk'
- 17 Middlesbrough College
- 18 Cafe use around Dock Clock Tower
- 19 Enhanced dock edge, potentially with floating platforms and jetties
- 20 Vehicular bridge over dock

Figure 13: Illustrative Masterplan

5 THE FRAMEWORK PLAN

Based on the vision and the spatial concept this section sets out the framework plan for development in Middlehaven. It provides guidance on the layout, organisation and design of the district, including an indicative block layout, plot sub-division, mix of uses, scale and height, movement and parking, public spaces and the public realm. This section also includes an illustrative masterplan that shows how the area could develop in accordance with the framework.

5.1 ILLUSTRATIVE MASTERPLAN

Based on the spatial concept an illustrative masterplan for Middlehaven was developed. It translates the concept plan into a detailed masterplan with a clear layout of streets and spaces. The plan illustrates the long term development goal: a fully developed district. The built form is only indicative, showing how development could come forward in response to the development framework. It is not a blueprint for development. The key design principles that development must take regard of are set out in the following sections of the framework plan.

A three dimensional massing model was developed based on the plan. It uses a range of generic architectural designs of standard typologies and applies them in accordance with the framework. Throughout this document image outputs from the 3d model are used to illustrate how design principles can be applied.



Illustrative massing model of the Middlehaven Development

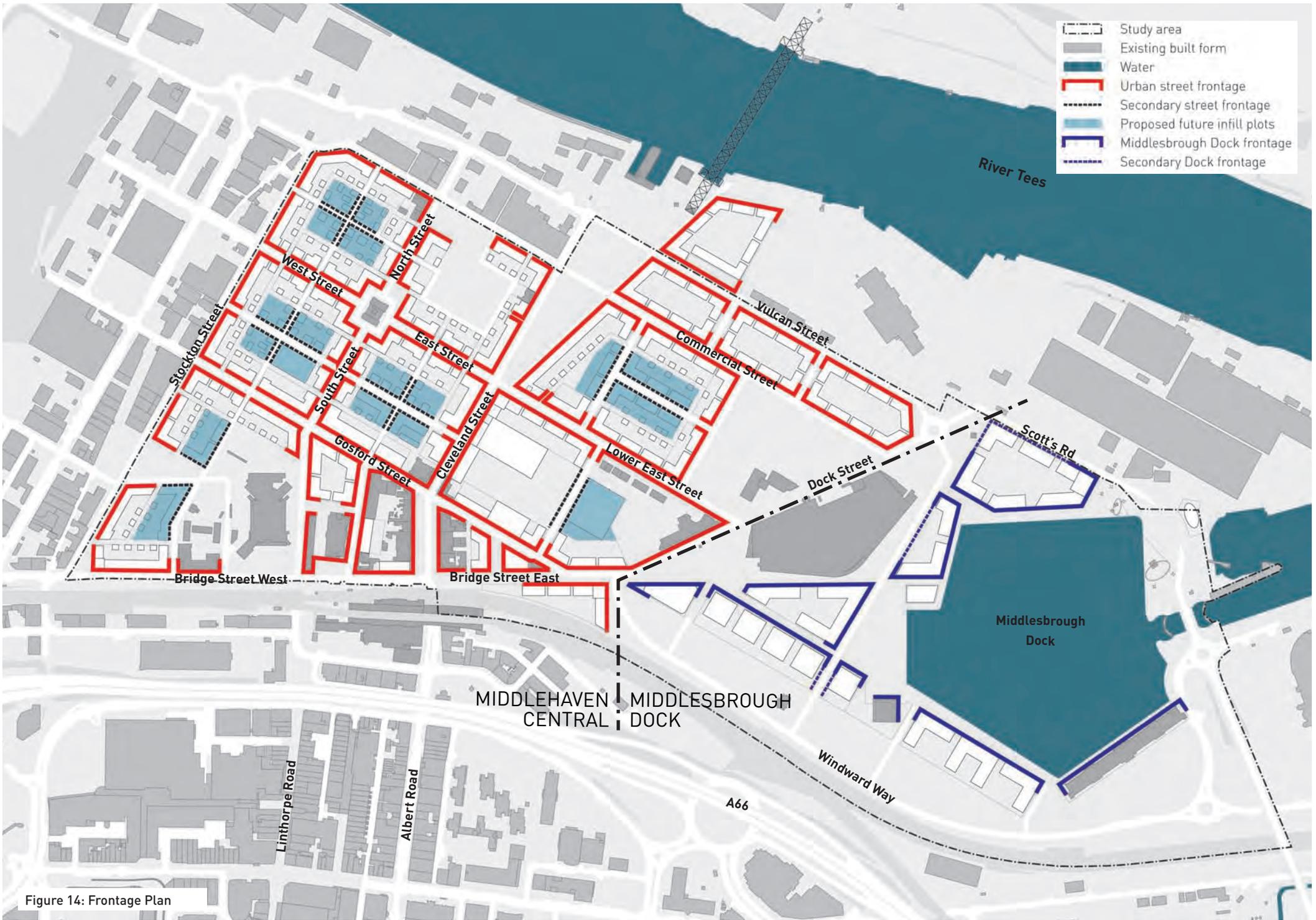


Figure 14: Frontage Plan

5.2 BLOCK LAYOUT

MIDDLEHAVEN CENTRAL

West of Dock Street the re-established Middlehaven street grid sub-divides the area into a series of street blocks. The urban street block is the main ordering principle for development in Middlehaven.

Development is generally promoted along the perimeter of a **street block** where it helps to create well-defined, overlooked and animated streets. Buildings along the edge of the street block establish a clear separation between public and private spaces. Car parking, servicing arrangements and private outside spaces are accommodated in the centre of street blocks to the rear of buildings, where they are accessible by private mews or access lanes.

In parts of Middlehaven there is a two tier system of street blocks. The higher tier block combines a number of street blocks into a larger **superblock**. The edges of a superblock are formed by primary routes, while streets internal to a superblock are secondary.

The frontage condition, that is the way a building sits in relation to the street and to its neighbouring buildings, will vary in accordance to the role of the street and its place in the street hierarchy.

Along the edges of superblocks a coherent urban frontage should be established, providing good enclosure to the street space. Buildings need to sit on a consistent building line at the back of footway. Their main front and entrance should be oriented towards the street. In central areas, such as Boho, buildings are expected to join up at the party wall. In more



Urban street block comprising of different adjoining buildings - Amsterdam Ijburg



Street block with residential terraces - Angel Town Brixton, London



Street block with semi-detached houses - Deventer, The Netherlands

peripheral locations buildings may be detached, but distances between neighbouring buildings should be minimal.

Secondary frontages in the interior of superblocks can be more loose, and allow for greater flexibility in regards to location and type of development, whilst promoting an informal and green environment.

The two frontage types in superblocks combines the hard edge qualities of urban streets with more softer and organic environments in close proximity. It provides a variety of opportunities for different forms of developments including terraced, semi-detached and detached houses. As such the arrangement is inherently flexible and attractive to a wide possible range of uses and occupiers.

In the early phases, the framework promotes development along primary routes and around the edges of superblocks, while reserving areas to the rear and in the interior of superblocks for later development phases and intensification. The aim of such a land release strategy is to concentrate development where it has higher impact and can achieve physical transformation and a sense of urbanity early on, rather than developing out single plots while the remainder of the area stays vacant. The completion and occupation of development along some of the streets will signify a massive step change in the perception and image of Middlehaven, instilling confidence and attracting and inspiring more development to follow.

Until sites in the interior of super blocks are released for development they may accommodate interim or temporary uses. This may include gardens or other open space resources for the local community, or their use as surface car parks. Initially many of those areas are likely to be used as car parks by surrounding businesses given the expressed demand for parking by new commercial development. In the longer run, when priorities change with a growing residential population, they may become more focused on community uses.



Illustrative massing model: developed edges of superblocks realise an urban streetscape during early development stages



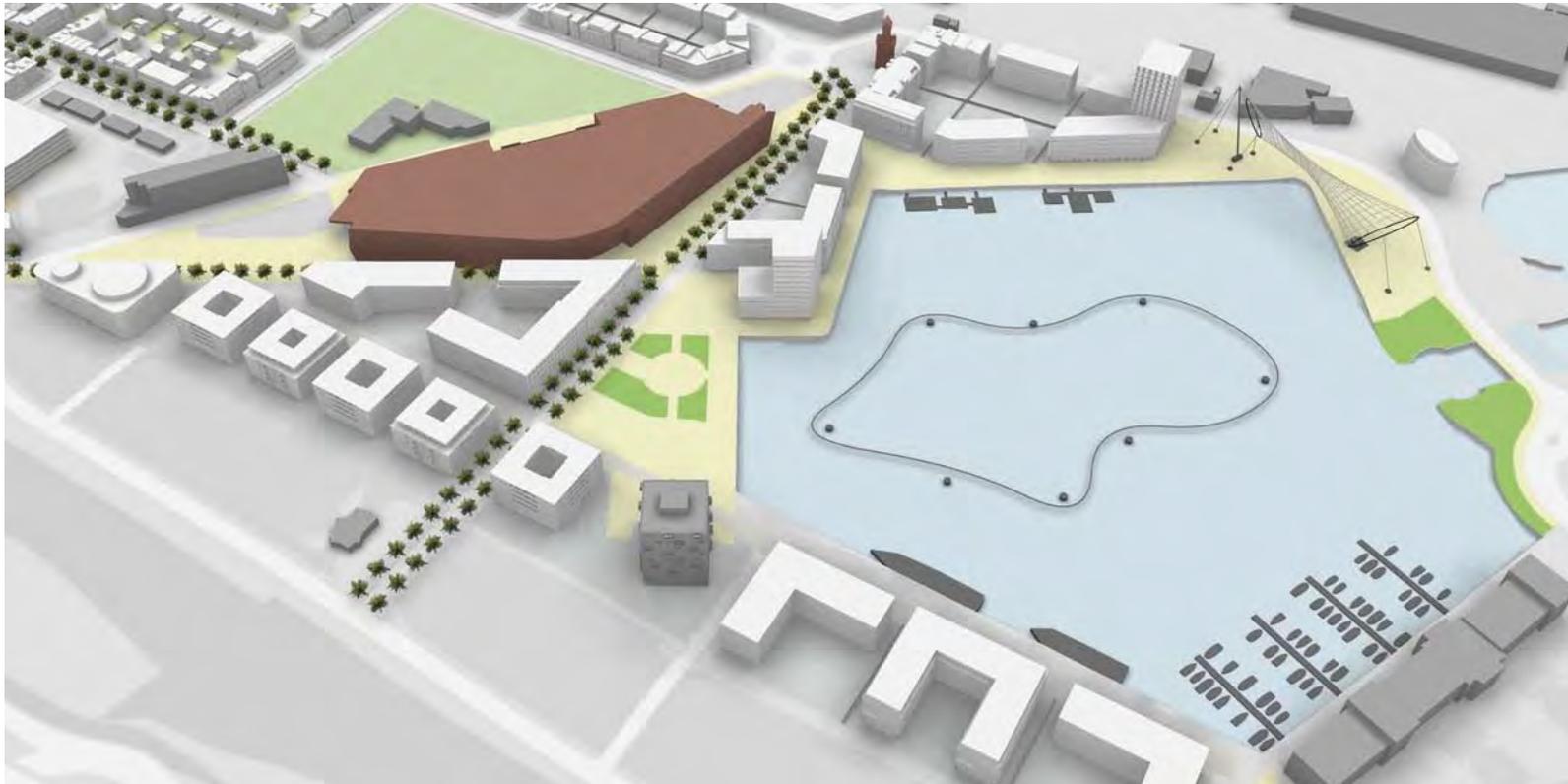
Illustrative massing model: internal areas of superblocks are developed during later stages

MIDDLESBROUGH DOCK

The area to the east of Dock Street also uses the street block as the basis for its layout. The size of the street blocks here is much larger and blocks do not combine into superblocks. The difference with Middlehaven Central is that the main focus of the development is on the central access zone. This zone comprises the extension of Bridge Street East towards the Dock and the public realm surrounding the Dock, and is the main pedestrian access and thoroughfare through the area.

Development must follow a consistent building line, and orientate its main frontage and its entrance towards this zone, to provide definition and enclosure to the public realm, and animate and contribute to footfall along this route. Secondary frontages, providing definition and overlooking should be developed towards other streets in the area. Car parking and servicing areas should be located towards the rear of the building and not impacting on the quality of the central access zone.

While some neighbouring buildings could be joined up at the party wall to form part of a perimeter block there is no explicit requirement to do so. In response to its character the area is expected to provide a number of larger scale, stand alone buildings on their own plots of land, and a varied development form.



Illustrative massing model: Buildings along a consistent building line define the central access zone in the Dock area

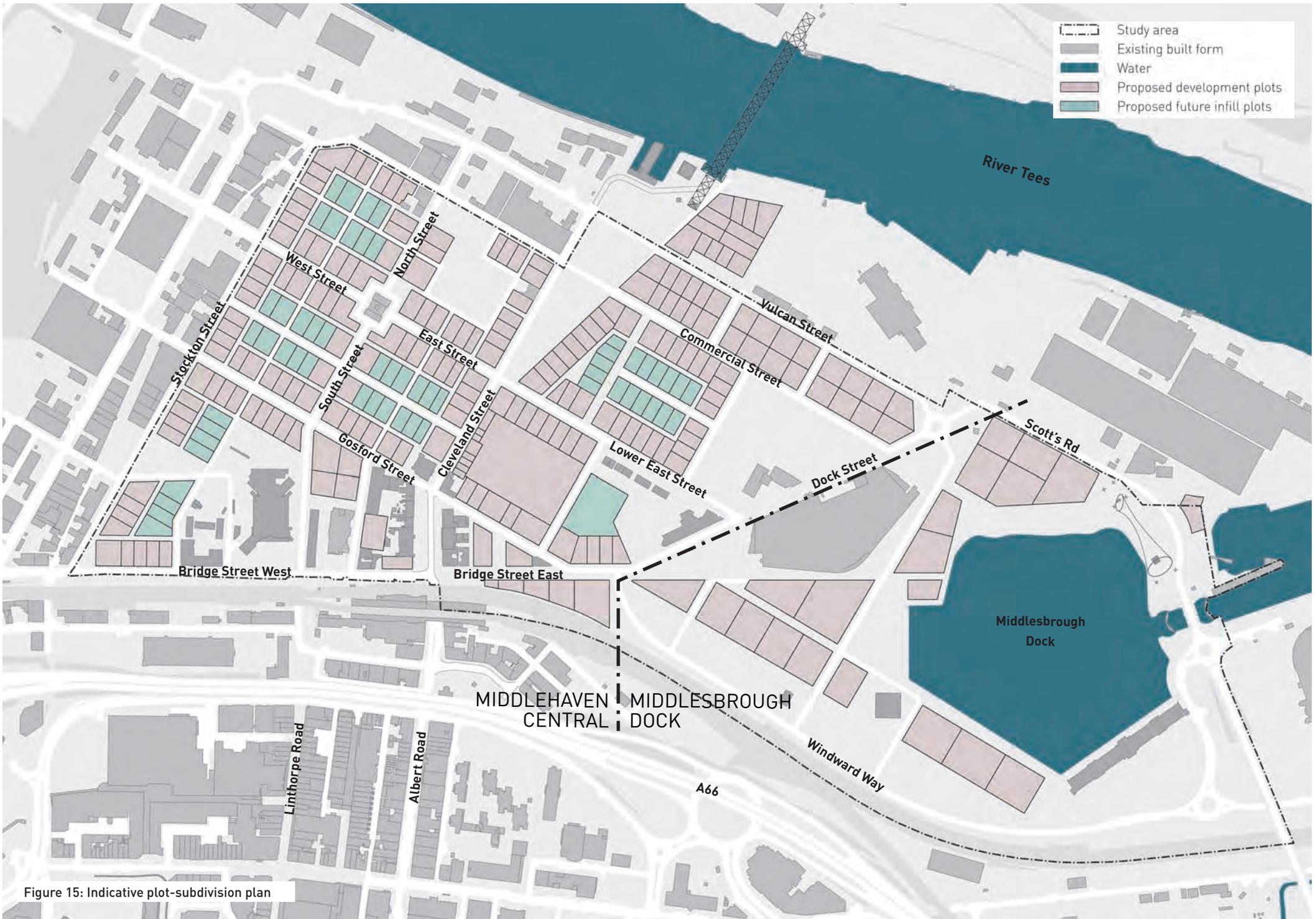


Figure 15: Indicative plot-subdivision plan

5.3 PARCELISATION

A key element of the development strategy is the concept of plot sub-division and parcelisation,

In understanding the art of plot subdivision we do not have to look far: great cities and towns, such as Middlesbrough, have been built, sustained and transformed over time based on the principle of multiple ownerships, simple plot-based activities of individual actors and common design and building principles. Subdivision helped to generate the richness and diversity we cherish in successful places, and which is so strikingly absent in many new development schemes.

The framework is structured on the belief that the approach to plot parcelisation will be key to the successful regeneration of Middlehaven, as it provides a necessary precondition and platform for smaller scale development to happen. Attracting many different development parties will result in a fine grain development pattern and generate a rich and interesting environment. It also promotes an efficient use of land, whilst offering almost infinite possibilities for development. Long-term adaptability is an inbuilt feature of this approach as is its low risk of a defaulting individual scheme affecting the progress of the overall regeneration. As such it forms the basis for a truly sustainable urban development model.

