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THE HOUSING PATTERN IN NORTH TYNESIDE SINCE 1945,  
WITH SPECIAL REFERENCE TO NEWCASTLE UPON TYNE.

A Thesis presented to the University of Durham for the  
Degree of Master of Arts.

by

E. Stringer.

December, 1971.

## ABSTRACT OF THESIS

The Housing Pattern in North Tyneside since 1945, with special reference to Newcastle upon Tyne.

The thesis studies the development of housing, both municipal and owner-occupied in North Tyneside, since the Second World War, concentrating mainly on the period between 1945 and 1968. It examines at a general level the relationships between modern development and pre-existing settlement and reviews some of the implications of future plans for housing.

The study concentrates on the types and numbers of houses being provided by each local authority and the land requirements involved. In addition the types of house on the market and their cost are also considered.

Special reference is made to Newcastle upon Tyne which is seen as the main influence on the settlement, and therefore of the housing, pattern. In particular the development of municipal housing within its boundaries and immediate vicinity and the consequent migration of owner-occupied housing to the perimeter of the conurbation and beyond the Green Belt is a dominating theme.

In addition, special aspects of housing are examined, for example, the nature of overspill as represented by Killingworth Township and of planned growth as illustrated by Cramlington New Town. Tynemouth has been chosen to represent the problems of a coastal dormitory suburb.

House-building by the private developer is an important determining factor in the character of the housing pattern. The need to provide more 'executive' housing is becoming increasingly urgent and this is considered in the final chapter which also re-emphasizes that although there is a general migration of private housing and a decentralisation

to a lesser degree of municipal housing, Newcastle acts as a magnet and a hub in determining the nature and distribution of housing in North Tyneside.

## ACKNOWLEDGEMENTS

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## INTRODUCTION

1 This dissertation examines changes in the housing pattern in North Tyneside since 1945. It is involved therefore with settlement changes and the growth and decay of the conurbation area.

2 However, housing itself is a separate part of settlement, and in the following chapters an attempt is made to study specialised aspects of housing. For example, the contributions of both private and Local Authority housing developments are highlighted. (the terms private and owner-occupied housing are used synonymously in this thesis).

3 North Tyneside, which geographically includes part of South Northumberland has been chosen for two main reasons. In the first place it forms a statistical unit, being part of the Tyneside/Sunderland sub-division within the Industrial North-East North Planning sub-division. However, North Tyneside is, as will be pointed out in this thesis, a region with a real identity and possessing real unity. The unity is provided by Newcastle upon Tyne itself. At the moment, it is not strictly true to talk in terms of a unified Tyneside, although this will almost certainly be the case in a few years' time. North Tyneside has special features of its own, which are due to historical, social, and geographical reasons.

4 The Local Authority areas involved are Castle Ward R.D., Newcastle upon Tyne C.B., Newburn U.D., Gosforth U.D., Whitley Bay U.D., Wallsend M.B., Tynemouth M.B., Seaton Valley U.D., and Longbenton U.D. For convenience, the Local Authority areas are often isolated in this thesis, but nevertheless, the influence of Newcastle is apparent throughout each area.

5 The time-period of this thesis is 1945-1968, although it is as difficult and artificial to draw time boundaries as



geographical ones. The period after the Second World War is in many ways, very different from the pre-war period and this is illustrated by the changes which have occurred in the housing pattern and attitudes to housing both by central government and by Local Authorities. 1968 is rather more arbitrary than 1945, and this is why reference to future developments up to 1981 in the last chapter is made so that housing patterns and problems can be recognized as something dynamic and not static.

6 In this thesis, North Tyneside is used as an illustration of the many and varied problems associated with housing in general. Certainly, the area has its own unique character and special difficulties. Nevertheless, it is possible to view North Tyneside and its housing development in the context of other conurbations and in terms of national and regional housing policies. There is no deliberate attempt to make comparisons with other regions, but perhaps some of the conclusions that are arrived at could apply in a wider sphere.

North Tyneside has many of the problems of the Northern Region in general. Since the Second World War, the private sector's building rate in the Northern Region per 1,000, has been the lowest of all regions in England and Wales<sup>1</sup>, due to reasons such as insecurity of employment, net migration, the low proportion in management or technical grades. In 1961, it had the highest proportion after Scotland rented from Local Authorities (32.3% compared to 23.7% in England and Wales)<sup>2</sup>.

7 There are two maps which help show visually and in summary form, the problems that are considered in this thesis. The first shows the make-up of the settlement pattern in the

study area in three distinct phases : dwellings built before 1914, inter-war housing, and post war housing. Some of this information has already been compiled by the Housing and Planning office of the Department of the Environment. Much of it however, has been surveyed in the field or by using various O.S. maps to trace the growth of settlement. The second map is an attempt to suggest where housing may develop, and whether it will be for private or municipal use. Housing Authorities may have their own ideas concerning the eventual use and this is taken into consideration.

8 The thesis is essentially in three parts. Part 1 is covered by Chapters 1 and 2 which deal with population and housing in a general way. Population changes form a base for any settlement study, but are not necessarily a reliable guide to changes in the settlement pattern or to the character of housing. Population figures between 1931 and 1981 help to keep the study period in perspective.

9 The various Local Authority areas are used as a framework in Part 1, although their boundaries are often irrelevant in terms of private housing. Nevertheless, it is important to recognize that Local Authorities have a real part to play in shaping the character of housing, and in their attitude to private housing development. All of the Local Authorities were separately consulted to ascertain their attitudes and policies, aswell as to obtain statistics.

10 In Part 2 (Chapters 3 and 4), a more detailed study of Newcastle is undertaken. The problems of a large Local Authority and the solutions which they find can shed a great deal of light on the complexities of housing. What size of estates should be built, at what density and cost, who should be catered for, how much land should be zoned for private

development etc. Chapter 3 deals mainly with the development of Local Authority housing since 1945, as this is seen as one of the most significant developments not only in Newcastle, but in other similar urban areas in the United Kingdom.