The approach to parcelisation is based on the concept of 'lots'. A 'lot' is a standard width development module. In Middlehaven Central the width of a lot is typically 15m-18m, while in Middlesbrough Dock it is 30 to 45m. A lot can be subdivided into two, three or more smaller development plots. Two lots may also be

joined together to accommodate larger development sites, which again can be split into equal plots or other subdivisions as required.

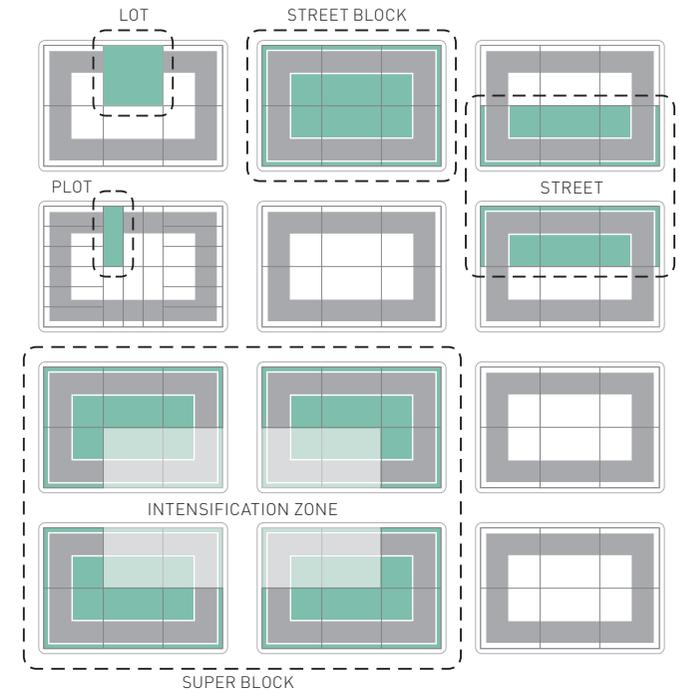
Limiting the number of lots that can form a single scheme generates a rhythm of development and variety along streets. To the rear development is normally less regulated and can, subject to an appropriate relation with their neighbours, realise different layout and depths.

This approach allows significant flexibility for innovation and different architectural and typological approaches. It enables incremental growth to the rear of buildings and supports the concept of 'long life, loose fit'.

The lot dimensions in Middlehaven Central are able to accommodate a wide range of housing and mixed-use building typologies from the mews cottage to the townhouse; living over the shop; semi-detached or detached houses, but also apartment typologies; commercial buildings; hotels and other types of urban development. In exceptional cases more than two lots can be joined together to accommodate retail or leisure development that could otherwise not be developed here.

Larger lots in the Middlesbrough Dock area are able to accommodate larger office, apartment or mixed-use schemes, as well as hotel, leisure or civic buildings.

Plot parcelisation based on lots provides an extremely flexible approach to bringing forward land for incremental and bite-size chunk development schemes. Land release can easily adjust to an



increase or decrease in demand for certain sites or different uses, while the approach also allows for exceptional larger-scale development schemes.

In Middlehaven Central the plan provides around 220 of these 'lots' along the edges of superblocks. Generally 'lots' are 15m wide and 30m deep. This amounts to 12.9 ha (33 acres) of development land facing main streets. There are 2.5 ha (6.4 acres) of additional sites reserved for future intensification in the interior of the larger superblocks.

In the Middlesbrough Dock area there are approximately 15 larger plots, combining to 3.7 ha (9.4 acres) of development land fronting onto the central access zone.

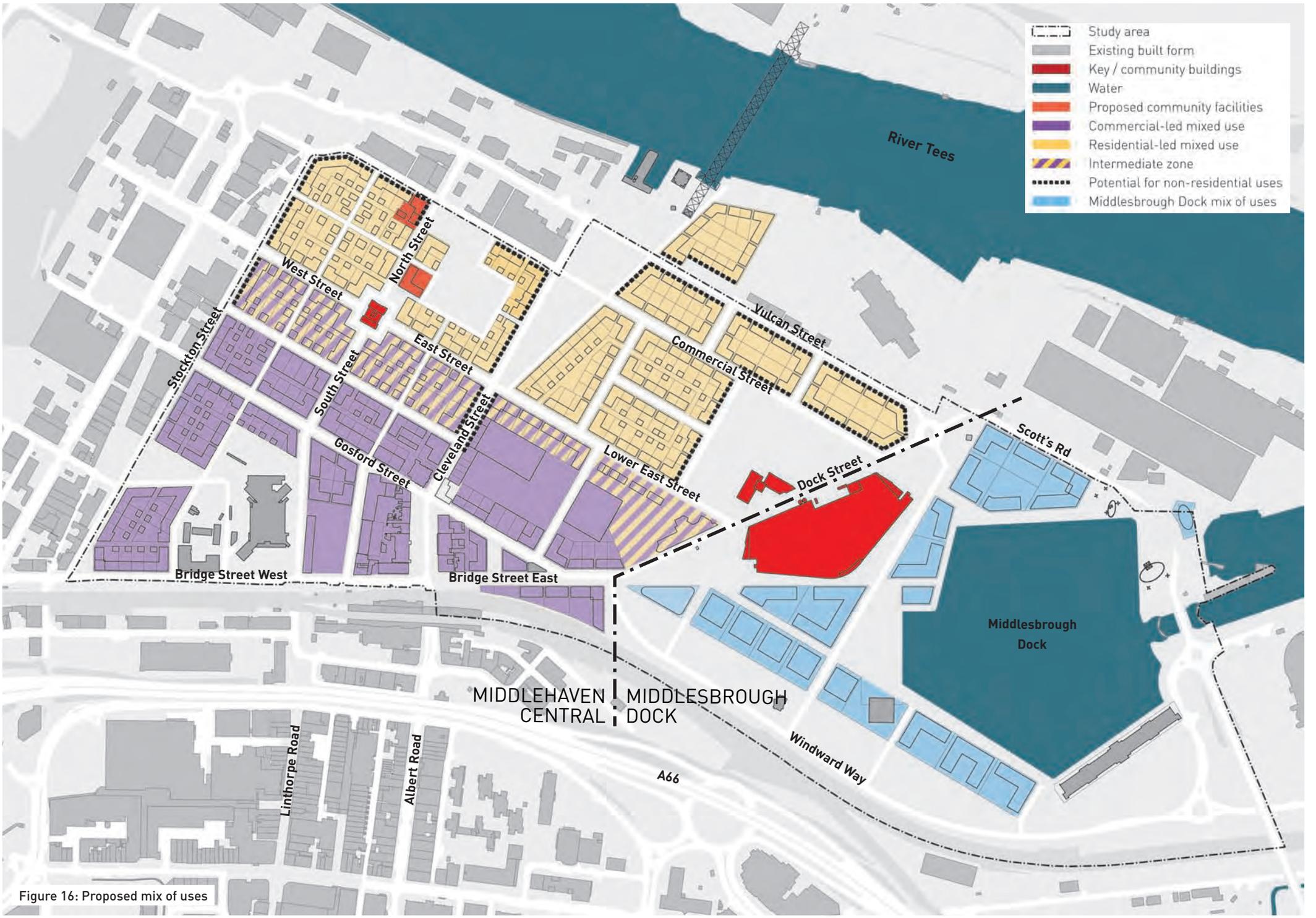


Figure 16: Proposed mix of uses

5.4 MIX OF USES

The vision for Middlehaven is to develop a dynamic mixed-use area, a thriving business hub for Middlesbrough, and home to a new urban community.

Given the uncertain economic outlook and weak occupier demand the promoted land use mix needs to have sufficient flexibility to meet potential interests from a broad range of developers and occupiers. The development framework provides a solid base for this: a robust structure, and development plots that can accommodate a wide variety of possible uses and building typologies.

Whilst the entire Middlehaven Central area is designated mixed use, it divides into three principal zones with different use mix reflecting the character of these areas. These use zones are:

- Boho Area
- Middlesbrough Dock Area, and
- Tees Neighbourhood / Riverside

The Boho and the Tees Neighbourhood zones overlap in what is called the intermediate zone. Use designation from both areas can apply here.

The framework gives an indicative percentage range for residential and non-residential uses for each area supplemented by a list of suitable uses. These are only general guidelines, aimed at steering development towards a desired mix and character, rather than a prescription of a development outcome that must be adhered to. The actual mix of uses will largely be determined by the market, including developer and occupier interest, and over time may change as the area develops or adapts to new circumstances or requirements.

BOHO AREA

The Boho area is the natural extension to the existing town centre, benefiting from direct walking links with the retail quarter and the civic centre and direct access to Middlesbrough railway station.

The area takes its name and cues from the Boho Zone, which also comprises of areas outside Middlehaven to the south of the railway line. Middlesbrough Council promotes the Boho Zone as the commercial quarter for the town's digital media, digital technology and creative sectors. It aims to be a seed-bed for digital and creative industries to capture the entrepreneurial and creative potential in the region and foster the creation of new businesses and employment. The Boho area is part of the town centre policy area and significant parts are designated as an Enterprise Zone.

In pursuit of this vision a number of flagship development have already been realised in the Boho Zone. Boho One, a building of the DigitalCityProject, provides flexible office spaces with ultra highspeed connections for digital media, digital technologies and creative businesses, together with pooled infrastructure and meeting facilities and networking spaces. Two other recent developments, Bohouse and Platform Arts, are providing affordable live-work units and artist studios respectively. They form important catalysts and similar projects should be encouraged throughout the Boho Area. The private sector has just completed the conversion of the former Cleveland Club, now named Gibson House and branded as Boho 4, into offices for creative and media industries.



The Boho Brand and presence of a core of innovative businesses and individuals presents a clear opportunity for attracting other digital, media and creative industries into the Boho Character area and also to keep growing companies in the area by providing move-on spaces. The aim is to establish an economic cluster of interrelated business activities to harness inherent (and self-reinforcing) productivity and innovation benefits, and other associated positive externalities. The status of the area as an Enterprise Zone could provide additional incentives for these types of businesses to locate here.

However, while digital, media and creative industries will be an important focus for the area, commercial development should not be limited to this sector. The aim should be to establish a broader economic base by also providing accommodation for a wider range of smaller and larger businesses from other (main stream or specialist) sectors. A diverse economy will be more able to absorb shocks in a particular industry without hampering the progress of regeneration.

Creative and cultural industries prosper in areas which provide stimulating and rich environments, often involving re-use of historic and industrial buildings, animated street life and many opportunities for socialising, networking, together with cultural and leisure activities. 'Creative' environments cannot be designed, but emerge when the conditions are right. A broad mix of uses together set in an attractive urban environment is often a necessary prerequisite for this.

The area can benefit from the provision of complementary uses that serve and support the local business community, but also attract visitor footfall

into the area. These include cafes, restaurants and bars, local shops, niche and specialist retail, hotel uses, leisure and cultural establishments. The area could also provide some town centre retail if this is viable and does not detract from the vitality of the existing retail core. This may include a supermarket.

Additionally, the mix will need to be complemented by residential uses that extend the lifelines of the area into the evening and throughout the weekend when businesses are shut. Residential activities contribute to a safer environment by providing animation and overlooking to streets. They also provide patronage to local shops and facilities and contribute to a lively feel and to the character of the place.

With its centrality, good public transport accessibility and many facilities nearby, the area may appeal to students and young urban professionals, but also first time buyers, young families and other 'urbanites'. Residential accommodation may include conventional apartments, but also loft living, shell and core developments, flat share arrangements, assisted living, student housing or apart hotels. There may also be opportunities for live-work and live-above-your-shop units or other urban town house formats.

Education, health and community facilities may further add to the mix. The area accommodates already the Stages Academy, an initiatives that helps homeless people. A neuro-rehabilitation building together with associated step forward housing has recently been granted planning permission.

Middlesbrough Policy HQ is also located in the Boho area.



MIDDLESBROUGH DOCK AREA

The area can be best described as a mixed use Urban Business Park - a campus style development situated around the Middlesbrough Dock and along the extension of Bridge Street East. The area benefits from good vehicular access and adequate parking provision while being in easy walking distance to the town centre. Recent development here include the Community in a Cube and the Terrace Hill Office Development.

The area has the capacity to accommodate deep floor plan office buildings and other large footprint developments, including taller buildings. This could include residential buildings, leisure and hotel developments, civic or education buildings. Larger sites and different parking standards provide a complementary offer to the Boho area. Ancilliary retail, eat and drink uses could also form part of the mix.

The Middlesbrough Dock Area could be an attractive location for footloose engineering firms or other businesses that seek to build a base in the area, for example to support the growing sector of offshore energy generation.

The Dock is Middlesbrough's response to out of town business parks, but in a sustainable location. With its focus around the Dock, stunning views across and a mix of other uses, the area has a strong image and appeal that can be marketed. Fulfilling the area's potential requires the building of a vehicular dock bridge, to provide direct access and integrate sites north of the Dock. Achieving a high quality public realm along its dock edge together with the orientation of fronts of buildings towards the central zone is also critical to its success.



TEES NEIGHBOURHOOD & RIVERSIDE

The Tees Neighbourhood will be the home to a new residential community. The area extends north from the Boho Character Area up to the Tees Riverside and focuses around two internal structuring features: the Old Town Hall at the crossroads and the new triangular Middlehaven Park.

While principally a mixed-use area, the predominant use will be residential with a particular focus on family accommodation. The area allows for a range of residential typologies, including terraced housing, semi-detached and detached houses with their private gardens, but also mews houses, cottages, live-work units and experimental living models. To cater for a wide residential spectrum and to provide for a cohesive community the mix should be complemented by flatted accommodation with apartments, studio flats and flat share arrangements, but also assisted living for the elderly.

The area allows for a wide range of other uses including offices and small workshops, education and health establishments, local sports and leisure developments, local shops, eating and drinking establishments and community facilities. Uses and facilities that provide directly for the local community, such as a local corner shop or a community centre, but also smaller businesses that are suitable in a residential environment can be mixed throughout the area.

Other non-residential uses, such as larger business premises or uses with a visitor focus, and mixed use developments, should be principally located on primary routes and along the edges of the area as

indicated in Figure 16 ('Potential for non-residential uses'). Here they can provide better enclosure to those streets, mitigate against impact from traffic, noise or neighbouring uses, such as MyPlace or industrial premises, while also benefit from greater visibility, accessibility and footfall. In turn the central areas provide a more coherent residential character.



PRINCIPAL USE DESIGNATIONS

The principal use designations for the Boho Character Area, the Tees Neighbourhood and Middlesbrough Dock area, including the intermediate zone are set out to the right. This provides an indication of a desirable mix, rather than a prescription.

	Residential uses	Non-residential uses
Boho Character Area	<p>20% - 35%</p> <p>This may include:</p> <ul style="list-style-type: none"> ▪ Apartments; ▪ Lofts; ▪ Shell and core; ▪ Flat share accommodation; ▪ Student housing; ▪ Assisted living; ▪ Apart hotels; ▪ Live-work and live-above-your-shop units; and ▪ Few town houses. 	<p>65% - 80%</p> <p>This may include:</p> <ul style="list-style-type: none"> ▪ Office and business spaces; ▪ Start-up spaces, incubator units, and small workshops; ▪ Hotel, leisure and cultural establishments; ▪ Ancillary, niche and specialist retail; ▪ Restaurants, cafes and bars; and ▪ Health and education establishments;
Intermediate Zone	<p>35% - 60%</p> <p>Allowing a blend of uses between the two character areas.</p>	<p>40% - 65%</p> <p>Allowing a blend of uses between the two character areas.</p>
Tees Neighbourhood & Tees River Front	<p>60% - 80%</p> <p>This includes:</p> <ul style="list-style-type: none"> ▪ Predominately housing suited for families, such as terraced, detached and semi detached houses, but also mews houses, cottages and other experimental living models; ▪ Live-work units; ▪ Apartments; ▪ Lofts; ▪ Shell and core; ▪ Flat share accommodation; ▪ Student housing; and ▪ Assisted living; 	<p>20% - 40%</p> <p>This may include:</p> <ul style="list-style-type: none"> ▪ Office, business spaces and small workshops; ▪ Education and health establishments; ▪ Local sports and leisure uses; and ▪ Local retail, community facilities, cafes and eatery provisions in public space and at street corners. <p>Larger premises and uses with visitor focus are to be concentrated primarily in designated areas on primary routes and along edges as indicated.</p>
Middlesbrough Dock	<p>20% - 35%</p> <p>This may include:</p> <ul style="list-style-type: none"> ▪ Apartments ▪ Sheltered housing; and ▪ Student housing; 	<p>65% - 80%</p> <p>This may include:</p> <ul style="list-style-type: none"> ▪ Grade A office space; ▪ Hotel and leisure developments; ▪ Education facilities; ▪ Ancillary retail; and ▪ Restaurants, cafes and bars;

Affordable Housing

The 'lot'-based parcelisation approach particularly in Middlehaven Central means that typical development by one party is likely to stay below the threshold of 15 units where a provision of 10% affordable becomes mandatory. Correspondingly the Council will need to set the required number of affordable units and reserve sufficient development 'lots' for their provision. In determining the need for affordable housing provision, consideration should be given to the other forms of private development that the area attracts, such as self-build or shell and core schemes which could also be included in the category of 'affordable housing'. This can also include retirement and supported housing, and residential support and care homes.

Affordable housing sites will need to be 'pepper-potted' throughout the area in buildings that are indistinguishable from other development. Sites should be evenly spread across the area with no more than two lots developed together in one location. Affordable housing should be developed in accordance with the overall phasing of development, thus only brought forward when neighbouring buildings are also developed to ensure their integration.

Larger residential development in the Middlesbrough Dock area should provide affordable housing on site where feasible.

Community Infrastructure

The area will be home to a sizable residential community and requires an appropriate provision of services and facilities such as nursery and primary school provision, doctors surgeries and other facilities. As already highlighted in section 2.7, the area will take a long time until its community reaches numbers that make the provision of conventional facilities feasible.

In the more distant future, when Middlehaven is fully developed out, its combined catchment population of between 790 and 1,250 households will be at levels to support a small primary school and a nursery in the area.

The challenge is how to provide for the first residents that move into the area, in particular as access to good local facilities are key for families deciding to move into the area. Rather than trying to accommodate their needs in surrounding residential areas further away, an approach should be adopted where the community themselves or the third sector is encouraged and supported in setting up and providing child care and primary education in Middlehaven. This could follow the model of a not-for-profit community school - with council support, or a government funded free school. The format and educational profile can be tailored by the community to support their needs and aspirations.

Being in the local catchment of a successful primary school is an important factor in the location choice of young families, and having an exemplar community

school could be a strategic asset for Middlehaven and drive its regeneration.

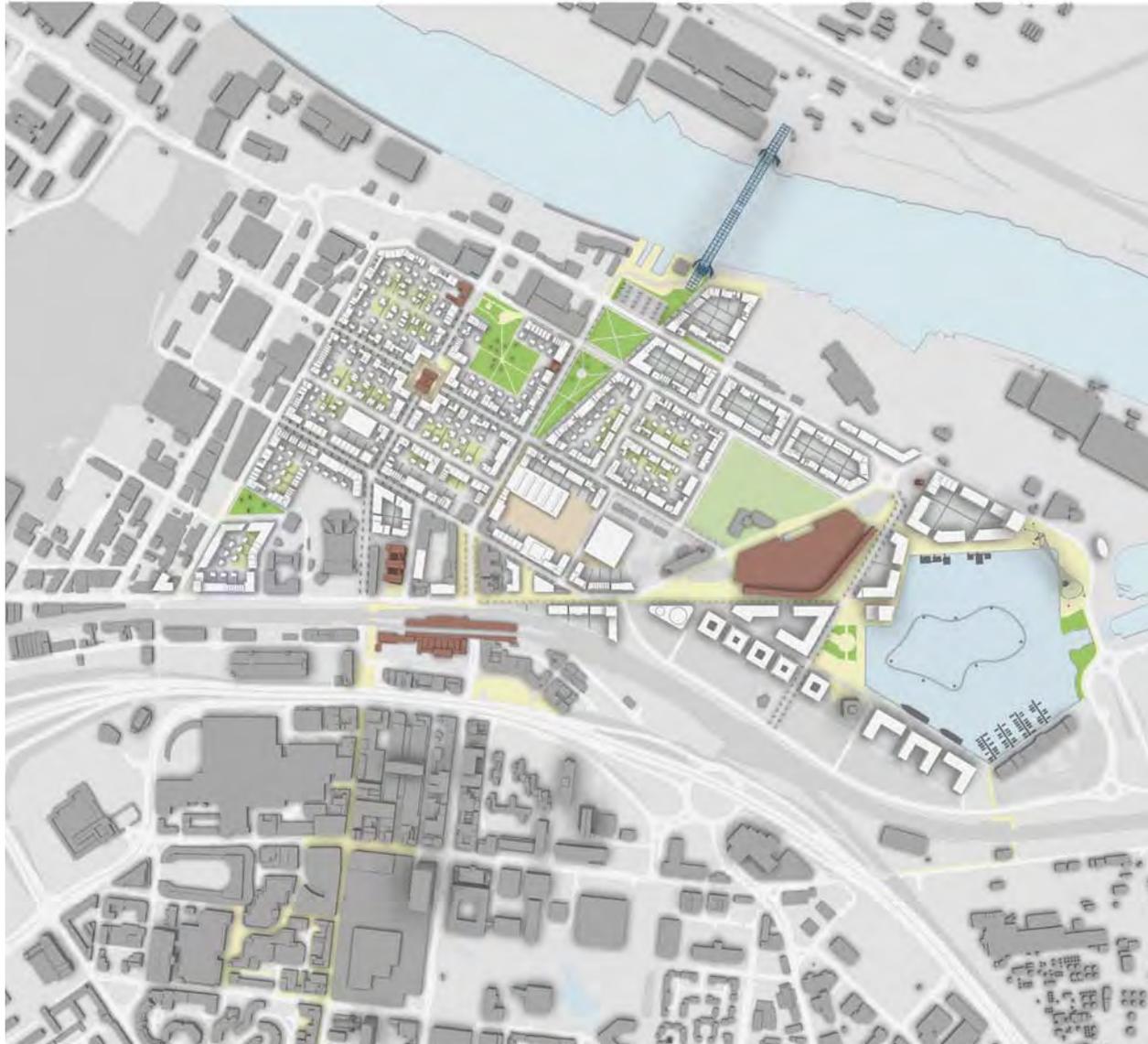
The school and nursery may be set up together in one of the remaining historic buildings, such as the Old Town Hall or the former Captain Cook Pub with access to an outdoor space, like Tower Green. As demand for the school and nursery expands the facilities could be expanded or the school moves to a new purpose built facility.

A free or community school is a community driven project. Members of the prospective community (such as the urban pioneers, see section 6.2) or potential third sector providers should be engaged early on to test the scope for setting up such an education project, and understand their aspiration, interest, ability, funding and other requirements.

The refurbished Old Town Hall offers the opportunity to be a home for community driven projects or facilities. Apart from potentially including a nursery or community school this could provide a doctor's surgery and other local facilities, a café and flexible spaces for use by the community.



Examples for community driven education projects: Green Classroom, Harringey / Bromley by Bow Centre - Health Centre & Arts Incubator, Bromley / New Model School - Faraday School



Illustrative massing model: Middlehaven almost doubles the size of Middlesbrough town centre

CAPACITY ASSESSMENT

As the framework aims for flexibility the quantum and mix of uses will be dynamic and respond to market forces and interests. A number of use scenarios have been tested to establish a broad understanding of the amount of development that could be achieved in Middlehaven under certain development conditions.

Under each scenario the capacity has been estimated separately for the perimeter development of superblocks and the potential future intensification in superblock centres. Development quantum is calculated on a plot-by-plot basis, taking reasonable assumptions on attainable site coverage, building height and the stipulated break down of uses by character area for each scenario.

The following three scenarios have been interrogated:

- Commercial focus - greater demand for commercial development in Middlehaven;
- Residential focus - greater demand for residential development; and
- Mix - greater demand for commercial development in the Boho area and Middlesbrough Dock area and more residential development in the Tees Neighbourhood area.

	Scenario 1: Commercial Focus	Scenario 2: Residential Focus	Scenario 3: Mix
ASSUMPTIONS:			
Boho	20% residential / 80% non-residential	35% residential / 65% non-residential	20% residential / 80% non-residential
Intermediate Zone	35% residential / 65% non-residential	60% residential / 40% non-residential	47.5% residential / 52.5% non-residential
Tees Neighbourhood	60% residential / 40% non-residential	80% residential / 20% non-residential	80% residential / 20% non-residential
Riverside	90% residential / 10% non-residential	90% residential / 10% non-residential	90% residential / 10% non-residential
Middlesbrough Dock	20% residential / 80% non-residential	35% residential / 65% non-residential	20% residential / 80% non-residential

	Scenario 1: Commercial Focus	Scenario 2: Residential Focus	Scenario 3: Mix
CAPACITY:			
Apartments	455 (+47)	673 (+57)	482 (+59)
Houses	343 (+69)	532 (+119)	426 (+89)
Total Residential	798 (+116)	1205 (+176)	908 (+147)
Non-residential uses, including office and other commercial uses, leisure uses	180,500 sqm (+21,000 sqm)	129,500 sqm (+12,500 sqm)	166,700 sqm (+17,800 sqm)
Retail and community uses	8,600 sqm (includes 3,000 sqm supermarket)	8,400 sqm (includes 3,000 sqm supermarket)	9,400 sqm (includes 3,000 sqm supermarket)

Note:

- Floor areas are established as Gross External Area;
- Numbers in brackets refer to capacity of sites in the centre of super-blocks that are reserved for future intensification;
- Assumed average unit size per GEA for apartments is 100 sqm (ca 70 sqm GIA) and for houses is 135 sqm (ca 120 sqm GIA);
- No distinction is made regarding the specific type of retail and community uses;

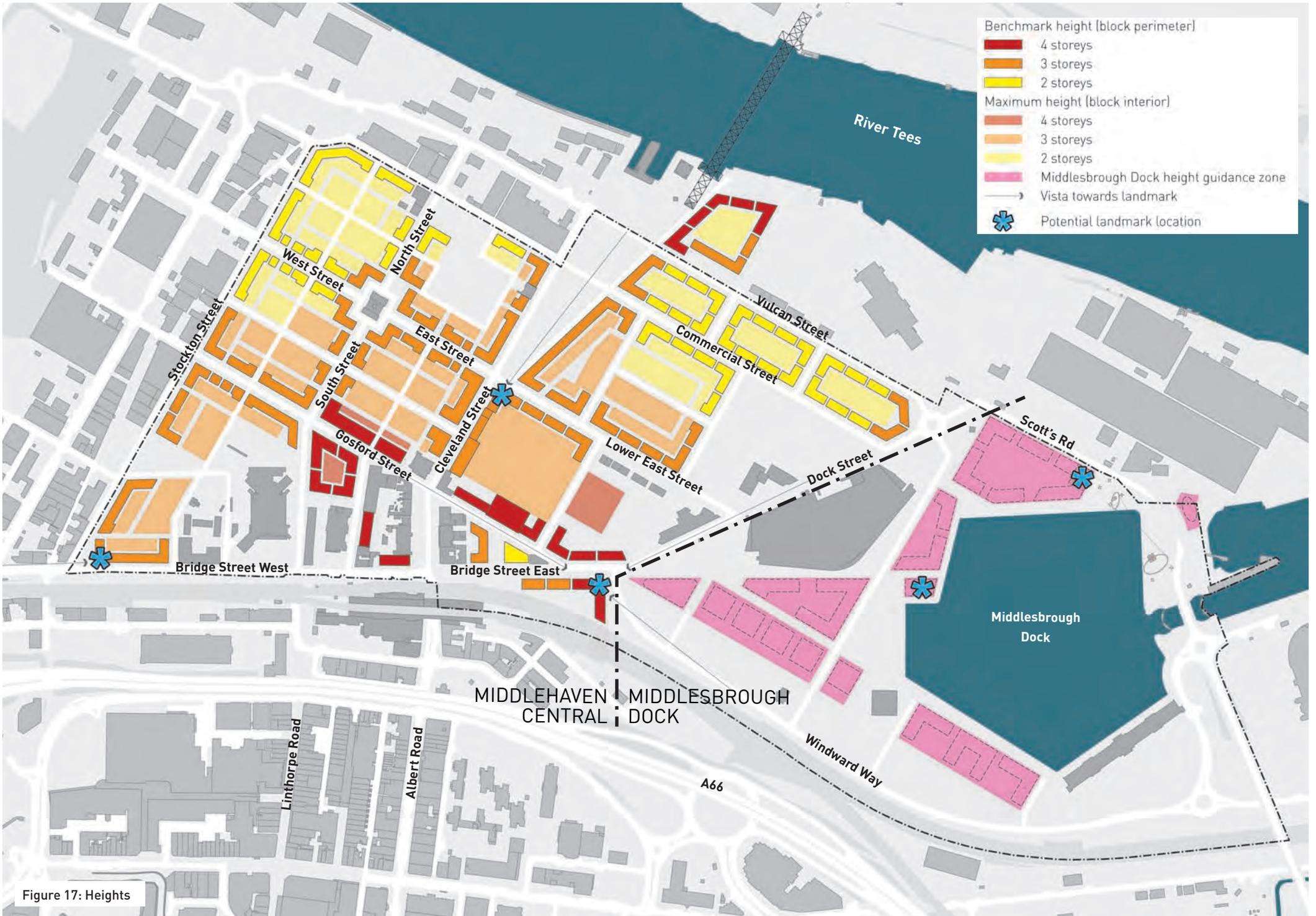


Figure 17: Heights

5.6 BUILDING HEIGHTS

MIDDLEHAVEN CENTRAL

Buildings heights have been established in response to the proposed uses and typologies, and considering the envisaged scale of streets and overall character of the area. The recommended heights along the edges of superblocks indicated in Figure 17 are benchmark heights. These are the recommended heights of development at their primary frontages facing the street. Heights generally refer to the heights of the buildings' eaves, and there is a presumption that an additional storey above this as part of a set-back or occupied roof space (mansard roof or similar) is normally acceptable.

Broadly speaking the plan proposes benchmark heights of two to three storeys in the Tees Neighbourhood and up to four storeys in Boho and on the riverfront.

The concept of benchmark height focuses on the general or average height of buildings that should be realised by new development. It also allows for a variation by one storey up or up to two storeys down subject to the development meeting respective urban design or other criteria. A final list of criteria for the departure from the benchmark height is to be defined by the local authority.



A height of 3 / 4 storeys + set-back is recommended for Boho



A height of 2-3 storeys + setback and potentially increased height at corners is recommended for the Tees Neighbourhood

This may include the following:

General criteria for benchmark height to increase by one storey

- at street corners of the intersection of primary routes or primary with secondary routes;
- where a public space benefits from better enclosure;
- where a significant community benefit is realised by a development (i.e. a community use within the building)

General criteria for benchmark height to decrease by up to two storeys

- where the height of a building would otherwise have an adverse affect on the integrity or setting of an adjacent listed or historic building;
- where it would be otherwise impractical or not feasible for the desired use of the building (for example town houses);
- where it otherwise would result in unduly overshadowing or overlooking of adjacent properties or their gardens;

To the rear of properties, including development along the lanes and in the interior of superblocks, height of building is less regulated, but the overall building height will not be permitted to be above the indicated height in the plan, nor higher than the height at the primary frontage of the building.

The area is generally not suitable for taller buildings as they do not conform with the envisaged character for the area, detract from the Transporter Bridge and other heritage, and compete with the taller development proposed around the Middlesbrough Dock.

There may however be a prospect for a few localised high points that mark important corners and vistas. Potential locations are identified in Figure 17. The height of these buildings has to be locally determined but should generally by no more than twice to three times the height of buildings in its immediate context.



The College and CIAC set a precedent for height around the Dock

MIDDLESBROUGH DOCK

With the large expanse of water and its aspired character this area can accommodate buildings of greater height and massing, and also show a greater variation in height between buildings.

The Manhattan Gate Phase 1 and 2 development shows that a three storey building on the dock edge

does not provide sufficient enclosure to the dock, while both the College and CIAC present an appropriate response in terms of height and massing to the dock.

This framework does not want to be overly prescriptive in terms of heights around the dock to allow flexibility for market led responses. Nevertheless, height

around the dock should not normally be less than 5 storeys. Higher buildings are actively encouraged to generate a varied and interesting skyline.

Buildings in the remainder of the Middlesbrough Dock Zone that do not front onto the Dock should generally be no less than 3 storeys.