Chapter 4 on the other hand, attempts to analyse a different type of problem - the conflict between owner-occupied, privately rented and municipal housing in Newcastle. The time period chosen for detailed analysis, is a small one (1961-66). However, between these two dates significant changes took place, and it is possible to observe the micro-changes that are occurring. The period also coincided with some important reconstruction and comprehensive planning within the central area of Newcastle which had important implications for housing. Burns, for example had his own views on housing and he advocated an environmental unit with a wide range of sizes of accommodation unit, so producing a reasonably balanced population composition<sup>3</sup>. However, urban renewal, slum clearance, and an acceptable environment, part of the planners dream, often produce social nightmares for many. Reference will be made in this section to some of these problems.

11 In the third part of the thesis (Chapters 5 and 6), some case studies are used to highlight particular problems. In Chapter 5, three separate study areas, representing different housing aspects, are considered. Tynemouth represents a coastal residential area which has greatly expanded since the war, but which now faces increasing pressure on its land. It is a dormitory town and represents the problems that such towns face. Killingworth, has developed as an overspill community, although it is obviously something more. Significant developments in housing types and layout have taken place here and some of these are considered. Cramlington New Town,

planned as a growth area for South East Northumberland, illustrates the point that few developments in North Tyneside can take place without being strongly influenced by Newcastle.

12 In Chapter 6 a general survey of the types of houses and their cost, on the market in 1966-67 is undertaken. An attempt is made, at a fairly basic level, to reveal the market forces at work, to emphasize problems such as the availability of land, and to consider more abstract concepts such as desirability of locality. In addition, in this chapter a summary of the private house builders themselves is attempted.

13 Chapter 7 does not really attempt to summarise. It draws attention to two major problems: one is the need for executive-type housing in the study area, which is seen as a vital issue. The other is the availability of land for future development. However, in addition, this concluding chapter also emphasizes the theme that runs throughout this thesis - that Newcastle is the pivot, the control point, the magnet, the *raison d'être* of the housing pattern in the whole study area.

14 Within Newcastle itself, change and decay are occurring - colonization by municipal housing, retreat by private housing, virtual annihilation of privately rented property. On the periphery of Newcastle and indeed, throughout the whole fringe area of the conurbation, there is the conflict between municipal and private housing, the availability of land, the sanctity of the green belt etc. Outside of the main built-up area the problem of how far one can afford to live away from Newcastle is considered, and whether there is indeed a backlash produced by the very dominance of Newcastle.

## References

1. Northern Economic Planning Council. Challenge of the Changing North. Vol.1 p.23. Department of Economic Affairs 1966.
2. Ibid, page 24.
3. Burns, Wilfred. Newcastle : a study in replanning at Newcastle upon Tyne (page 67) Leonard Hill. 1967.

1 The changes in the housing pattern of North Tyneside are of course, closely connected with the changes in population. If 1931 is taken as an arbitrary starting point, this may help to illustrate the main pattern of change between the pre-war days and today. In addition, North Tyneside can be considered in relation to Tyneside in general and to Northumberland. Links between North and South Tyneside have been less important than the links between North Tyneside and the rest of South Northumberland.

2 In 1931, the population of Northumberland was 756,782 compared with 798,424 in 1951 (an increase of 3.3%), 821,243 in 1961 (2.8% increase) and 828,290 in 1967 (0.8%). This gradual growth has been brought about by natural increase, but outward migration has undoubtedly prevented a much larger increase.

3 On the other hand, in line with many other major cities, Newcastle has recently shown a decline in population having reached a peak in 1951. In 1931 the population was 286,260 and by 1951 it had reached 291,724 (1.9% increase). However, in 1961 it was only 269,678 (8.2% decrease), and in 1967 251,650 (6.7% decrease). In other words, whilst there has been a slow and steady rise in Northumberland, the urban metropolis has shown a marked decline in recent years.

4 The regional sub-divisions of the Northern Economic Planning Region can also be compared in terms of population changes. Trends in other areas are not necessarily relevant to North Tyneside or to Tyneside itself. However, since the war (and even before) government policy has been concerned with North East England as a whole, and lately the whole of the Northern Region. Population changes and outward migration have been among the most important considerations.

5 To understand population changes and trends it is convenient to divide the period after the Second World War into three time periods :- 1951-1956; 1956-1961; and 1961-1966.

Table 1 Population changes 1951-1956

REGION	Actual Increase %	Natural Change %	Balance inc. Migration %
Industrial N.E. - North	+1.1	+3.4	-2.3
of which N. Tyneside	+1.3	+2.5	-1.2
S. Tyneside	+0.7	+3.0	-2.3
Industrial N.E. - South	+2.7	+3.8	-1.1
Rural N.E. North	-0.4	+1.7	-2.0
Rural N.E. South	+2.0	+1.4	+0.6
Cumberland & Westmorland	+1.2	+2.0	-0.8
Northern Region	+1.5	+2.9	-1.4

Source of Tables 1,2 and 3, Registrar General's mid-year estimates and information provided by the Research Department of M.H.L.G., Newcastle.

6 All the sub-divisions in this period except Rural North-East South experienced outward migration, although North Tyneside compared favourably with South Tyneside and with its parent division, Industrial North-East North. The actual increase of population however, was slightly below the Northern Region as a whole.

Table 2 Population changes 1956-1961

REGION	Actual Increase%	Natural Change %	Balance inc. Migration %
Industrial N.E. North	+2.0	+3.3	-1.2
of which N. Tyneside	+2.9	+3.0	-0.1
S. Tyneside	+0.9	+3.1	-2.2
Industrial N.E. South	+5.8	+4.5	+1.3
Rural N.E. North	+0.2	+2.0	-1.8
Rural N.E. South	+1.5	+1.6	-0.1
Cumberland & Westmorland	+2.5	+2.3	+0.2
Northern Region	+2.9	+3.3	-0.4

7 Table 2 shows that the Northern Region had a greater increase in population than in the first period. This time North Tyneside's increase was similar to that of the region as a whole, and in fact almost achieved a balance in migration. Another significant fact is the small increase experienced by South Tyneside.