Illustrative massing model: View across the Dock towards new buildings lining the dock edge

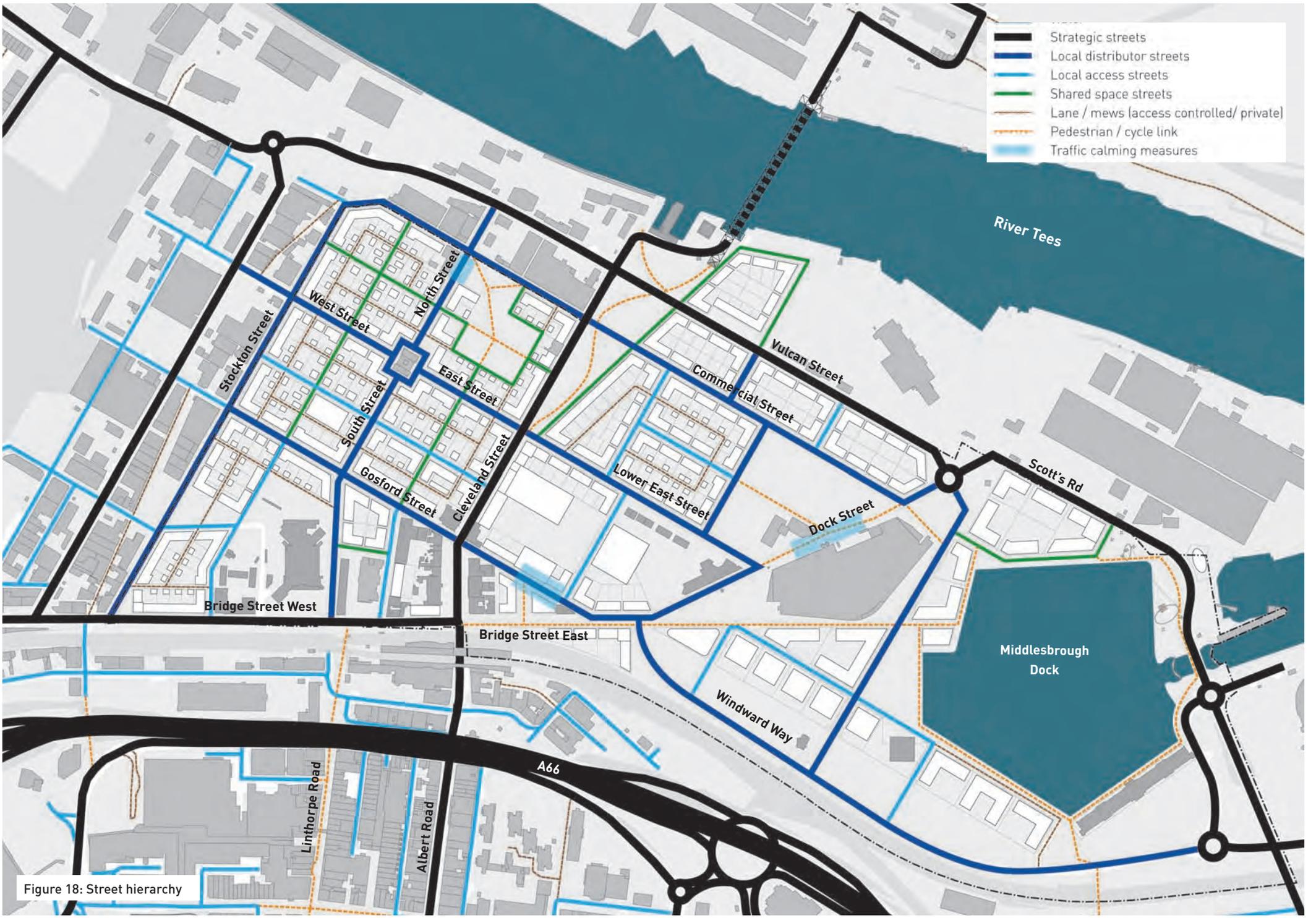


Figure 18: Street hierarchy

5.5 MOVEMENT, ACCESS AND PARKING

STREET HIERARCHY

The street network for the Development Framework area is centred on achieving an open, hierarchical grid that is inherently legible for all users. None of the streets within the area are considered to be 'roads', which are merely transit corridors (like the A66). Rather, all Middlehaven's streets do or should have presence as places where a range of activities, in addition to through movement, may occur. Generally, the design of streets should be as such that it creates awareness to users of what constitutes appropriate behaviour wherever they happen to be within the area. Research of successful settlements has shown the close inter-relationship between land use and street hierarchy, with appropriate street typologies supporting, enhancing and complementing land use pattern.

The understanding of thriving places of a similar scale has guided the development of a street network in the Framework area that is flexible enough to accommodate future development. It is based on an understanding of the current street functions, their connectivity and their predicted future operation. At this stage, there has been no modelling of the street network to test likely vehicular flows against the predicted network capacity. It is recommended that any identified need for traffic modelling is undertaken as part of the preparation of a detailed transport strategy supporting future planning guidance for the area.

The hierarchy of streets is expressed through their design. Generally higher order streets have:

- Greater width – building line to building line;
- Greater connectivity to the rest of the network;
- Longer sections without changes in direction; and
- Shallower angles between changes in direction.

Strategic Streets connect through the study area and onward to the wider strategic network – principally the A66 trunk road and also the A178. They provide the primary access routes into the area, but will also accommodate through traffic bound for neighbouring areas. Within the framework, the designated Strategic Streets are:

- Exchange Place-Cleveland Street-Durham Street-Ferry Road (north-south);
- Depot Road-Vulcan Street-Scott's Road-Shepherdson Way (east-west via new bridge);
- Bridge Street West-North Road (A178 west); and
- Snowdon Road.

Critical to this proposed hierarchy is the construction of a new bridge over the Dock lock and improvements to Scott's Road to enable the designation and use of a Strategic Street running broadly east-west through the study area and connecting directly with the A66 via Shepherdson Way. This is a vital project that will transform not just the ease and directness of access

into the study area but also help form a real gateway to Middlehaven from the east. It will have value in much more than simple transport terms, considerably improving the image of the area for potential investors. Until it is delivered, those arriving by road via Shepherdson Way will continue to have to turn back on themselves in order to make progress into the area.

In the interim, the eastern portion of the strategic link on this axis (between Shepherdson Way and the Vulcan Street/A178 junction) will necessarily be via The Halyard, Windward Way and Lower East Street and Durham Street. This is highly illegible, involves a number of right-angle turns, and involves streets not well suited to carrying higher volumes of traffic and many heavy vehicles.

A new vehicular bridge across the Dock lock was explored by the previous Middlehaven Transport Strategy (MBC 2007, undadopted), which proposed it as part of a medium- to longer-term network aspiration. Because the Framework sees the legible, well-connected Strategic Street that relies upon such a bridge being constructed as key to the regeneration of the area, this is a project that should now be advanced within a much shorter timeframe.

Local Distributor Streets connect the area internally. They comprise the following streets:

- Stockton Street;
- Richmond Street (east of Stockton Street)-Gosford Street;

- West Street-East Street-Lower East Street;
- Commercial Street;
- Sussex Street-South Street;
- Dock Street (part);
- The unnamed street west of the Dock, extended north to connect with Scott's Road; and
- Lower Gosford Street-Windward Way (after the bridge is built).

The remaining streets are local **Access Streets** which provide access to adjacent properties from local distributor roads, and **Shared Surface Streets**. The design of the latter deliberately blurs the designation of the carriageway and footway where this is considered safe, and promotes the efficient, flexible shared use of the street by vehicles, bicycles and pedestrians (similar to 'home zone'-style treatments). This approach, deployed in the right conditions, has been shown to reduce traffic speeds and to provide an environment conducive to increased walking and informal play.

The last tier of streets is **Lanes** or **Mews Streets**, which are also designed as shared surfaces. They have a less public character, may not be continuous, may possibly be subject to access controls, and generally do not invite strangers to drive or wander through them. In some areas their primary function will be to access the parking and servicing areas at the rear of properties, while in other locations they will provide access to mews development and help provide an intimate residential environment.

WALKING

All streets are designed to be general walking routes, with footways of appropriate width to encourage movement on foot throughout the area. They should provide for continuous and unobstructed pedestrian movement and safe, step-free crossing points at junctions, with the carriageway raised to footway level wherever possible, rather than using ramps down to carriageway level.

Bridge Street East is to be made for use by pedestrians and cyclists only (with essential local vehicular accessed controlled). This will create more and more attractive space for the major pedestrian

flows between the College, in particular, and Exchange Place, the railway station and the town centre. This route will also form an important part of the walking route to and from Middlesbrough Dock. Its design should encourage the spill-out of active ground floor uses into the public realm. The area outside the MyPlace youth centre is also to be pedestrianised to create an unimpeded direct relationship between the centre and the associated outside spaces.

On Dock Street there was, until recently, a conflict between vehicular movement and students walking between the College entrance to the east and existing

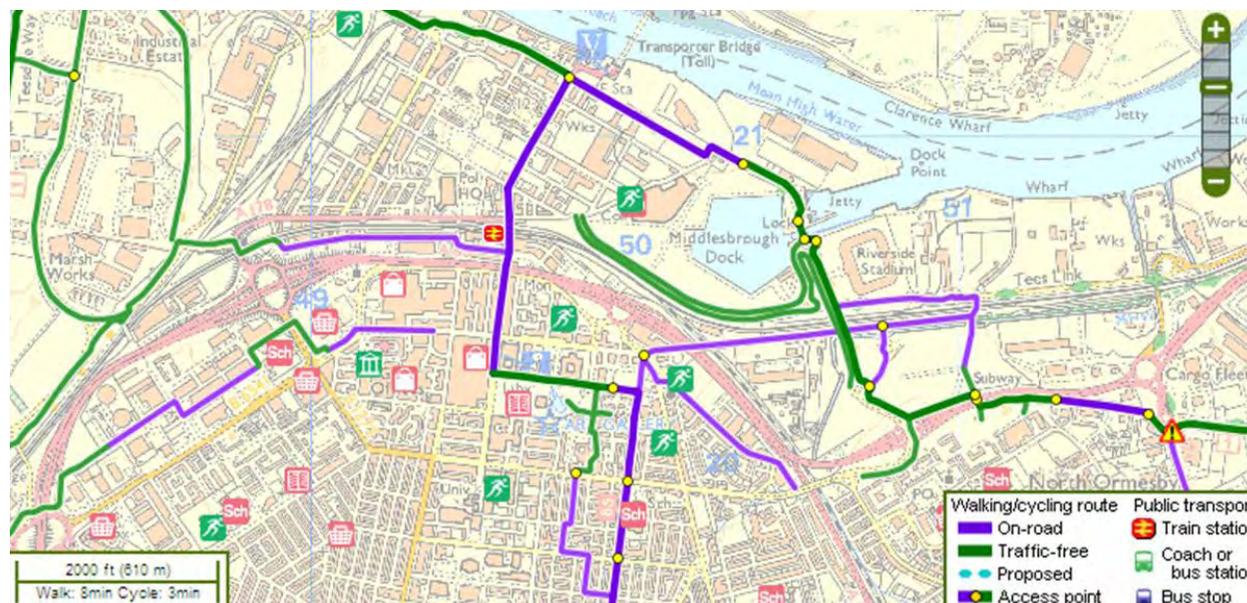


Figure 19: National Cycle Route Network

and planned college facilities to the west. The central section of Dock Street has therefore been closed to general vehicular traffic. A similar arrangement may be needed in Lower Gosford Street to facilitate safe crossing into Redcar Street as the area becomes more intensively developed.

CYCLING

Generally, all streets should be suitable and safe for anyone to cycle along. Sufficient cycle parking should be provided in appropriate locations along these routes, particularly in areas with local retail and community facilities or where there is a visitor focus. The designated cycle routes that pass through the area (see Figure 19) should be appropriately sign posted. Along Strategic Streets, designated cycle lanes, separated where possible from both footway and carriageway, should be provided. On all other streets, such segregation should be rendered unnecessary by design that encourages slow vehicle speeds which, combined with relatively low traffic volumes, will make cycling within the carriageway a safe and attractive option.

BUSES

In general, bus routes in towns and cities run along radial streets that best connect outlying areas with the centre. There is both geographic logic and (increasingly) an economic imperative for such alignments, in terms of passenger volumes and revenues. The greater the density of potential passengers (residents and workers) that a bus route passes by, the better the level of service that can be supported. This can be a virtuous relationship but also, as is presently the case in Middlehaven, negative one: other than in relation to the College, there is simply not enough trip demand to underpin the provision of more frequent bus services and/or a more extensive network.

In addition, the proximity of Middlehaven to the centre of Middlesbrough, makes walking and cycling relatively attractive options for many short trips, further reducing the potential demand for better buses. Moreover, the physically constrained nature of the Framework area, and the type and density of development in neighbouring areas, means that Middlehaven does not lie on attractive, direct routes to or from other residential and/or employment centres in the vicinity.

Given the local factors described above, the most viable short-term option for improved public transport is the enhancement of the existing College shuttle service to serve other centres of potential passenger demand as developments come on stream. The 686 bus service is currently funded by the College and only operates on College days. Public funding is likely to be

required to pump-prime improvements to the current level of service to capture potential new patronage.

Ultimately, the final phase of the redevelopment proposals for Middlehaven is likely to justify the introduction of at least one additional commercial bus service through the study area, such as a link connecting the Riverside Park employment areas, Middlehaven Central, Middlesbrough College and the Riverside stadium with central Middlesbrough and possibly also Teesside University. This route could be via Newport Road (Cannon Park), Newport Interchange, Riverside Park, Middlehaven and Albert Bridge. Bus provision for the area will need to be reviewed as it continues to be redeveloped and demand changes.

TOWARDS A PARKING STRATEGY

Introduction

The vision for Middlehaven is that of a vibrant, attractive urban quarter. While vehicular access to the area will of course be very important, access on foot, by bike and by public transport will also be critical to the area's success, as will ensuring that traffic and parking do not dominate the environment. As in other, similar urban areas, parking in Middlehaven is envisaged as an integral element of the public and private realm, and this includes on-street parking for residents and visitors, on-plot parking, and surface or structured parking solutions, subject to demand and feasibility.

The approach to parking provision advocated within the Development Framework is part of an overall sustainable travel strategy that seeks to maximise the potential of the proximity of Middlehaven development sites to the train station and to the town centre with its dense bus network. The aim is to ensure the effective management of parking resources in the area with the amount of parking provided and the charges levied intended to encourage the choice of non-car modes. This approach responds to the fact that the capacity and congestion issues on the access routes into the area mean that travel patterns dominated by car use would risk increasing highway congestion to a level that would be detrimental to the future phases of the development.

Parking Standards

As a key element of this overall strategy, the following maximum parking standards for Middlehaven have been proposed by the Council.

Land Use	Car Parking (max. standard)
Residential (Use Class C3)	1-2 beds 1 space per dwelling plus 1 space per 4 dwellings (for visitors)
	3-beds + 1.5 spaces per dwelling plus 1 space per 4 dwellings (for visitors)
Commercial (Use Classes B1, A2 etc.)	1 space per 55m ² GFA
Retail (Use Class A1)	1 space per 30m ² GFA
Hotel (Use Class C1)	1 space per 2 bedrooms
Public Facilities (Use Class D1)	1 space per 35m ² GFA
Leisure (Use Class D2)	1 space per 35m ² GFA
Notes:	1. GFA = Gross Floor Area 2. All other Use Classes refer to adopted Council standards

Proposed Middlehaven Car Parking Standards

It is recognised, however, that some developers will argue that some would-be occupants will only be attracted to locate to Middlehaven if they are able to have more parking spaces for their premises than these standards will allow. The challenge in this

regard is striking the right balance between the level of parking considered 'commercially viable' and the negative impact on the built environment and overall vision for Middlehaven that would arise from providing parking to Business Park levels. The amount and form of parking provision for Phase 1 of the Manhattan Gate development helps illustrate why this Business Park model would be inappropriate for the parts of the study area west of Dock Street.

Developers' views as to what level of parking is or is not 'commercially viable' are typically based on interpretations of what potential occupiers say, or are considered likely to say. Whatever their basis, however, if investment decisions are based on such judgements, then they plainly need to be taken fully into account. It is therefore likely to be beneficial to work closely with developers to help them understand and articulate the benefits of the flexible approach to parking set out in this framework.

The impact of excessive parking provision on the ability to create a high quality urban environment, where buildings line the street space and active frontages contribute to a lively street scene, jeopardises the delivery of the Development Framework. Stand-alone development surrounded by a sea of surface car parking should be considered completely unacceptable for most parts of the Framework area.

Emerging Parking Strategy

In order to resolve this dilemma, the emerging Parking Strategy allows for an initial, time-limited 'incubation period' during which parking provision at a level above the maximum specified by the parking standards is permitted. This would help attract businesses to the area in the early years, with the maximum standards being adhered to only when Middlehaven's success is established and investors/occupiers no longer need the incentive.

Under this proposed flexible approach, new development will still only be permitted to provide on-plot parking up to the maximum level set by the parking standards. This prevents development being shaped around excessive parking solutions which would undermine the urban condition for the long term. However, as an incentive for 'early adopters', additional parking above the maximum standard would be allowable through mechanisms such as:

- on-street provision controlled by permit; and/or
- contract parking in existing Council-run/regulated off-street car parks within the area.

The proposal is that Council enters into time-limited permit or contract arrangements with new occupiers for the provision of this parking bonus incentive. Discounted fees in off-street locations could be applied if appropriate, while dedicated on-street spaces for business permit holders could be created if necessary.

Any contract or business permit agreement would be subject to an expiry date, to ensure understanding that this is not a permanent arrangement. Subject to a review of market conditions from time to time, the expiry date could be extended as deemed appropriate by the Council. The overall idea, as stated, is that convergence to standard maximum provision would be achieved over time, encouraging a progressive change to sustainable travel options as the development of the area matures.

Another element of the emerging parking strategy concerns the amount and form of parking provision in that part of the area to the east, around Middlesborough Dock, which has been brought under detailed consideration since the original Development Framework was prepared. This area is not only more remote from the railway station, the town centre, and the town's bus network, it also contains the precedent of Phase 1 of the Manhattan Gate development. It is therefore considered reasonable that the eastern portion of the Framework area could be subject to different parking standards (and other parking policy provisions) from the western portion (formal definition of the boundary would be necessary).

Based on the above approach, it is recommended that a detailed Parking Strategy for Middlehaven should be developed by the Council. The development of Middlehaven is a long term project, and this Parking Strategy could be reviewed over time.



Appropriately-controlled on-street parking will be a key element of local provision going forward



Informal use of open sites for parking creates a very poor environment.



Well-contained off-street parking presents a better street presence than open sites.

Parking Locations

The expanded Development Framework will include recommendations on how and where parking could be provided, and these should also be taken forward in detail by the Parking Strategy. It is proposed that the current Controlled Parking Zone is expanded to cover an area bounded by and including Bridge Street West, North Road, Lloyd Street, Vulcan Street, Dock Street and Bridge Street East.

The Framework allows for visitor and additional car parking to be provided as follows:

- provision of business permits for use in existing or newly-provided pay-and-display spaces, on-street or in surface car parks;
- allocation of spaces in existing Council car parks in the vicinity, such as the Zetland Car Park; and
- new surface car parks in the centre of superblocks, either directly provided by the Council or provided on a short-term lease by the authority to a third party provider (which could be the site developer).

Retaining land-ownership of central sites in the interior of superblocks and their short- to medium-term use as surface car parks could provide the Council with a potential income stream that could be recycled for other regeneration, public realm or public transport initiatives in the area. This approach would also ensure that Council-controlled land in central locations can be released for later development when land values have improved. Income

from business permits or the contractual allocation of car parking spaces could also be ring-fenced and re-invested into the area.

The Development Framework encourages a flexible use of available car parking resources (surface and multi-storey car parks) to minimise the land take of the overall area reserved for car parking.

Opportunities could also be explored to encourage developers to pool their respective car parking allowance (not above the maximum standard provision) in shared car parks (possibly multi-storey) in central locations. Allowing the mixed patronage of car parks by businesses, residents and possibly visitors will improve the efficiency of their use, reduce the number of spaces sitting idle at any one time, and minimise the overall land take of car parks. A significant offset of car parking numbers can often be achieved by multiple use of spaces by both residents and businesses due to the differing typical usage times during the day and week. (In other words, terms of efficient parking provision, the whole can often be a great deal less than the sum of the parts.)

The Council could help manage any pooled parking, such as through introducing a permit regime to allow parking in any one of a number of designated car parks in the area and possibly even an interactive system to inform card-holders where spaces are currently available.

Construction of car parks could be (partly) funded through developer contributions. Developers would benefit as they could use their plots more efficiently, reduce their cost by avoiding expensive car parking solutions, whilst providing more space for landscaping and amenity spaces. Other existing car parks could be included in the scheme, such as the College's.



Hidden, rear court parking is best of all in terms of minimising impact on the street scene.



Exposed parking areas and poorly-controlled parking create an unattractive walking and visual environment.



Business Park-type approaches to parking should only be considered in parts of the study area where access by non-car modes is poor.

Parking Design

Unfortunately, there are many examples of new development where exposed undercroft car parking or surface parking at the front of buildings result in poor quality street environments. Therefore the Framework is clear about how on-plot car parking should be provided. It should be generally confined to the rear of buildings, whether in the form of surface spaces, carports, garages or structured parking solutions.

Access to these car parks will be possible only from the rear, via mews or rear service lanes. Driveways to the side of dwellings will not be acceptable on the higher order streets in the overall Middlehaven hierarchy. Rear car parking access arrangements have the following benefits:

- it reduces the number of access points from the main street network;
- it allows the establishment of an attractive continuous street frontage, with associated natural surveillance;
- it limits disruption to footway continuity at crossing access routes; and
- it provides more opportunities for provision of on-street-car parking and landscaping in the street.

The visual impact of parked cars to the rear of buildings should be minimised by decking over or screening them with appropriate landscaping or tree planting. Undercroft parking solutions will not be

permitted where they visually dominate the street scene or prevent the establishment of active ground floor uses with direct visual connection and access from the street.



New public realm and public art scheme on Bridge Street East

5.7 PUBLIC REALM AND OPEN SPACES

PUBLIC REALM

Streets are more than conduits for vehicles. Indeed, walking and cycling will be a choice by many to move around in Middlehaven and the wider town centre. The public realm is also an important social space where people meet and engage with each other. Furthermore, its design, together with the configuration and appearance of buildings impacts on how interesting, attractive and safe an area is perceived to be.

The Framework promotes the establishment of a coherent high quality public realm throughout Middlehaven. The focus is on creating a simple, robust and multi functional street space that appropriately serves all users. In many streets the carriageway will be reduced to its appropriate functional width whilst footways are built out. Parking and servicing bays are located on footways and when not in use can be used by pedestrian. Footways therefore are perceived to be wider and will be more inviting to walk on, they also provide space for the informal spill out of activities from ground floors. Side road entrance treatments along primary and secondary streets should have a raised tabletop to offer continuity and greater priority to pedestrian. Street trees are encouraged throughout Middlehaven to enhance its green character. Streets will be furnished with a coherent set of street furniture, including light fittings, benches, bins and cycle stands.

Principal design standards and design specifications for identified street types will be provided in the Design Code Document that accompanies this framework.

OPEN SPACES

The Development Framework proposes a network of public spaces in Middlehaven each with their own particular character and function.

These public spaces serve a number of purposes:

- They form part of the essential green infrastructure in Middlehaven and integrate with the wider strategic green infrastructure network;
- They offer attractive environmental qualities and amenities and encourage social, cultural and recreational outdoor activities for the local and wider community;
- They act as memorable points of reference and help people to find their way around; and
- They provide an attractive setting for adjoining uses and enhance property values.

Public spaces are located at pivotal points in the pedestrian network, where they are easy to access and benefit from natural footfall through the area. In these location the will contribute to the legibility of the area and provide a focus for activity.

Public spaces should become showcases for Middlehaven, and the Council and its Partners should actively encourage high quality, cutting edge design, ideally stipulated by design competitions. Consideration should be given to forward investment into key public spaces early on. This will provide an immediate enhancement to the environment,

generate interest and help change the perception of Middlehaven.

Consideration should be given to forward investment into key public spaces early on, in particular the creation of Middlehaven Park, to act as catalyst and 'kick start' development by giving people the confidence to invest.

Existing public spaces will be enhanced, whilst a number of new public spaces are proposed. The character and function of spaces vary, however their form is strongly influenced by the history of the area and many are located where they will enhance the setting of remaining historic buildings and structures. The design of new spaces should reflect this history either through surface treatment, public art or through interpretive material or signage. This will help to reinforce distinctiveness and local character.

The maintenance of public spaces needs to be considered from the outset. This may involve private maintenance companies funded from ground rents or through service charge agreements.

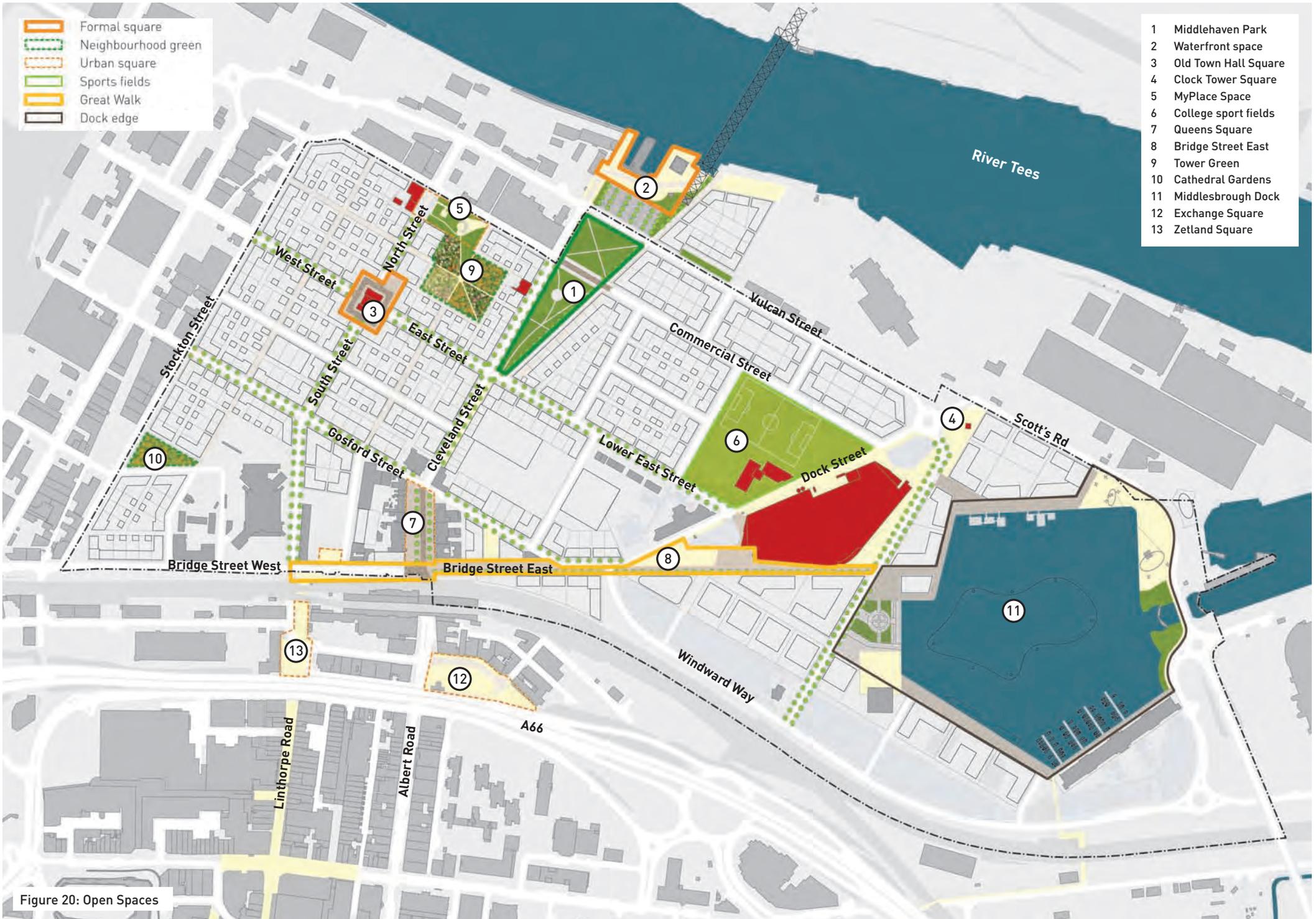


Figure 20: Open Spaces



Precedent for Middlehaven Park - Multipurpose grass area, Prince Regents Gardens, Edinburgh



Precedent for Waterfront Space - Waterfront Plaza, Belfast



Precedent for Old Town Hall Square - Granite paved square with circular seating around the base of trees, Dublin

The following new or enhanced spaces have been identified:

- 1 Middlehaven Park** – an exciting new park for Middlesbrough, that enhances the setting of the Transporter Bridge and creates an attractive gateway into Middlehaven and the town centre from the north. It should become a multifunctional space with different landscape areas offering a variety of open space qualities and amenities. To the south the design will be structured with formal tree planting and multi-purpose grass areas, whilst to the north a wilder landscape treatment is proposed, possibly accommodating a wetland zone, wild flower meadows or pocket woodland planting;
- 2 Waterfront space** – a new waterfront space that integrates the wharf, allows direct access to the water level and provides an attractive viewing point of river activities and to the Transporter Bridge;
- 3 Old Town Hall Square** - a new formal square on the site of the historic 'Market Place', providing a great setting for the refurbished Old Town Hall;
- 4 Clock Tower Square** - a public space enhancing the setting of the Old Clock Tower, a public realm scheme has already been implemented but the space would benefit from some use, such as a cafe or bar to animate the space;



Precedent Queens Square - Robust, attractive and multifunctional public realm on St. Patrick's Street, Cork



New public realm on Bridge Street East



Precedent for pocket green spaces - Adventure Playground, Wernigerode, Germany

- 5 **MyPlace Space** – a new hard and soft space outside the recently completed MyPlace building;
- 6 **College Sports Fields and their extension** – planned development of an Synthetic Turf football pitch and associated landscaping by the college. The remainder of the site should also be developed with sports pitches, including multi-games courts, to complement this offer and make it a focus of sport for the community;

- 7 **Queens Square** – a hard paved welcoming gateway space that enhances the setting of surrounding historic buildings;
- 8 **Bridge Street East** – enhancement of Bridge Street to form an attractive gateway space into Middlehaven, extending the design quality of the Bridge Street East scheme up to Sussex Street;

- 9 **Tower Green** – transformation of this existing grassland into an intimate open space with children's play areas, community gardens and allotments. It also could provide outdoor space for a primary school and nursery.
- 10 **Cathedral Gardens** – a new pocket green space with children's play facilities to serve its surrounding community.



Precedent for Middlesbrough Dock - Animated waterfront with access to water edge, Malmo, Sweden

11 Middlesbrough Dock - a circular route around the dock that leads through different hard and soft spaces. The treatment of the dock edge should explore different relationships of the public realm with the water body including bringing people in close contact to the water for example by providing floating platforms or jetties. The dock edge should become a major new amenity space for Middlehaven, provide a focus for outdoor and recreational activity, and be particularly attractive for students of the adjacent college.



Precedent for temporary use of the interior of superblocks - Allotment Garden Centre, Hulme, Manchester

Prior to their development, the future intensification areas in the **interiors of superblocks** should be used for the benefit of the local community. This may include their use as open space, community allotments or urban farming projects. When intensification areas are finally brought forward for development it will be important to ensure that sufficient open space is retained for public use to provide appropriately for the intensified River Tees Neighbourhood.



Precedent for temporary green spaces - wild flower meadow, Scottswood Expo

There is also scope to establish **temporary green spaces** on areas that will not come forward for development until later phases, which may use low cost methods to create attractive, temporary landscapes eg. hydro seeding with wild flowers.



Corner of Cleveland Street with Lower East Street, site of the new Middlehaven Park

6 DELIVERY STRATEGY

Getting the approach to delivery right is one of the fundamental points of this commission. Therefore delivery has been at the heart of this masterplan and our innovative approach is set out below.

6.1 CURRENT ISSUES IN DELIVERY

Large scale regeneration schemes across the UK face many challenges over the next years. Funding for regeneration from the public purse will be extremely limited while private sector funding for development is restricted by a lack of bank lending.

Property market failure is affecting most sectors reflecting weak occupier demand in the commercial market and restricted availability of mortgages in the residential sector. Values have fallen dramatically and could face further falls before recovery occurs. Developers and the funding institutions behind them are understandably risk averse.

The scale of Middlehaven is both a problem and an opportunity. The problem is that even significant developments such as Middlesbrough College, BoHo, Manhattan Gate and Riverside One have had only limited impact as they are spread across a huge land area and feel unconnected. Nevertheless these developments represent more development activity than perhaps any other regeneration scheme in the region over a comparable period.

The challenge in Middlehaven is to sustain the momentum built up by these developments until the next upward turn in the property market cycle and indeed the wider UK economy.

Middlehaven offers a plentiful supply of land between a river and a busy town centre. Although speculative development is not deliverable using the same property business model that operated prior to 2007, where an occupier for commercial or residential accommodation exists with the financial resources to rent or buy, then there is clearly an opportunity to deliver buildings.

Even in a very thin and volatile market, we are seeing a surprising number of opportunities come forward at Middlehaven. Each proposal has its own obstacles to overcome and its own unique advantages and benefits. To enable these opportunities to be delivered will require a flexible and innovative approach.

6.2 OUR APPROACH TO DELIVERY

Our approach to delivery is founded in the belief that the conventional development process, given the scale of the project and the weakness of the market, is likely to fail, and that we need to find a new way to harness the enthusiasm and energy of local people and businesses to deliver transformational and innovative development. As the positive news stories around Middlehaven grow and the market recovers, outside interest will grow and the pace of development increase.

Our recommended approach aims to ignite a chain reaction by applying the principle of the “diffusion of innovation” (a theory developed by Everett Rogers) and one that is wholly consistent with the Government’s Localism Agenda. Early on this means to de-risk opportunities while creating sufficient incentives to attract a number of “urban pioneers”, risk takers and first movers, who are interested and have the means to start early development in Middlehaven.

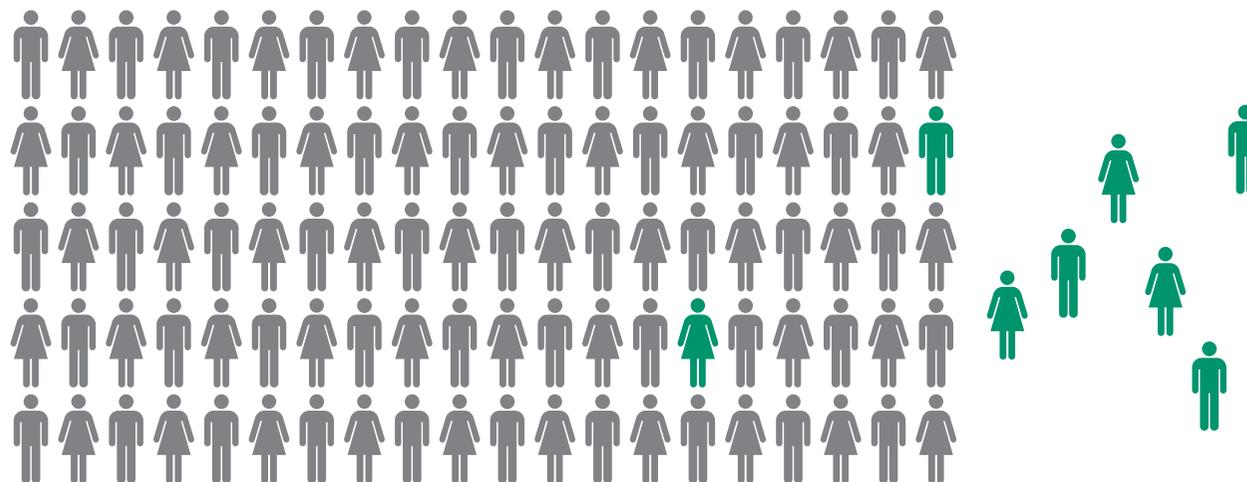
By realising quick, smaller scale projects on the ground the momentum of Middlehaven can be maintained. The belief is that, subject to the right structures being offered, the “urban pioneers” are followed by the “early adopters”, which will create sufficient positive energy and interest in Middlehaven to attract the “early majority”, by which time the delivery becomes self-sustaining and Middlehaven’s image and property values are on an upward trajectory.