Table 3 Population changes 1961-1966

REGION	Actual Increase %	Natural Change %	Balance inc. Migration %
Industrial N.E. North	+ 1.2	+ 3.0	-1.7
of which N. Tyneside	+ 0.9	+ 2.7	-1.8
S. Tyneside	+ 2.1	+ 3.1	-1.0
Industrial N.E. South	+ 3.5	+ 4.5	-0.9
Rural N.E. North	+ 1.3	+ 1.7	-0.4
Rural N.E. South	+ 5.2	+ 2.3	+ 2.9
Cumberland and Westmorland	+ 1.4	+ 2.3	-0.9
Northern Region	+ 2.2	+ 3.2	-1.0

8 Unfortunately, the trend in North Tyneside did not continue in this period, and a high migration rate brought an actual increase in population of only 0.9%. However, it is significant that in the last ten years there has been an increase in the population of rural North-East North. This probably reflects the movement from Newcastle to the rural dormitory villages. However, since the demand for new houses partly depends on the changes in population, it might seem that areas such as rural North-East South have had a greater demand for housing than North Tyneside. However, this is only partly true. North Tyneside has a high percentage of sub-standard houses which need replacing. It is in one sense to the advantage of an area like Tyneside not to increase its population so that it can deal with its housing problems, such as slum clearance.

9 Turning now to the North Tyneside area itself, Table 4 shows the detail of what has happened to the population. It is clear that there have been changes both in the total and in the distribution. Newcastle's proportion of the total population has declined both in relative and absolute terms. Some of this population has undoubtedly remained within Tyneside, moving to such areas as Castle Ward, to the coast, or to Longbenton.



Table 4

Population changes, by Local Authority area, in N. Tyneside  
1931-1967

Local Authority	1931-51	1951-61	1961-67
	% Change	% Change	% Change
Newcastle	+1.9	-8.2	-6.7
Tynemouth	+0.97	+5.2	+3.3
Wallsend	+9.1	+2.3	-3.0
Seaton Valley	-6.4	-1.2	+8.8
Whitley Bay	+24.6	+13.1	+5.1
Longbenton	+35.8	+65.7	+4.1
Newburn	+14.7	+27.0	+19.5
Gosforth	+34.2	+10.5	+1.7
Castle Ward	+19.7	+66.5	+40.0
Total	+5.7	+4.7	+0.9

Sources : Census material and Registrar General's Estimates

10 Certain parts of North Tyneside are now experiencing a slowing down or even a decline in their population growth (e.g. Gosforth, Wallsend and Newcastle itself). Growth areas include Newburn, Castle Ward and Seaton Valley. The latter's population was declining until the influence of new housing in Cramlington New Town, began to be felt. It is clear that the population which has moved out from Newcastle in the period 1961-67, has accounted for the slowing down in the rate of increase in population in the study area. Not all of this population has been redistributed in other parts of the study region.

11 The increases and decreases in population in the Local Authority areas illustrates particular problems and significant trends. For example, as has been shown in other literature<sup>1</sup>, the movement pattern is associated with the occupational class. Manual workers (skilled, semi-skilled, and unskilled) are more likely to move short distances, while employers, managers and professional workers are more likely to move long distances.

12 However, it is perhaps more realistic at first to talk in terms of concentrations of population, as in urban areas, or dispersed population as in rural areas. Population is concentrated for example in urban units throughout South-East Northumberland, and in Newcastle and its immediate vicinity. Planned concentrations are developing at Killingworth and Cramlington. These concentrations create problems for those controlling housing as to the type and density of house to be provided. Where there are relatively empty spaces, as in for example parts of Castle Ward or to the north of Gosforth, there are still serious implications in the context of housing e.g. should houses be built there at all, what density should be planned, what controls on design should be insisted upon etc.

13 The daily movement of population also has implications for housing. It is well known that many people prefer to live in close proximity to their work, whilst others prefer to be divorced from it. In this thesis it will be shown that professional classes tend to live further away from their employment than manual workers. Large-scale commuting can produce great strains on the road network, but nevertheless there does not often appear to be a conscious effort by the planning authorities to create new urban communities where people can work and live. The Local Authority New Towns of Cramlington and Killingworth are examples of where this has been done, but Chapter 6 will reveal that individuals have their own preferences, despite what the planners envisage.

14 In South Northumberland, which contains part of the study area, certain administrative areas are labour exporting, whilst others are labour importing. Both Longbenton and Newbiggin have 70% of their residents in employment working elsewhere.

75% of those travelling from Longbenton go to Newcastle, whilst half from Newbiggin go to Morpeth R.D.<sup>2</sup>. The first movement illustrates the strong ties with Newcastle's female employing industries and services. The second, indicates the provision of mainly male employment in coal mines and in some of the new industries outside the Newbiggin area. In South Northumberland, areas having a high percentage of workers resident elsewhere include Longbenton, Morpeth, and Ashington.

15 The Royal Commission on Local Government in England<sup>3</sup> produced maps and notes showing commuting flows into the main employment centres. They showed that as far as Tyneside is concerned, approximately 45% live outside the urban area. The catchment area was shown to extend west from Newbiggin through Castle Ward (not including Morpeth), south to Corbridge, through Consett and east to Sunderland (excluding Seaham). Newcastle acts as a magnet, although its influence is much stronger on the north side of the river.

16 In 1966 the total working population of Newcastle County Borough was 172,880. 87,100 (50.4%) were resident in Newcastle compared to 85,780 elsewhere. Of the latter 35,040 lived in Durham County and 49,720 in Northumberland. However, out of the Durham figure, Gateshead supplied 10,590 (21.3%) and Felling 3,540 (7.1%). People travel a long way into Newcastle from the north side, but only a short distance from the south side. Obviously the river is a real 'time barrier' as well as a physical and psychological one. It takes a considerable time to travel from South Shields to Newcastle, but the 10,000 or so people who travel into Newcastle each day from Whitley Bay and Tynemouth, have found that the new motor-way standard road has reduced the journey to fifteen-minutes.

17 But what of the future? During the present Development Plan period (ends 1981) it is expected that the population of Northumberland will increase from 816,000 to 925,000. The result will be an increasing demand for land for residential use, particularly in the area adjacent to Newcastle, for it is expected that whilst land will be needed for a local increase of 56,000 people, it is thought that room will be required for the reception of the remainder, a movement that will be largely from Newcastle. Cramlington is expected to accommodate 62,000 in 1981 and Killingworth 20,000. This mainly depends in the former case on industry being attracted to the area, but nevertheless, there may well be increasing competition between industry and housing for land on the periphery of Tyneside.

## References

1. North Regional Planning Committee. (Technical Committee of Planning Officers). Mobility and the North. Vol. 2. Chapter XV p. 166. July 1967.
2. Sample Census. Workplace and Transport Tables Part 1. Table 2. H.M.S.O. 1968.
3. Royal Commission on Local Government in England 1966-69. (Redcliffe - Maud Report) Vol. 1. H.M.S.O. : Cmnd 4040. 1969.

## CHAPTER 2

1 In this chapter, the housing pattern in general will be set out, followed by a detailed analysis of the housing characteristics of each Local Authority area in North Tyneside.

2 Table 5 shows the North Tyneside area in the context of the other planning sub-divisions of industrial North-East North, and covers the period from 1-4-45 to 31-12-67.

Table 5

Industrial North-East North - Houses built 1-4-45 to 31-12-67

Sub-Division	Area (acres)	Municipal Houses	%	Private Houses	%	Total
1 Northumberland Coalfield	22,690	8,965	75	3,055	25	12,020
2 Tyneside/Sunderland	232,978	122,501	73	45,073	27	167,574
a. N. Tyneside	130,973	41,205	65	21,664	35	62,867
b. S. Tyneside	61,305	42,400	76	13,196	24	55,596
c. Sunderland District	40,700	30,898	75	10,213	25	41,111
3 North West Durham	66,944	6,251	75	2,071	25	8,322
4 Central Durham	46,874	7,615	68	3,559	32	11,174
Total	369,486	145,332	73	53,758	27	199,090

Source : Ministry of Housing and Local Government

Just under three-quarters of all houses built in the period were municipal. North Tyneside had the lowest percentage of such housing, whilst South Tyneside had the highest; the contrast between these two adjacent areas is significant.

Table 6 reveals however, the great variations in North Tyneside. For example, 97% of Wallsend's total was made up by municipal housing, whilst 74% of Castle Ward's total was for private housing.

3 The remarkably small percentage of private house building in Newcastle stands out very clearly, whilst the total for Wallsend is also extremely small. On the other hand, a high percentage of private houses have been built in Castle Ward, Newburn, Whitley Bay and Longbenton.

Table 6

## New houses built between 1-4-45 and 30-9-66

Local Authority	Private Houses	%	Municipal Houses	%	Total
Newcastle upon Tyne	2,355	10	20,043	90	22,398
Tynemouth	3,561	46	4,338	54	7,899
Wallsend	1,488	3	3,712	97	3,860
Whitley Bay	2,989	73	1,101	27	4,090
Gosforth	1,254	45	1,573	55	2,827
Longbenton	2,505	50	2,497	50	5,002
Newburn	2,875	63	1,704	37	4,579
Seaton Valley	1,255	32	2,608	68	3,863
Castle Ward	3,250	74	1,112	26	4,362
Total	20,192	34	38,688	66	58,780

(This excludes those under construction and houses approved but not yet started)

Source : Statistics provided by Local Authorities.

4 The table also reveals that only about one-third of all houses built since 1945 are private houses. Whilst it is true that there has been a great need to replace post-war housing, and to provide for the needs of a growing population, the proportion of private houses is low compared with the national figure..

Table 7

## Estimated Age of Housing 1965

Local Authority	Total Houses	Built pre-1919	%	Built 1919-45	%	Built post 1945	%
Newcastle upon Tyne	88,842	38,691	44	28,720	33	21,431	23
Tynemouth	24,099	9,139	39	7,301	29	7,659	32
Wallsend	15,890	6,886	44	5,144	31	3,860	25
Whitley Bay	13,215	4,099	31	5,148	39	3,968	30
Gosforth	9,126	3,351	37	2,948	32	2,827	31
Longbenton	14,663	7,084	48	2,938	20	4,641	32
Newburn	10,096	3,504	35	2,314	22	4,273	43
Seaton Valley	9,411	2,778	29	3,134	33	3,499	38
Castle Ward	8,562	2,038	24	2,298	27	4,226	49
Total	193,904	77,570	40	59,590	37	56,384	29

Sources : Town and Country Planning Association and Local Authorities.

5 Table 7 reveals some interesting facts (see also Fig.1). For example, in 1965 there was still a high proportion of houses (40%) still existing in Tyneside, which were built before 1919. There were almost the same number of houses built between 1919 and 1945 as between 1945 and 1965. Some authorities built considerably more houses in the period 1919-45 than in the period 1945-65. Among these were Newcastle and Wallsend.

6 It is clear that many Local Authorities still have too high a percentage of old houses, which is creating a problem of whether to clear them and build new ones, or to improve them. Local Authorities usually seem to claim that one of the variables is the amount of government grant that is available for improvement schemes. There seems to be some evidence in the area that many houses scheduled for demolition are capable of being improved and providing accommodation for another 20 years or so.

7 The war itself created a tremendous demand for housing, since the housing programme had been held up for many years and in addition there was considerable war damage. One response was to build prefabricated houses, especially between 1945-51. These were considered to be temporary only, and the Housing Act of 1964<sup>1</sup> provided that these should be demolished where possible and compensation paid to Local Authorities (e.g. Newcastle for 'prefabs' constructed in the Fenham area).