WHO ARE THE URBAN PIONEERS AND EARLY ADOPTERS?

While the risks attached to speculative development make it unlikely for the foreseeable future, occupiers still require places to live and work. Consequently we consider that the greatest potential for a bottom-up regeneration of Middlehaven lies in the ability to attract a group of people that are interested in creating spaces and accommodation primarily for their own use rather than seeking purely monetary returns. The young, creative, skilled and well-educated are those most likely to take on the risk of development of interim or permanent uses in Middlehaven, either through a self-build or self-procurement route.

Attracting user-investors has many advantages:

- They are committed to their project and drive it speedily forward to achieve their goal of occupation and use;
- They invest not only their money, but also time, work, commitment, and materials;
- They are in for the longer term and have a personal interest in the success, well-being and improvement of the neighbourhood and may also take an active role in the community;
- Their individual investment spreads the risk of redevelopment, and potential failure by one has only limited impact overall;
- Their measure of success goes beyond just 'developers profit';
- They are more likely to be willing to take measured risks;
- They bring not only bricks and mortar but vibrant activity to Middlehaven.



Cursory evidence points towards there being an appetite by some people for this type of development offer in Middlehaven. Soft market testing will need to be undertaken to confirm that there is demand and to refine the offer that will put on the table.

“WHAT’S IN IT FOR THEM?”

The attraction of Middlehaven to these people will be a ‘can do’ approach with opportunities and conditions here that they have no-where else in the region.

Attractors can include:

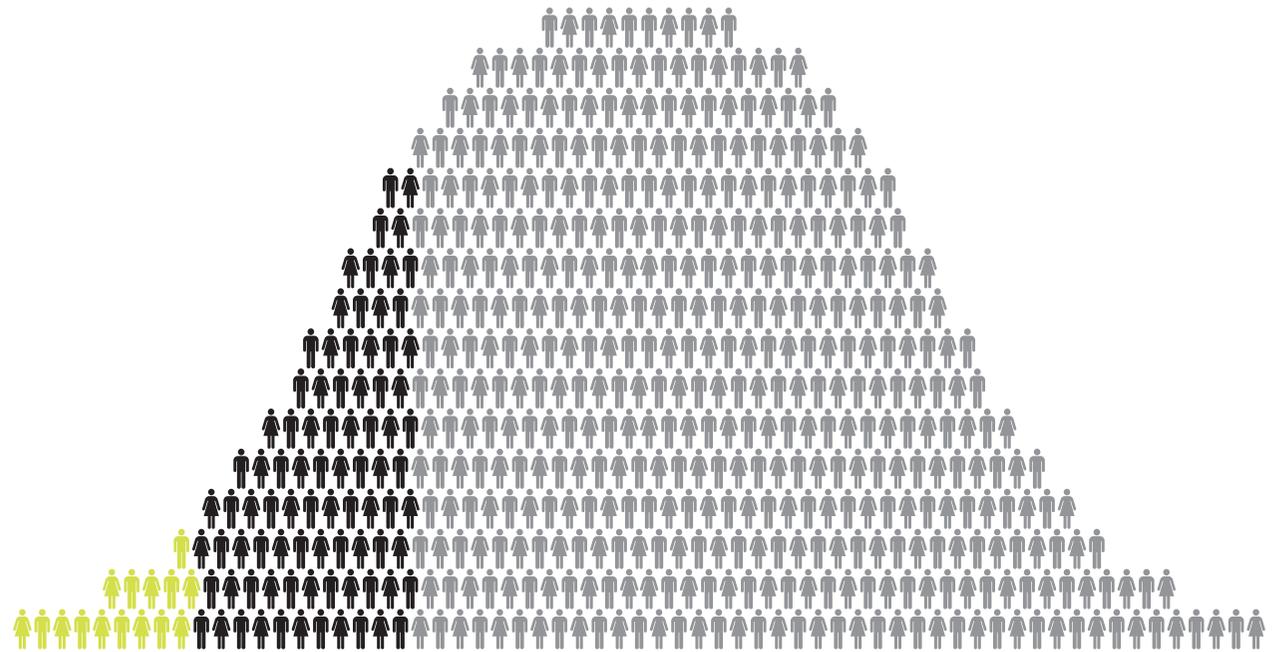
- A flexible approach to offer bespoke incentives to get the project off the ground by reducing individual risk and minimising capital cost, particularly at the outset:
 - Flexible land deals – such as shared/retained equity, deferred payments and ground rents;
 - Facilitate or provide access to finance, e.g. loan guarantees;
 - Simplified planning procedures;
- ‘Oven ready’ serviced development sites; and
- Provide help and advice;
- To have the opportunity to build your own individual home/working, space, that is not a standardised solution;
- To afford more space or get flexibility in how to use the property over time;
- To benefit from value increase in the area;
- To be in a central location close to public transport;
- To be in an attractive urban environment with a mix of uses and local facilities;
- To be with like-minded people and part of a movement;
- To embrace the low carbon agenda;
- To take a role in the community;
- To be creative and innovative; and
- To realise your own dream.

HOW TO INITIATE DELIVERY

While the availability of a plentiful supply of publicly owned land presents a good starting position for this approach, the challenge is to find and engage with the urban pioneers and early adopters. We are convinced they are out there, some may have already ideas they intend to pursue, others may only start considering opportunities if they become aware of them. We need to plant ideas, cultivate and harvest them if we are to deliver Middlehaven with this innovative and fine grained approach.

The 'Diffusion of Innovation' theory describes the innovators and early adopters as younger in age, having a higher social status, more financial lucidity, advanced education and as being more socially forward. This is the target group. In this group we are looking for people that have an interest in developing property. As we wish development to come forward quickly, despite a weak market, the focus here is on finding people with an interest to develop spaces for their immediate own use or business venture, rather than as a financial commodity.

We have identified two target groups that are likely to have innovators and early adopters in their midst. These are the creative community, including local entrepreneurs and members of the cultural and academic community in Middlesbrough, and the community of local builders, smaller developers and other development professionals. These two groups are the starting point for engagement.



Everett Roger's 'Diffusion of Innovation' bell-curve shows the role of Innovators (Urban Pioneers) and Early Adopters.

The Diffusion of Innovation theory outlines how the adoption process can be enhanced:

- having a highly respected individual within a social network adopt an innovation, e.g. the Mayor of Middlesbrough;
- creating an instinctive desire for a specific innovation, i.e. spell out the opportunities and benefits one could achieve;
- inject innovation into a group of individuals who would readily use an innovation, i.e. the identified target groups; and
- provide positive reactions and benefits for early adopters, i.e. PR through media coverage, TV, to tangible development benefits that de-risk and enhance viability, such as deferred land cost, lower building cost and assistance.

These then are the ground rules to promote our approach to delivery:

- Massive small change – implementation by many individual parties, including local people and local businesses;
- A 'parcelisation' plan that forms the basis for controlled release of lots and plots, one regular Lot is 15m wide by 30m deep = 450 sqm = 0.11 acre; and
- Public sector to micromanage development parties, mediating interim uses and take responsibility for land preparation, marketing, disposal and parcelisation, besides providing other help and incentives.

6.3 DELIVERY ROUTES

The following section sets out the four strands of the delivery approaches which are suitable for driving the regeneration of Middlehaven in difficult market conditions and into economic recovery. The Urban Pioneers route acts as a catalyst and should come first, while the other routes can be progressed in parallel whenever there is demand.

1) URBAN PIONEERS

Objectives

- To attract agents of change that want to develop in the area for themselves to live and/or work.
- to get development going thereby maintaining momentum and changing perceptions.
- to begin to create a resident community with a strong desire for the well-being and development of the neighbourhood.
- to establish Middlehaven as a 'can do' development environment.

The sites

- Sites that are vacant, in public control and need a minimum of up-front investment for re-mediation and provision with utilities.
- Sites that offer greater potential to initiate a step change in perception.
- Sites that allow co-location of development to promote nucleus of activity and establish sense of community.
- Sites that are close to or adjoin existing development.

Size of sites

- One or two lots.
- Lots may be subdivided into a few plots by developing party.

Time line

Phase 1 – Immediate – 2012 onwards.

Target groups

- Creative community.
- Local development community.
- End users that are investors ie prospective owner occupiers from all sectors.

Type of development

- Residential: apartments, lofts/ shell & core, terraced, semi-detached and detached houses (the latter two subject to location) with ideally one unit occupied by owner.
- Owner occupied live work units.
- Commercial: offices, studios or workshops, or managed workspace.
- Leisure, ancillary retail, restaurant or cultural use as part of a mix with one of the above.

Output

- Innovative new buildings
- Mixed architectural style
- New dwellings
- New business space
- New jobs
- Activity on site/footfall

Land preparation

Focus on sites which require minimum up front costs.

Infrastructure & utility requirements

Focus on sites which require minimum up front costs.

Land release strategy

Long leasehold (>100 years) with no ground rent but a stipulation that on first sale or after a stated period, the Public Sector will realise an equity stake based upon a stated percentage of sale price or 3rd party valuation.

Funding

Assisted by way of bank guarantees if required/possible. Consider offering loan fund covering phased release during construction and which is repaid after 3-5 years when converting to conventional mortgage.

Capital funding for infrastructure and public realm

In the spirit of the Urban Pioneers Initiative, the Public Sector/MBC needs to fund these early works from their own resources or cross fund from other elements of Middlehaven. The costs are however minimised by site selection and use of existing infrastructure wherever possible.

Revenue funding for maintenance of public realm

Middlehaven Management Company to be established and service charge provisions to be made in all disposal documentation. Service charge recovery to be closely managed to ensure that it does not make Middlehaven unattractive/uncompetitive from a financial perspective.

Process

Competition promoted by extensive PR and decision made by selection panel. Legal costs subsidised. Other opportunities to be realised as they arise.

Marketing

Limited advertising with emphasis on PR in local press.

Facilitator role

Technical assistance offered.
Project officer/single point of contact.

Risks

Developer fails to complete building and site reverts to Public Sector which can finish and sell to exit or demolish (bank may have first step in rights).
Developer defaults on loans - offset by taking possession of the property.

2) CONTROLLED LAND RELEASE

Objectives

- To provide a continuous supply of land to interested development parties to fuel the process of change.
- To ensure future development is in the right location to fit with the overall mix and character, to create critical mass and to strengthen existing activities.
- To control land release as to retain continuing interest and site up-take and encourage efficient use of land.
- To locate development as to ensure the development of continuous and coherent urban fabric along streets.

The sites

- Vacant sites in public ownership, that are adjoining or in proximity to previous development phases to provide continuous development and synergies with existing activities.
- In principle release plots along the perimeter of super blocks first before releasing internal sites.

Size of sites

- One or two lots.
- Lots may be subdivided into a few plots by the developing party.

Time line

Phase 2 – short, medium and long term (start 2012).

Target groups

- All suitable parties, but preferably local or regional groups.
- Focus on owner occupiers rather than investors.

Type of development

- Residential: apartments, lofts/ shell&core, terraced, semi- detached and detached houses (the latter two subject to location) with at least one unit occupied by owner (this may be relaxed when development momentum is self sustaining).
- Owner occupied live work units.
- Commercial: offices, studios, workshops, or managed workspaces.
- Leisure, ancillary retail, restaurant or cultural use as part of a mix with one of the above.

Output

- Innovative new buildings
- Mixed architectural style
- New dwellings & budget hotel
- New business space
- New Jobs
- Activity on site/footfall

Land preparation

Focus on sites which require minimum up front costs but be prepared to assist or structure land deal to reflect cost.

Infrastructure & utility requirements

Focus on sites which require minimum up front costs and be prepared to assist or structure land deal to reflect cost.

Land release strategy

Approach to be as flexible as possible in response to developer requirements. Leasehold preferred to freehold due to greater control and easier recovery of service charge if implemented.

Examples:

Route 1: Long leasehold with peppercorn rent for (say) 3 years to cover construction period and early years of difficult cashflow. Ground rent commences thereafter at market rate and can at any time, upon payment of a premium, convert to a peppercorn throughout the remaining term of the lease. Premium to be negotiated or if parties unable to agree, fixed by 3rd party valuer.

Route 2: Long leasehold with no ground rent but stipulation that on first sale or after a stated period (say 5 years) Public Sector will realise an equity stake based on a fixed percentage of sale price/3rd party valuation.

Route 3: On some peripheral sites which do not benefit from common services/infrastructure/landscaping, a simple freehold sale can be considered rather than conversion to long leasehold.

Funding

Could be assisted by way of bank guarantees if required. Consider offering loan fund covering phased release during construction and which is repaid after 3-5 years when converting to conventional mortgage.

Capital funding for infrastructure and public realm

Depends upon the scale of the proposal however it is envisaged that the Public Sector/MBC will provide up front and recover the cost by way of land value generated. This also prevents more complex procurement routes being forced on us. Tax Incremental Funding if made available could be a solution.

Revenue funding for maintenance of public realm

Middlehaven Management Company to be established and service charge provisions to be made in all disposals and to be passed on to occupiers. Service charge recovery to be closely managed to ensure that it does not make Middlehaven unattractive/uncompetitive from a financial perspective.

Process

Keep lot size under OJEU threshold and exert control through planning to minimise disposal conditions thereby enabling simpler streamlined land deals rather than expensive and time consuming procurement.

Where opportunities for special purchaser status, OJEU procedures may not apply e.g. Building for owner occupier with own developer.

Need to ensure principles of transparency and public accountability still applied.

Marketing

Site boards, advertising (mainly local), PR using local and national media.

Facilitator role

Technical assistance offered.
Project officer/single point of contact.

Risks

Developer fails to complete building - site reverts to Public Sector which can finish and sell to exit or demolish (bank may have first step in rights).

Developer defaults on loans - offset by taking possession of the property.

3) LARGER SCALE DEVELOPMENT

Objectives
<ul style="list-style-type: none"> To provide an open door and be flexible to accommodate larger development schemes of any type provided that they fit in with and add to the wider vision for the area and can be delivered in a defined period of time (so as to not sterilise land).
The sites
<ul style="list-style-type: none"> Primary in the Middlesbrough Dock area, where development of larger scale and massing are suitable Other suitable sites where development can support the regeneration objectives for the area and complement or strengthen existing uses (including internal sites if no alternative sites are suitable). Sites which require a larger critical mass of development to offset large/complex infrastructure.
Size of sites
<ul style="list-style-type: none"> Larger sites
Time line
<ul style="list-style-type: none"> Immediate
Target groups
<ul style="list-style-type: none"> Open
Type of development
<ul style="list-style-type: none"> Open as long as it fits in with the objectives.
Output
<ul style="list-style-type: none"> New dwellings New business space New school and education facilities New facilities/amenities Hotel New Jobs Activity on site/footfall Ability to cross fund other development

Land preparation
Be prepared to assist or structure land deal to reflect cost and cashflow.
Infrastructure & utility requirements
Be prepared to assist or structure land deal to reflect cost and cashflow.
Land release strategy
Avoid public element or conditions which may turn the transaction into procurement rather than land sale making OJEU or Competitive Dialogue procedures necessary.
It must be recognised that in some instances, these procedures need to be implemented.
Approach should generally be flexible and feature phased land draw down as required for development rather than conveying whole to developer at the outset thereby easing cash flow concerns but also retaining an element of control.
Funding
Privately funded.
Capital funding for infrastructure and public realm
Larger scale development can sustain provision of its own infrastructure. This will be reflected in the procurement route and the land price.
Revenue funding for maintenance of public realm
Middlehaven Management Company to be established and service charge provisions to be made in all disposal documentation to be passed on to occupiers. Service charge recovery to be closely managed to ensure that it does not make Middlehaven unattractive/uncompetitive from a financial perspective.
Process
Keep lot size under OJEU threshold of £3.9M and exert control through planning to minimise disposal conditions thereby enabling land deals rather than procurement.
Where opportunities for special purchaser status, lengthy OJEU procedures can be avoided e.g. Building for owner occupier. Need to ensure principles of transparency and public accountability still applied.

Marketing
Site boards, advertising (mainly local), PR.
Facilitator role
Project officer/single point of contact.
Risks
Developer fails to complete building - site reverts to Public Sector which can finish and sell to exit or demolish (bank may have first step in rights).