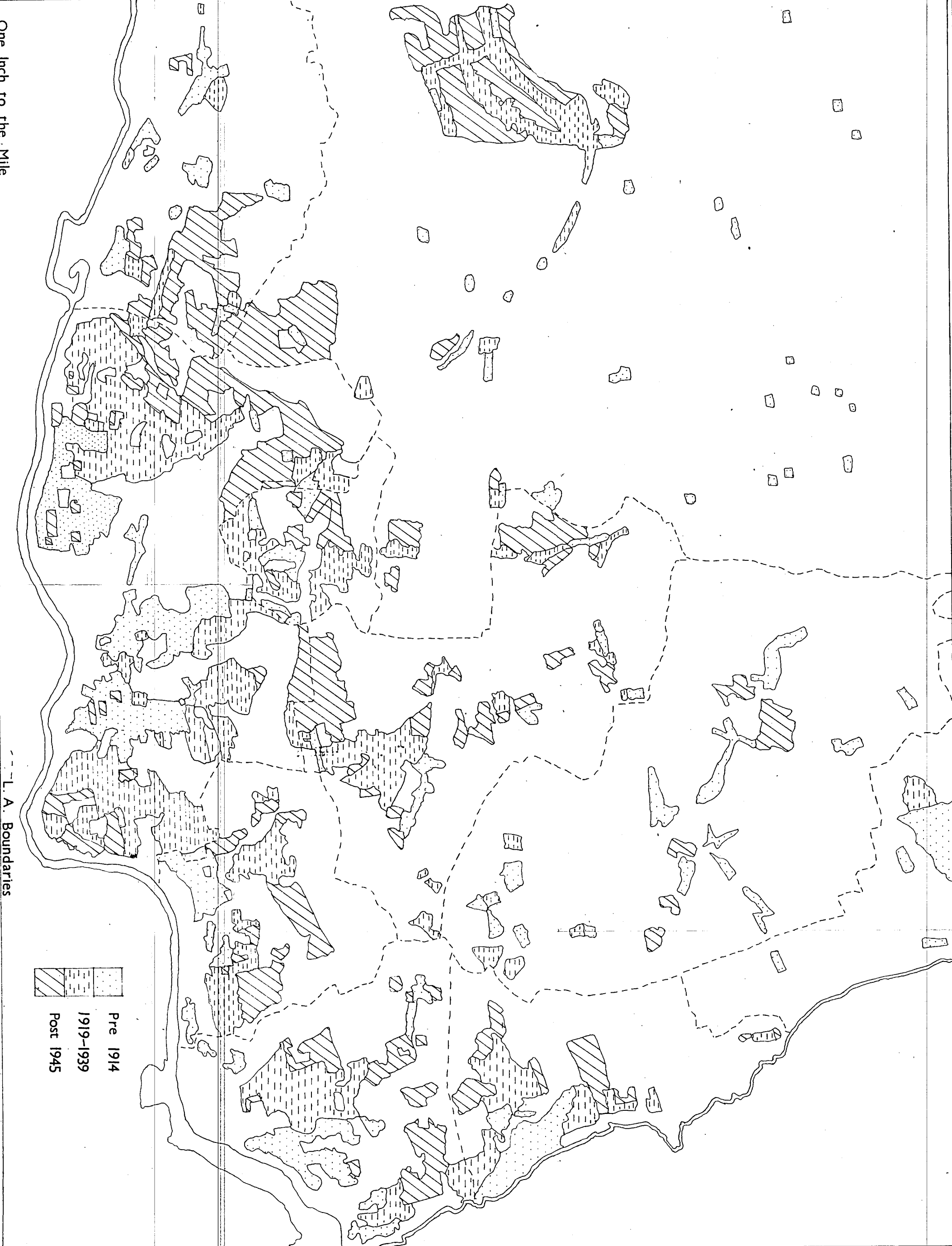
#### 8.1 Newcastle upon Tyne

(A more detailed description of housing in Newcastle upon Tyne is given in Chapters 3 and 4). Newcastle has completed 20,043 municipal houses since 1945 and 2,355 private houses have been constructed in the same period. Gradually private house building is becoming less and less important,



One Inch to the Mile

FIG 1 NORTH TYNESIDE - DISTRIBUTION AND AGE OF HOUSING



as land becomes used up. There is very little land available or zoned for private housing, which has been forced to develop to the North West and West of Newcastle, over the Local Authority boundary.

8.2 Although Newcastle has been able to obtain some land from Northumberland for Local Authority building, private builders are being forced further and further away from Newcastle.

On the other hand, slum clearance programmes have proceeded fairly satisfactorily since the war, and this has enabled some of the older housing to be replaced. Nevertheless, in common with other large urban areas, the demand for land for new communications, shopping precincts, office blocks and education precincts, has meant a tremendous pressure on land resources, and in many cases the provision of housing near to the city centre has been a secondary consideration.

### 9.1 Wallsend

Since very few private houses have been built in Wallsend since 1945, it might at first seem that it has a similar housing pattern to Newcastle. However, engineering and shipbuilding have been and still are, important industries. This has meant that Wallsend has a legacy of fairly old terraced houses, and a high percentage of manual workers' homes. This has reduced the demand for private housing, whilst at the same time increasing the demand for slum clearance and redevelopment. In 1965, two-fifths of Wallsend's existing houses were built before 1919.

9.2 Nevertheless there has been considerable progress in the last few years in the private sector, and this is partly due to the demand created by new industry locating near the new coast road, at Rosehill and Battle Hill. William Leech has built 81 houses at the former site and John T. Bell eventually plans to build 233 houses in the latter area.

Table 8

## Private Development 1945-68

	No. of houses
1945-50	70
1950-55	27
1955-60	14
1960-65	14
1965-68	314

9.3 Since 1945 Wallsend Housing Committee has undertaken 43 separate housing estate developments. By far the greatest number has been built at Low Willington (1,486), followed by Willington Farm with 298.

## 10.1 Newburn

Newburn lies immediately West of Newcastle. The features which have dominated the settlement pattern most are the River Tyne and the A.69 Carlisle road. There has been an increasing tendency for the settlement to expand, especially as Newburn acts as an overspill area for Newcastle.

10.2 Even before the war Newburn built a considerable number of houses, but the rate has accelerated since the war. Between 1919 and 1939, 1,300 municipal houses were built on 10 estates, whilst between 1946 and 1968, 1,970 houses were built on 23 estates. This gives a building rate of 65 houses per year in the first period and 89 per year in the second, whilst the average size of estate was 130 and 85 respectively.

10.3 However, private house building since the war has been even more prolific. Almost 3,000 were completed in the period 1945-1966, making a rate of 130 per year. This private building has largely taken place at Chapel House Estate where an entire new suburb has been created.

## 11.1 Castle Ward

This is the only rural district in the study region, and it has a settlement and housing character which are unique in

North Tyneside. For example, some of the villages in the R.D. were once mining settlements, it contains Newcastle (Woolsington) Airport, and it has a considerable amount of the North Tyneside 'Green Belt' within its boundaries. Ponteland itself dominates the area, and in Darras Hall is to be found one of the most expensive and luxurious residential estates on Tyneside. Since 1945, 34 Local Authority estates have been completed, providing about 1,110 houses, averaging 33 houses per estate, although the estates in Ponteland itself are considerably larger than the average.

11.2 In the same period, however 3,250 private houses have been completed in Castle Ward. Apart from Ponteland and Darras Hall itself, two other settlements have expanded, due to private estates. Hazlerigg has one new estate with 70 houses and Heddon-on-the-Wall two estates comprising 270 houses. Darras Hall is a very interesting settlement area, and since 1945 50 small 'estates' have been completed involving 1,300 houses. These small private 'blocs' are very much the rule in Darras Hall, where the emphasis is against uniformity. There is room for about 1,000 more dwellings.

11.3 It is extremely likely that some of the Green Belt area will be built on within Castle Ward, and about 3,000 houses are planned on an overspill estate near to the Newcastle boundary.

## 12.1 Gosforth

Table 7 shows that more houses were built during the period 1919-1938, than the period 1945-1966. Slightly more council houses than private houses were completed after the war.

Although adjacent to Newcastle, Gosforth is a fairly self-contained suburb and possesses an excellent shopping centre. It is traditionally a residential area for professional classes. However, private development has been somewhat overshadowed

by the municipal house-building programme. Since 1945 about 12 municipal estates have been built providing a total of 1,647 houses (137 per estate). 1,536 private houses have been built although only 8 estates are involved (219 per estate).

Nevertheless the largest single estate, municipal or private is at Red House Farm with 809 dwellings.

12.2 One of the features of municipal housing has been the very high proportion of flats completed, due to the shortage of land. In fact, no more municipal housing is planned and very little private housing capacity remains. Almost half of the houses in the three private estates planned for Gosforth will probably be flats.

### 13.1 Longbenton

Longbenton was chosen as one of the areas to provide for the overspill population of Newcastle, and many residents are from slum clearance areas. The housing pattern before the war was very different to what it is today. Most of the houses built in the period 1919-39 were private, and it is in the post-war period that the municipal housing boom occurred (it is often forgotten that about 50% of the present housing stock were built pre-1919).

13.2 In the period 1945-68, 4,640 houses were completed, compared with only 2,940 between 1919-45. Scattered housing developments have taken place in both the public and private sector in small villages such as Dudley, Fordley, Burradon and Palmersville.

13.3 However, dominating the post-war housing scene is the sprawling municipal estate at Longbenton. Some have called this a 'monument' to the planners of municipal housing estates.

There is a general feeling among people who live on the estate that a social desert has been created, and that neighbourhood is a word that can hardly be applied.

13.4 Be that as it may, Killingworth Township (see Chapter 5) constructed only a short distance away appears to be an attempt to rectify some of the planning mistakes of Longbenton estate. Already (1968), 620 houses have already been built there, 750 'deck access' dwellings are in the course of construction, and this is to be followed by another 750. A comprehensive shopping centre, plus an attempt to mix municipal and private housing, help to create a real alternative to the municipal uniformity of Longbenton or even to the more sophisticated, but rather monotonous new private suburb at Chapel House.

#### 14.1 Seaton Valley

The area covered by Seaton Valley U.D. contains many old established mining villages and small towns, interspersed with large virgin tracts of land, available for housing development. The villages include Seaton Delaval, Shiremoor, Seghill, Cramlington etc. The area has a stock of about 9,500 houses, with the pre-1919 period, the inter-war period, and the post-war period each accounting for about one-third of the houses respectively.

14.2 The tendency since 1945 has been for municipal housing to dominate, reflecting the mining background of the area. Post-war municipal estates number 17 and contain over 3,500 houses (207 per estate), compared to 9 private estates totalling 2,500 houses (277 per estate) built in the same period.

14.3 However, the housing scene is dominated by Cramlington New Town (see Chapter 5), and it is interesting that more private than municipal housing development is taking place. Cramlington was not primarily planned as an overspill area for Newcastle, but a feature of the town has been the demand

for private housing from young couples, who originated from Newcastle, and who in many cases still commute there.

14.4 Although planned as a growth point for South-East Northumberland, and indeed providing new housing for families in South-East Northumberland, it is rapidly strengthening its ties with the Tyneside conurbation further south.

#### 15.1 Tynemouth

This Local Authority area, along with Whitley Bay, makes up the coastal settlement belt of the North Tyneside area. Of the 24,000 houses existing in 1965 in Tynemouth M.B., about 40% were built before 1919, 29% between 1919-39, and 31% between 1945-65. The latter figure is slightly above the average for North Tyneside.

15.2 During the last few years there has been an even greater tendency to build houses (especially private), and land is becoming increasingly scarce (see Chapter 5). The ratio of private to council houses is much higher compared to the majority of the other Local Authority areas.

15.3 A feature of the housing pattern in Tynemouth is that there is only one wholly council estate in the borough; housing development since the war (until recently, at least) has shown a tendency for intermingling to occur, which is an unusual feature in the study area.

#### 16.1 Whitley Bay

Whitley Bay has a lower stock of houses built before 1919 than Tynemouth (31% compared to 39%). The most intensive house building period was the inter-war period, especially in the municipal sector. In common with Tynemouth, there has been a tendency to allocate land for private development, due to the tremendous demand.

16.2 Just over 1,000 municipal houses were built up to 1967 compared to 2,900 in the private sector. Indeed about 80% of the former were built in the period 1945-56, whereas only 20% of the total of 2,900 in the private sector were completed. J.T. Bell's plans to eventually complete 2,000 private houses on the Red House Farm Estate emphasises the tendency to swing over to private housing development. As in the case of Tyne-mouth, Whitley Bay is much favoured as a residential area.



## References

1. Housing Act. Part (V) para. 92. 1964

CHAPTER 3  
NEWCASTLE UPON TYNE

1 In the last chapter, it was pointed out that very few private houses were built in Newcastle C.B. in the period 1945-67 (10% of all houses built). This is a marked decline compared to the inter-war period. In this chapter a detailed analysis of the municipal housing programme since the war will be made to discover some of the implications for Newcastle and for similar urban areas. However, it is also necessary to understand some of the legislation affecting municipal housing, both pre- and post-war, and a summary of this is included first as a background note.