4) MEANWHILE USES

Objectives	Type of development	Infrastructure & utility requirements
<ul style="list-style-type: none"> ▪ To make meaningful interim use of vacant land up to the point of development. ▪ To draw attention to Middlehaven and to stimulate interest in Middlehaven. ▪ To change perception of the area and enhance values. ▪ To promote a diverse, rich and inspiring environment. ▪ To provide opportunity spaces for marginal or mainstream activities, including voluntary or commercial ventures, for the local and wider community. ▪ To instil a sense of ownership coupled with responsibility and care for lands that otherwise would be a burden to the public sector. ▪ To retain sites for the future intensification of the area. 	<ul style="list-style-type: none"> ▪ “Space for ideas” – “stake a claim” – “plots in exchange of responsibility”. ▪ All types of temporary land uses that are suitable for the areas available, bring activity and do not have a detrimental effect on neighbouring sites and development. ▪ These can include: <ul style="list-style-type: none"> ▪ Community gardens; ▪ Allotments; ▪ Urban farming; ▪ Event, exhibition and market spaces; ▪ Sports and leisure spaces; ▪ Artist studios, exhibitions, workshops & galleries in vacant buildings; ▪ Spaces for start-up businesses; ▪ Clubs and cafes, etc. ▪ Projects should be inherently active and enhance the environment. ▪ The controlled use of sites as visitor car parks could be pursued to generate footfall in and through the area with the aim to increase patronage of local facilities and widen awareness of Middlehaven regeneration. ▪ Temporary wildflower meadows on vacant and accessible sites could be considered to enhance environment and image 	<p>Minimal.</p>
The sites	Output	Land release strategy
<ul style="list-style-type: none"> ▪ Vacant sites and unoccupied buildings that are not likely to be brought forward for development in the near future and which would not detrimentally affect other live development. 	<ul style="list-style-type: none"> ▪ Activity on site ▪ Short term jobs ▪ Cultural enrichment ▪ Sports/leisure facilities ▪ Visual amenity ▪ Enhanced profile of Middlehaven 	<p>Licence agreements for limited terms (say 1/3/5/10 yrs) with licence fee reflecting nature of proposed use, likely return and level of investment.</p> <p>License fee may be zero for community uses;</p>
Size of sites	Land preparation	Funding
<ul style="list-style-type: none"> ▪ Size depends on the proposed use, rental agreement and management capability. 	<p>Minimal. Buildings to be weather tight and safe.</p>	<p>Privately funded but with technical assistance on accessing public funds where appropriate. Where use of the land relieves the public sector of liability, look to pass saving on to assist eg moving responsibility for maintaining landscape on to licensee, or involves permanent work such as construction of a road or footpath.</p>
Time line		Capital funding for infrastructure and public realm
<p>Short, medium and long term (start immediately).</p>		<p>Depends upon proposed use and potential income generation. Principle should be established that costs are borne by the occupier in most cases</p>
Target groups		Revenue funding for maintenance of public realm
<ul style="list-style-type: none"> ▪ Individuals. ▪ Community groups. ▪ Voluntary organisations. ▪ Businesses – local wherever possible. ▪ Best if it is strongly routed in the community – self-help nature. 		<p>As above, contribution by way of service charge.</p>
		Process
		<p>No formal process, opportunity led.</p>
		Marketing
		<p>No direct marketing, opportunities arise through other marketing efforts and direct approaches to Council and Partners</p>
		Facilitator role
		<p>Project officer/single point of contact.</p>
		Risks
		<p>Land is not reinstated on expiry/termination.</p>

6.4 A PLAN FOR ACTION

The key to Middlehaven's success will be to transform it into a place where people want to be, for working, living or visiting. A place that is open to different ideas and aspirations, a place for experiment, a place with a 'coolness factor', and where change happens.

With Boho, the College, MyPlace and others, the typical regeneration catalysts are already here. They attract new user groups (the young and the creative community) and potential change makers (the entrepreneurially minded) into the area. Now it is for the Middlehaven partners to establish the right condition to build on this potential, harness already existing developer interest and stimulate further change and development.

This requires partners working hand in hand and pro-actively to jointly drive and facilitate the regeneration of Middlehaven.

This framework proposes a plan for action that requires the undertaking of three interrelated work streams:

1 Promoting Middlehaven

2 Actively supporting and facilitating development

3 Ensuring a well designed place

Each work stream gives general guidelines on the actions that are required by partners (or their delivery entity) to drive delivery forward. The three work streams are set out in more detail on this and the following page.

The first delivery project is the Urban Pioneers Project, which should be implemented together with the park. It aims to bring about a step change in the image and perception, build confidence and establish a new market. It must capture the minds and focus like a spotlight attention onto Middlehaven. It aims to road test and refine the small scale delivery approach for later delivery stages.



1 Promoting Middlehaven

- Develop a communication strategy for Middlehaven and brand it as an attractive place for development, full of innovation and creativity;
- Keep people informed of what is going on;
- Use Middlehaven as test-bed for new development approaches / design competitions - attracting interest and coverage by the local, regional and national press;
- Support the emergence of a culturally rich and creative environment by providing low cost spaces in existing buildings or lands for initiatives to emerge;
- Support activities such as festivals, cultural or sports events with Middlehaven as the venue to bring visitors in and make the area more known;
- Attract Middlehaven ambassadors - people with a stake in the area who promote the place and its development; and
- Reduce barriers and provide support for involvement or investment in Middlehaven.

2 Facilitating & supporting development

- Set up a dedicated team tasked with managing the regeneration process with a clear mandate and leadership;
- Embrace the concept of 'massive small change', and encourage incremental delivery through a multiplicity of smaller and different development interests, while keeping an open door to any other suitable development;
- Parcel-up of development sites into bite-sized chunks, 'lots', that can accommodate a range of developments and typologies;
- Provide infrastructure, reclaim and prepare sites for development prior to land disposal where necessary;
- Undertake strategic and controlled land release to ensure continuous growth of the neighbourhood from already established areas outwards, and a sufficient supply of sites to satisfy demand;
- Support and incentivise development, whilst establishing mechanisms and conditions that ensure that up-front investment is recaptured from the increase in value at a later stage; and
- Undertake capital projects to enhance the environmental quality, provide local amenity and necessary infrastructure, including community facilities.

3 Ensuring a well designed place

- Provide an opportunity for a range of social and economic town centre developments, both small and larger scale;
- Promote a mix of uses and sufficient density to create demand and support for local facilities and services;
- Promote a mixture of housing types in terms of style, size and affordability to create a truly mixed community;
- Create a robust urban structure and street network that can accommodate and support a wide range of uses now and in the future, and is suitable to phased and incremental delivery;
- Make Middlehaven an integral part of Middlesbrough town centre by creating better local connections, and promoting walking and cycling as primary means to move around the area, while improving public transport access;
- Create an urban street condition with a street space that is enclosed, overlooked and animated by buildings;
- Create distinct new public spaces as a focus and attraction for the local and wider community; and

- Ensure consistent approach to development form within defined character areas to contribute to a coherent character sense of place;

This document provides a framework that is sufficiently flexible to accommodate the type of uses and development form for which there is demand and interest, so as to shape the neighbourhood over time, whilst ensuring adherence to the overall vision for Middlehaven.

6.5 PHASING

This section establishes an indicative phasing for development. As set out earlier in this document, there are many challenges to delivery in Middlehaven, including that it relies on the establishment of a new market and the generation of development interest. Delivery will be affected by a multitude of factors, many of which are outside of the control of the delivery partners.

GVA estimates the following broad take-up / delivery figures for development per annum in Middlehaven:

Type	Pessimistic (pa)	Optimistic (pa)
Apartments	20 units	50 units
Houses	40 units	90 units
Offices	2,500 sq m	5,000 sq m

Earlier completion levels are expected to be on the pessimistic side while as development gains momentum and recovery gathers pace they should move towards the optimistic end of the scale.

Providing specific time lines against development outputs amounts to a bit of crystal-ball gazing at this stage. Nevertheless, two indicators are provided for each phase to give a general idea of how much development could potentially be delivered. These are:

- the estimated take-up over the phasing period; and
- the estimated development capacity of the phasing area.

Please note, that these are highly indicative figures, and that both figures do not necessarily align.

This can be due to a number of factors, including:

- development capacity assumes an efficient use of the plot, which includes allowance for later on-plot intensification;
- parts of the area, such as Boho and Middlesbrough Dock area are not suitable for large quantities of houses, despite a high demand for houses;
- the bracket of non-residential uses includes many more uses than just offices (development forecast), including leisure, hotel, work space and education uses; and
- the framework assumes that the area can become an attractive business location and can deliver a greater volume of commercial development at a later phase than anticipated by the current take-up rate.

Phasing Principles

A number of principles guide the sequence of how development should come forward in Middlehaven:

- New development should join up with previously developed sites, so as to benefit from existing activity levels, building up a contiguous fabric, and creating a greater critical mass to support footfall.
- Cleveland Street (towards the river) and Bridge Street East / Lower Gosford Street (towards the college) should be developed first, to create a core with lively and animated streets.
- Subsequent development is expected to move from this core outwards along existing streets, both to the east and west.

- New access roads, public spaces and other required infrastructures are implemented only when an area comes forward for development.
- Block interiors should remain undeveloped and available for temporary uses until the area has been fully developed.
- The bridge over the dock and associated upgrade to Scott's Road should be implemented early on. This will not only provide ease and directness of access into the area, but also create a real gateway into Middlehaven, and considerably improve the image of the area for potential investors.

The four phasing plans, that follow the illustrative masterplan, are indicative of how development could come forward in response to above principles.

They are not a blueprint, and actual development may come forward in a different order. Sites around the dock, for example, could come forward earlier on, if there is developer interest for a suitable larger scale building that could act as a catalyst.

With development reliant on a multitude of actors on their individual plots, delivery will be organic rather than linear. Some plots may be already completed while others are still under construction. Some plots may not find an interested development party and stay vacant for some time. The pattern of development is likely to resemble an intensifying patchwork of completed sites that over time join up and crystallise to a coherent urban form, rather than the idealised scenarios of completed development zones shown in the phasing plans.

PHASE 1 - REDEFINING MIDDLEHAVEN (2013 TO 2016)

Phase 1 sees the development of the central section of the Boho area and the creation of the Civic Spine;

This includes the following:

- Implementation of the Urban Pioneers Project alongside the park and Cleveland Street;
- Building of the Middlehaven Park and enhancement to the Riverside Square;
- Mixed use development between Lower East Street and Bridge Street East. This may include a spectrum of town centre uses, including a supermarket and other retail uses, leisure and hotel uses, A3 and A4 uses, a multistorey car park, residential and office uses;
- Development of other vacant sites in the Boho area;
- Completion of the Whickham Villa development;
- Building of the Dock Bridge and upgrade to Scott's Road;
- Promotion of larger footprint development to the south of the Dock, including at the Manhattan Gate Phase 3 site, together with the creation of associated public spaces along the dock edge;
- Seeking temporary uses for vacant existing buildings, such as the Captain Cook Pub, and temporary use of vacant land, for parking or as wildflower meadows; and
- CPO of remaining properties at St. Hilda's.

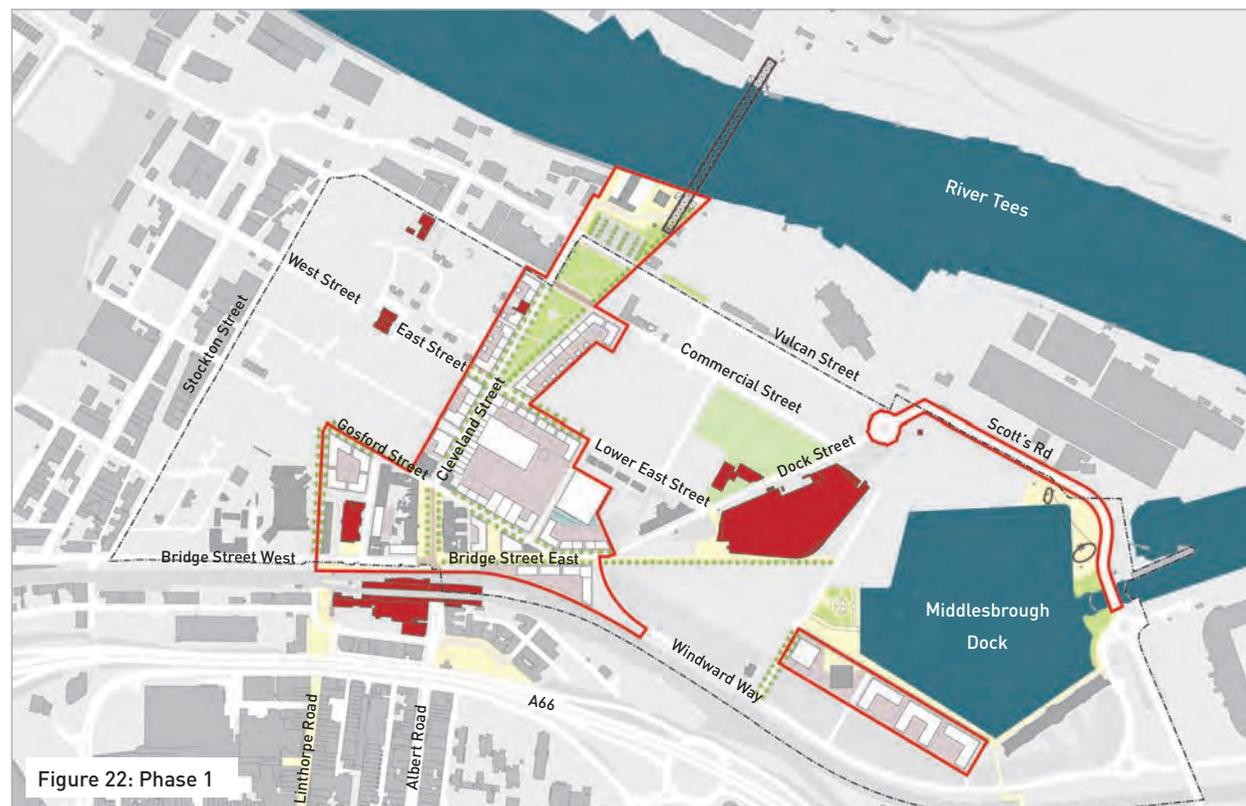
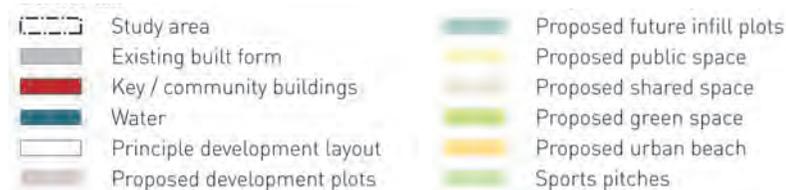


Figure 22: Phase 1

Estimated potential development output

Type	Estimated site capacity (range commercial - residential focus)	Estimated take-up over duration of phase 1 (range pessimistic - optimistic)
Apartments	65 - 95 units	80 - 150 units
Houses	70 - 115 units	120 - 240 units
Non-residential uses	30,000 - 40,000 sqm	7,500 sqm - 15,000 sqm (offices only)
Retail + Community	6,300 - 7,300 sqm	n/a

PHASE 2 - MOBILISING FOLLOW ON DEVELOPMENT (2017-2020)

Phase 2 sees outward development from phase 1 to the east and west and towards Middlesbrough Dock.

This includes the following:

- Release of land for follow-on primary residential development along East Street and Lower East Street, as well as along Commercial Street;
- Establishing South and North Street and a new square around the Old Town Hall, which is refurbished;
- Enhancement to Tower Green, including community gardens;
- Promotion of the north side of the dock for development together with the creation of public spaces along the dock edge;
- Promotion of development on Bridge Street West and the southern end of Stockton Street; and
- Development of additional sports pitches adjacent to the college sports fields.

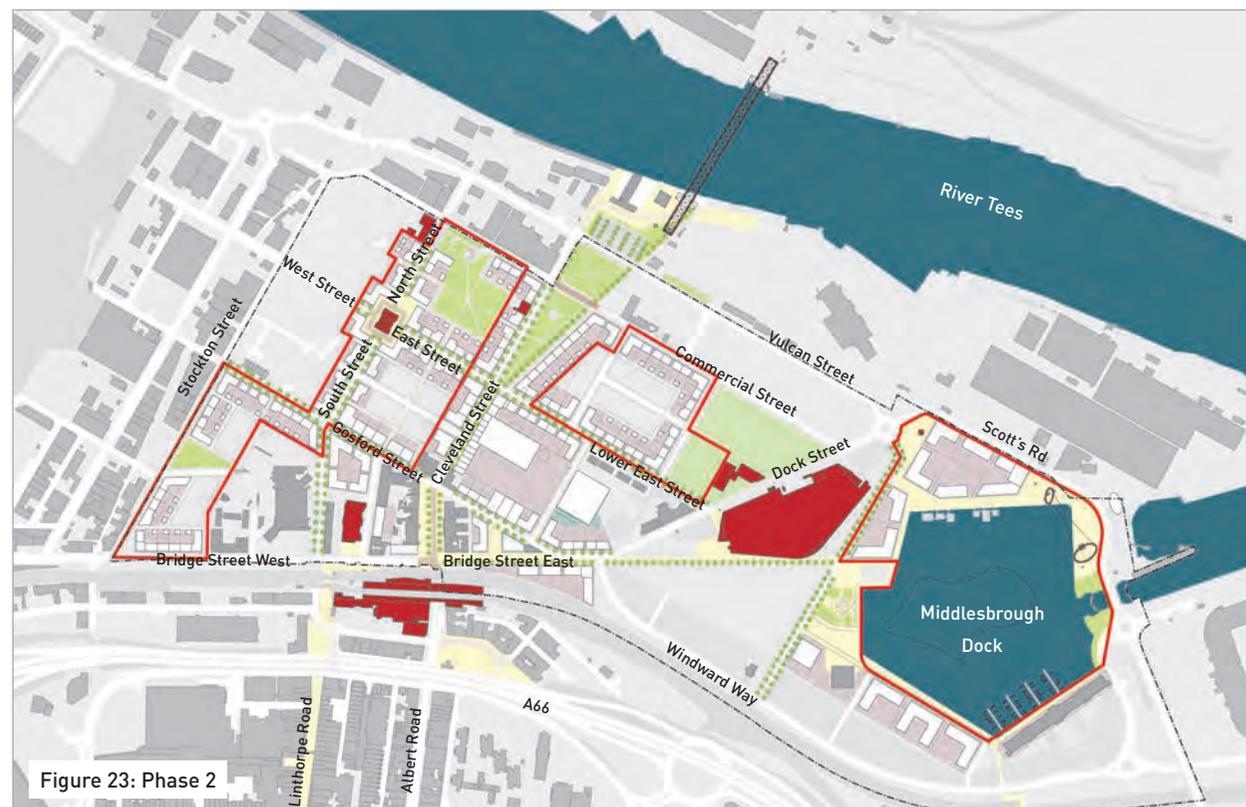


Figure 23: Phase 2

Estimated potential development output

Type	Estimated site capacity (range commercial - residential focus)	Estimated take-up over duration of phase 2 (range pessimistic - optimistic)
Apartments	210 - 310 units	80 - 150 units
Houses	120 - 205 units	120 - 240 units
Non-residential use	60,000 - 85,000 sqm	7,500 sqm - 15,000 sqm (offices only)
Retail + Community	1,200 sqm	n/a

PHASE 3 - COMPLETING MIDDLEHAVEN (2021-2025)

Phase 3 includes the continued extension of Middlehaven adjoining phase 2, this includes:

- Development of lands to the west of Middlehaven along the northern part of Stockton Street;
- Development of sites to the north of the College Sports Fields; and
- Development of the triangular site to the south of the college.