2 One of the first government reports on housing, The Tudor Walters Report 1918<sup>1</sup>, recommended the building of 12 houses per acre in urban areas and 8 in rural areas. It suggested 855 sq. ft. as a ~~minimum~~ for a 3-bedroomed house, although some were suggested at 1,055 sq. ft. (with parlour). In the event the 1923 Housing Act<sup>2</sup> recommended 626 sq. ft. for a normal house with a 950 sq. ft. maximum. The Dudley Report of 1944<sup>3</sup> suggested internal improvements such as cooking facilities, more storage space, more power points, but the size of house was not substantially changed. The Housing Manual after the war<sup>4</sup> recommended a size of 800-900 sq. ft., but this was raised by the Labour government to 1,000 sq. ft. The average floor size of houses in 1938-39 was 800 sq. ft., in 1949 it was 1,050 sq. ft. and by 1964 it was 920 sq. ft.

3 The Parker Morris Report<sup>5</sup> advocated minimum rather than maximum requirements, and emphasized functional attributes rather than minimum room sizes. By concentrating on improving actual house building standards and encouraging Local Authorities to provide more than utilitarian houses, this report has meant that in many cases Local Authority housing is of a higher

standard than much private housing. This is becoming increasingly evident in Newcastle where the municipal housing of the 60's compares very favourably with much private housing constructed in other parts of North Tyneside.

4 It is extremely debatable whether the layout and planning of estates themselves has been given as much attention as individual houses. This is evident in Newcastle, where although the standards of house building and the amenities have greatly improved, there is a great deal of monotony in the estates themselves.

5 Densities of houses have always been an important consideration. In the last few years, this has become a much more urgent topic as land has become more scarce, and slum clearance programmes have been undertaken. The Study Group of the Ministry of Town and Country Planning<sup>6</sup> recommended a net residential density of from 30-100, with a room density of 55-90 rooms per acre. Increasing the density of houses, however, does not always solve the problem of shortage of land. The amount of land needed for open space, suburbs, shops etc. increases with the number of people living in an area. An increase in the number of people on a housing site increases the amount of land required around it for other purposes. By raising the net density from 24 to 40 persons per acre (8-13 dwellings) it is possible to save 17 acres per 1,000 population (which is enough to house 500 people at the same density.)

6 As land has become in short supply in Newcastle, or where redevelopment has taken place, flats have generally been built. However, as stated above, although the tendencies in such situations are towards higher densities, the savings are reduced

because of the demand for land for purposes other than housing. It is generally agreed that beyond a density of 90 persons per acre, high blocks become unnecessary<sup>7</sup>. At 120 persons per acre dwellings will be high and close together, thus reducing the improvements in living standards by a reduction in environmental facilities. This has happened in areas such as Shieldfield and to a certain extent in certain new housing developments along Scotswood Road (e.g. the Nelson St. flats). However, the Cruddas Park Development is undoubtedly an improvement, and shows that planners are sometimes aware of the need to plan housing and the environmental amenities as a whole.

7 Pressure on land for housing can be indirectly created by the municipal housing estates themselves. Families grow up and require houses of their own, or a family simply outgrows its original two-bedroomed maisonette and requires a three-bedroomed house. Thus one can get overspill from overspill - in fact 'second generation' overspill. It is therefore easy to see that pressure on land is bound to increase and that the housing problem can never really be 'solved', but only contained.

8 In the second part of this chapter, the progress of municipal house building since the war will be examined. The three Housing Acts of 1946, 1956 and 1961 form a convenient framework for studying this progress, and Newcastle Housing department have provided useful statistics for houses built under the three Acts.

Table 9

Make-up of municipal housing in Newcastle C.B 1946-66  
(Figures are number of dwellings)

	Flats 2-storeyed	Semi-det. Houses	Blocks of Flats	Maison- ettes 4 storeys	Others	Total
1946-56	699	6,593	3,769	592	306	11,959
1956-61	71	1,141	3,527	725	166	5,630
1961-66	118	907	1,005	236	104	2,370
<b>Totals</b>	<b>888</b> (5.0%)	<b>8,641</b> (43.0%)	<b>8,301</b> (41.0%)	<b>1,553</b> (8.0%)	<b>576</b> (3.0%)	<b>19,959</b>

Source : Newcastle Housing Department

9 In the whole period semi-detached houses and dwellings in blocks of flats make up 84% of all houses built, which is probably to be expected. However, the three periods have different characteristics. The most significant aspects are perhaps the great number of semi-detached houses built just after the war and in the early fifties, and the dominance of houses built in blocks of flats in the second period, when techniques for high-rise flats had greatly improved. In addition it was usual for slum clearance houses to be replaced by high-rise flats and slum clearance in fact was extremely vigorous in the late fifties. In the period 1961-66 house building was hampered by lack of land within Newcastle itself, although of course overspill development continued in areas such as Longbenton. Nevertheless, almost 1,000 semi-detached (mainly 3-bedroomed) houses were completed, and about the same number of houses in high-rise flats.

10 In period 1, there were 39 individual estates completed, giving an average of 307 per estate; in the second period the average was 201; and in period three 125. This is clear evidence that the size of individual estates has decreased, although it should be added that many of the later estates

were 'infil' areas rather than comprehensive developments.

Table 10

Number of bedrooms 1946-1966  
(figures are percentages)

	1	2	3	4
1946-56	4	42	50	4
1956-61	24	42	32	2
1961-66	25	34	41	

11. The important observations to be made from this table are:-

a. Hardly any 4-bedroomed houses were built in the period 1961-66, due to a decline in demand, reflecting a reduction in the average size of families, and probably a more economic use of land.

b. The figures for period two were affected by the relatively high number of flats built in that period. Lack of space reduced the number of three-bedroomed dwellings.

c. The high percentage of one-bedroomed dwellings in the second and third periods, reflects the desire to provide houses for single people, both young and old.

12 Where have the estates actually been built, and how many estates have been built in the three periods, respectively? Table 11 suggests the answers. To obtain a simplified picture Newcastle was divided into its old postal districts.