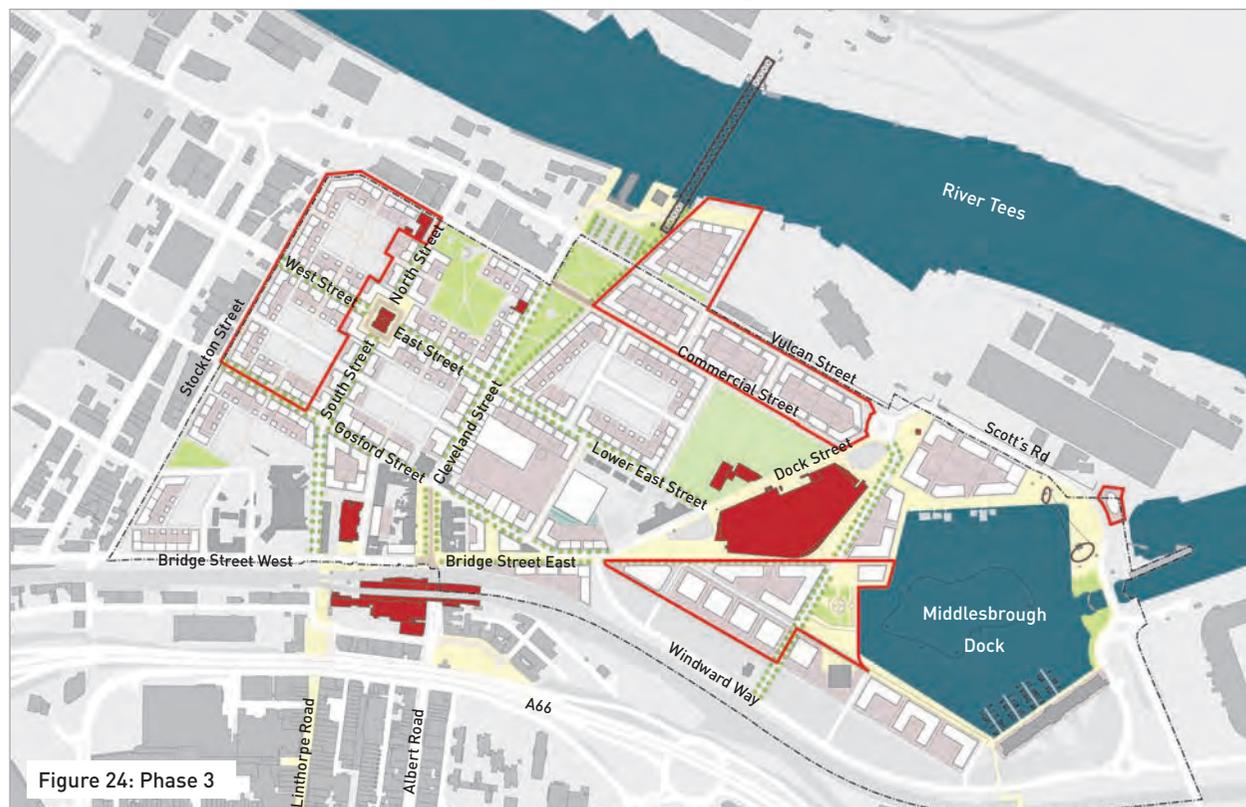


Figure 24: Phase 3

Estimated potential development output

Type	Estimated site capacity (range commercial - residential focus)	Estimated take-up over duration of phase 3 (range pessimistic - optimistic)
Apartments	180 - 265 units	80 - 150 units
Houses	150 - 215 units	120 - 240 units
Non-residential use	39,000 - 56,000 sqm	7,500 sqm - 15,000 sqm (offices only)
Retail + Community	900 sqm	n/a

PHASE 4 - INTENSIFICATION IN CENTRES OF SUPERBLOCKS (2026-2030+)

Phase 4 includes the release of sites in the interior of the superblocks for intensification.

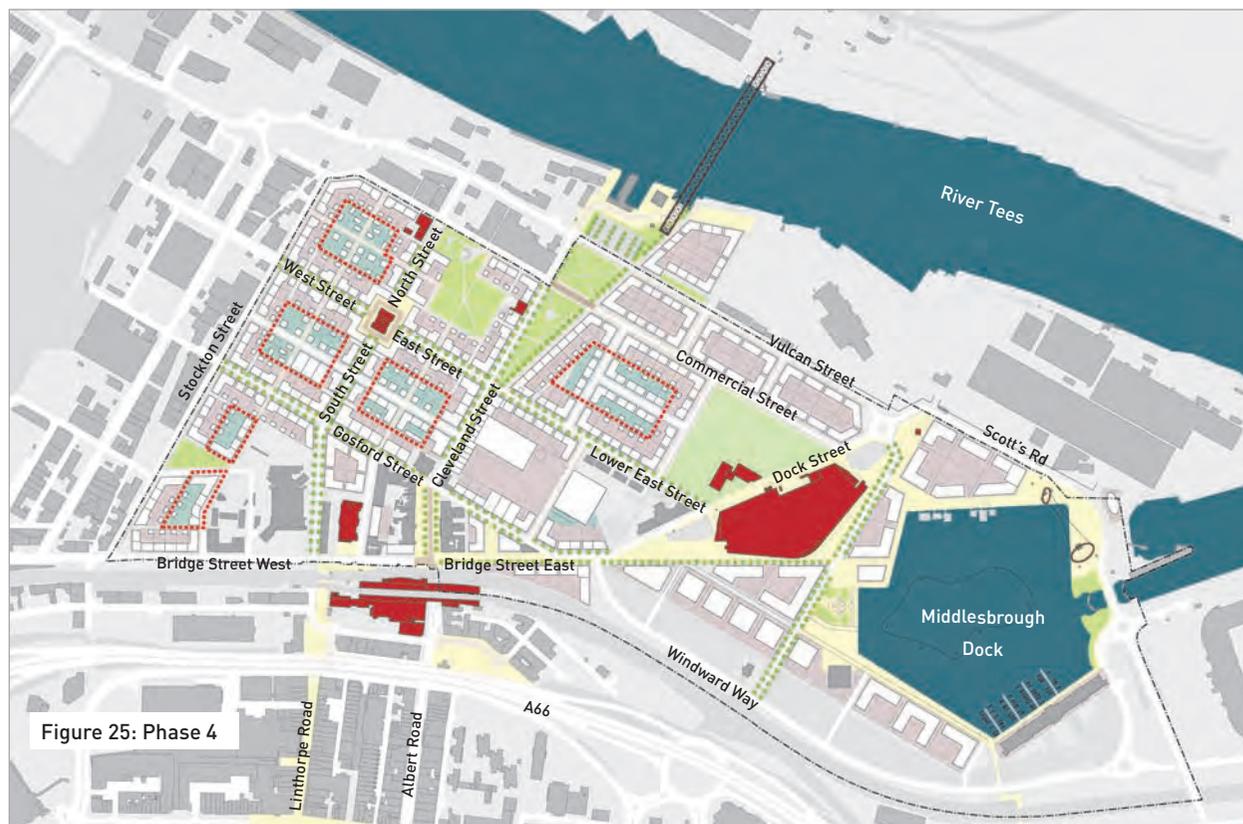
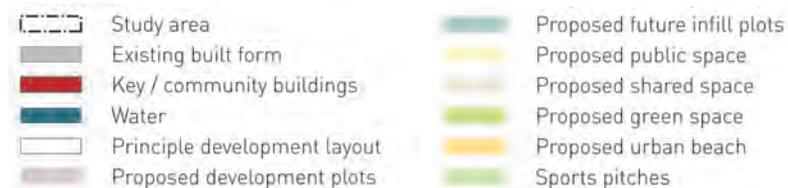


Figure 25: Phase 4

Estimated potential development output

Type	Estimated site capacity (range commercial - residential focus)	Estimated take-up over duration of phase 4 (range pessimistic - optimistic)
Apartments	50 - 60 units	80 - 150 units
Houses	70 - 120 units	120 - 240 units
Non-residential use	12,500 - 21,500 sqm	7,500 sqm - 15,000 sqm (offices only)
Retail	n/a	n/a

6.6 PLANNING ROUTES

The Middlesbrough Local Development Framework (LDF) Core Strategy and Regeneration DPD both identify the need for a Greater Middlehaven SPD in order to give “detailed design guidance...on design requirements, layout of uses and implementation mechanisms” (Regeneration DPD, Para. 3.1). However, in order to ensure that delivery of development takes place and that the best possible use is made of the planning mechanisms at the Council’s disposal, this commission has explored four different possibilities in terms of planning routes to deliver the masterplanning framework. They are:

- 1 Supplementary Planning Document (SPD) with full planning applications by developers;**
- 2 Outline permission by public sector with reserved matters by developers;**
- 3 Planning Performance Agreement (PPA); or**
- 4 Local Development Order (LDO)**

An analysis of the disadvantages and advantages of each route is summarised below.

Proposed LDF Review

Further to these four options a review of the housing elements of the LDF Core Strategy and Regeneration DPD is underway. There is the potential within this review to incorporate parts of this document into the new housing policies.

SPD

A Supplementary Planning Document (SPD) is the traditional planning route by which to shape development in more detail than in the development plan. An SPD needs a policy ‘hook’ in a development plan document and this already firmly exists in the Middlesbrough Core Strategy and Regeneration DPD. However, the contents of an SPD need to be in accordance with LDF policy which this document which not be at present. Following the completion of the LDF review, the housing elements of this document could therefore be adopted following a period of public consultation as SPD. It is a long route to development on site as additionally to the preparation of the SPD by the public sector, developers will also need to submit detailed applications. As such it has major resource implications for both public and private sector. An SPD gives the developer a medium level of certainty as to what will be required but offers less certainty than the other two routes. Conversely, SPDs have the most flexibility on how to design proposals. SPDs should give clear guidance for what a section 106 should cover, however, this will still need to be negotiated throughout the development process.

The adoption of this masterplan and its associated design codes adopted as SPD should provide sufficient detail to guide most developments without the need for further more detailed SPD.

OUTLINE PERMISSION BY PUBLIC SECTOR WITH RESERVED MATTERS BY DEVELOPERS

The combined approach of an outline permission by the public sector followed by reserved matters by developers means that the resource burden is shared between public and private sectors. Developers are given a high level of certainty over the acceptability of development, but will need to submit reserved matters proposals that are in line with the outline permission. Otherwise a fresh application will need to be made. S106 requirements should be negotiated at the outline planning application stage, so developers should be clear on what their contribution is. This route has the potential to be shorter than the SPD route, where more detailed SPD are required beyond the masterplan and design codes.

PLANNING PERFORMANCE AGREEMENTS

There is also the potential to use Planning Performance Agreements (PPA) for areas of Middlehaven. PPA is an agreement between the local planning authority and applicant for a specific development proposal which identifies a defined shared vision and identifies key milestones and timescales for the delivery of a planning decision, by both the local planning authority and the applicant. PPAs are about improving the quality of planning applications and the decision making process through collaboration. This option may be time consuming for the local authority but would provide greater certainty for the private sector. Such an approach is more suited to complex applications either in terms of scale, constraints, design issues and/or mix of uses.

LOCAL DEVELOPMENT ORDERS (LDO)

LDOs have not yet been implemented for this type of scheme; so far they have usually been used to permit one type of development (such as small scale energy generation). They are seen by Government as a means to simplify the planning process, but they do have the potential to be complex particularly where they are dealing with a range of land uses and issues. Other approaches are available which are simpler. Resource implications fall heavily on the public sector, though developers are permitted to contribute to the cost. The benefit of this approach is that developers have greater certainty over what is permitted, and do not need to submit an application if their scheme is in conformity. They are rigid in what they allow and there is no scope for interpretation or innovation.

This approach however offers little flexibility if developers want to take a different approach to site development, although they can submit a full planning application in stead. S106 requirements should be clearly set out in the LDO.

A LDO will need to include firm design specification such as a design code to ensure high quality development in accordance with the masterplan. It is also unlikely to be suitable for all areas of Middlehaven where more flexibility in terms of uses is appropriate. It will not be suited to those areas which involve mixed uses of where a high level of control over design quality is required. A LDO may be more appropriate for single type of development at a specific scale e.g. residential at plot level.

CONCLUSION

Having considered the different possibilities in turn, it is considered that all the options may be suitable in different parts of Middlehaven. It is recommended that the housing elements of the Framework are incorporated into the LDF review allowing the majority of the document to be eventually adopted as SPD. It will be down to Middlesbrough Council to assess which planning route will be appropriate in which location. A single approach is unlikely to deliver the form of development aspired to for Middlehaven.

6.7 NEXT STEPS

The framework has identified a number of follow-on initiatives that are required to progress the plan towards implementation. These have been discussed with Middlesbrough Council and its partners and some are already being progressed.

- **Design Codes**

The framework highlighted the need for clear guidance and specification for development that ensures a coherent and high quality development despite the promoted incremental and small-scale approach to delivery. A Design Code for Middlehaven is currently prepared and will complement this framework. It will set standards and design specification for both, the development of the public realm and private development.

- **Bridge Feasibility Study**

A feasibility study for the Dock Bridge is currently prepared by Halcrow. This includes the testing of outline designs for the Bridge and the upgrade of Scott's Road, and preparing budget costs for the works. This study is expected to be completed by July 2012.

- **Soft market testing**

The framework proposes an innovative route to delivery, aiming to attracting many smaller scale development initiatives. This approach rest on the belief that there is a latent and overlooked development interests out there which can be mobilised for the regeneration of Middlehaven. There has been cursory evidence of interest by members of the creative and development community in the Tees Valley for the proposed development approach. The soft market testing will try to identify and engage with potentially interested individuals to gauge their interest and get their views of the delivery approach. This is scheduled to happen during Summer 2012.

- **Land Disposal Strategy**

The Council and its partners intend to produces a Land Disposal Strategy, which develops the delivery propositions by this framework in greater detail. This will sets out how public land can be made available to interested parties and how necessary infrastructures are funded and put in place. This work is to be undertaken during Summer 201 2 and will supplement this framework.

- **Middlehaven Masterplan Adoption**

After completion of the studies referred to above the framework plan and associated documents will be submitted for Executive Approval and statutory consultation. Statutory consultation will be undertaken at this stage to ensure the masterplan has material weight to inform the review of the LDF and to guide development prior to the preparation of an SPD. This is scheduled to start during summer 2012.

- **Communication Strategy**

This will need to be prepared to manage and coordinate the engagement with the wider public and potential investors and developers. The purpose of this strategy is to communicate the masterplan, raise interest, promote development in Middlehaven and report on the progress of implementation. It aims to give the project a strong brand identity and to establish coherent channels of communication. This work will need to be undertaken before the Middlehaven Masterplan is presented to the wider public.

- **Urban Pioneers Project**

As set out in the delivery section of this report (Section 6), the first stage of delivery will be the “Urban Pioneers Project” where a number of sites are released to interested individuals. The scope and detail of this project will be defined by partners following soft market testing. The Urban Pioneers project is a major catalyst for further development in Middlehaven and should be progressed as soon as the Middlehaven Masterplan receives executive approval.

- **Continuous Marketing and Site Disposal**

Partners will continuously market the area to individuals, developers, contractors and other interested parties that wish to bring sites forward. This can take the form of parcelisation and disposal of smaller serviced plots to the release of larger sites to developers that will undertake site preparation themselves.

- **Update of the LDF and Regeneration DPD**

The council is currently undertaking the update of the housing element of the LDF Core Strategy and Regeneration DPD. There is the potential within this review to incorporate parts of this document into the new housing policies.

- **SPD**

The council considers to transform the Middlehaven Design Codes into an SPD. This together with the adopted masterplan, should provide sufficient detail to guide most types of development in Middelhaven. Decision on the SPD has not yet been taken.



Quarter of self-build & self-procure housing, Almere, The Netherlands