Table 11

Distribution of Local Authority Estates

Postal District	Period 1	Period 2	Period 3	Total
1 Central	2	-	-	2
2 Jesmond	-	-	1	1
3 Fawdon	7	5	2	14
4 Benwell, NunsMoor	7	2	3	12
5 West End	10	3	5	18
6 Walker, Heaton	7	16	7	30
7 High Heaton	6	-	-	6
12 Longbenton	-	1	-	1
Newbiggin Hall	-	1	1	2
Totals	39	28	19	86

- 13 The pattern revealed in Table 11 could probably be true of the development of any large urban centre since the war.
- a. Virtually no development has occurred in the Central area since the early 1950's. The area is the shopping and administrative centre.
  - b. In the first 10 years after the war, most developments occurred in the western part of Newcastle (postal districts 4 and 5), where 17 estates were completed.
  - c. However, a considerable amount of slum clearance occurred in the east end of Newcastle in the 50's and this mainly explains the 16 developments in period two in this area.
  - d. Jesmond is an area of predominantly Victorian housing of a reasonable standard, where property has been maintained at a fairly high level. Very little slum clearance has occurred, or is planned (although some houses are being cleared in readiness for motorway schemes) and municipal housing development has been marginal.
  - e. In the period 1945-60, the area to the north and east of Newcastle (especially Fawdon) was filled up by council estates, and of course, by the middle fifties it was becoming increasingly obvious that Newcastle was short of space.
  - f. This largely explains the need for the comprehensive developments at Longbenton, Newbiggin Hall, and latterly West Denton.

## References

1. Local Government Boards for England, Wales and Scotland. Report of the Commission on the Provision of Dwellings for Working Classes (Tudor Walters Report) p.13, para. 58 and p. 29, para. 102. H.M.S.O. : Cmnd. 9191. 1918.
2. Housing Act. Part 1 Section 1, para. 2(a). 1923.
3. Report of the Design of Dwellings sub-committee (Chairman, the Earl of Dudley), of the Central Housing Advisory Committee appointed by the Minister of Health. e.g. p.18, para. 62, and p.29, paras. 123-131. H.M.S.O. Feb. 1944.
4. Ministry of Health and Ministry of Works. Housing Manual H.M.S.O. 1944.
5. Ministry of Housing and Local Government. Homes for Today and Tomorrow (Parker Morris Report). Report of a sub-committee of the Central Housing Advisory Committee, p.4, para.12. H.M.S.O. 1961.
6. Study Group of the Ministry of Town and Country Planning. Report included in the Dudley Report (Ibid.)
7. Cullingworth J.B. Housing needs and planning policy. e.g. Chapter 11 p.171. Routledge and Keegan Paul. 1960.



## CHAPTER 4

1 In the last chapter an attempt was made to analyse the progress of municipal housing in Newcastle since the war.

In this chapter/<sup>the</sup> theme is the gradual domination of Newcastle by municipal housing, and the resultant decline in the importance of privately-owned housing and privately-rented property.

2 Some background material on the development is included, but the main part of the chapter is devoted to a study of the period 1961-66 in relation to municipal, privately-owned and privately-rented property. The aim is to reveal the continuous development of Newcastle and then to slow-down and freeze this dynamic situation to obtain a better understanding of the changes that are currently taking place.

3 During the industrial boom of the nineteenth century, Newcastle expanded beyond the original confines of the city wall. Expansion was primarily to the east and west, but to the north it was contained by Castle Leazes and the Town Moor.

4 During the inter-war period there was considerable suburban development (consisting mainly of owner-occupied property), for example in the West End of Newcastle, and part of Kenton and Benton in the north and north west.

5 After the war, there was considerable council housing activity (see Chapter 3) which covered a considerable part of the remaining land area of Newcastle, for example, Blakelaw, Kenton, Walkergate etc. Private housing schemes were less obvious.

6 During the 60's there was a definite colonization by municipal housing schemes, with much privately-rented property being involved in slum clearance, and subsequently redeveloped

for municipal housing. It appears that very little scope has been given for private housing schemes in the '70's, although there is undoubtedly a demand for privately-owned luxury flats in small high-rise flat developments.

7 The pattern for the 60's and early 70's in Newcastle was largely based on an estimate of the housing need up to 1971, by the City Engineer's Department, who produced an equation (see Appendix 1) which estimated the housing need between 1958 and 1971 as about 13,520 homes, assuming an occupancy rate of 2.9.

8 This figure was arrived at by taking into account deficiencies representing the degree of overcrowding, demand arising from families in clearance areas, the demand arising from the redevelopment of existing housing for non-residential uses, natural increase etc., and deducting an allowance for net voluntary migration outside the city. The resultant demand has been taken by Newcastle to be nearly all Local Authority houses, although it is perhaps clear that since they largely create the type of supply, they will equally control the demand. In the next part of this chapter this policy will be seen at work in the period 1961-66.

9 Information has been obtained<sup>1</sup> which enables a comparison to be made of owner-occupied, privately-rented and municipal housing, at Ward and Enumerated District (E.D.) level (see Appendix 2). The Enumerated District is mainly a census division and has no administrative significance. However, it is helpful to break down an analysis to this level since it helps give a clearer idea of what is really happening in each ward. For example, redevelopment may occur in one part of a ward only, and this may be revealed at E.D. level.

10 Table 12 shows the acreage, the households and the density of dwellings in 1961. Beside each ward a letter has been placed (e.g. EC - East Central) to denote the geographical area in which the ward lies. Generally speaking the areas of highest density are immediately to the west and east of the Centre itself, e.g. Elswick, Byker, St. Anthony's, Heaton and Benwell. The large housing estates on the north and north west periphery (e.g. Fenham, Blakelaw and Kenton) all have relatively small densities.

Table 12

Acreage, households and density of dwellings by Ward

WARD	ACREAGE	HOUSEHOLDS	DENSITY/ACRE	LOCATION
Armstrong	277	3,542	13	WC
Arthur's Hill	412	4,531	11	WC
Benwell	312	4,331	14	WC
Blakelaw	658	4,859	7	NW
Byker	254	4,300	17	E
Dene	1,119	4,740	4	N
Elswick	208	4,369	21	WC
Fenham	835	5,799	7	W
Heaton	361	4,975	14	E
Jesmond	1,082	5,659	5	EC
Kenton	1,619	5,980	4	NW
St. Anthony	312	4,398	14	E
St. Lawrence	349	4,561	13	E
St. Nicholas	460	2,425	5	C
Sandyford	358	4,077	11	C
Scotswood	478	4,466	9	SW
Stephenson	326	3,405	11	E
Walker	568	4,324	8	E
Walkergate	610	4,561	8	E
Westgate	494	3,648	7	WC
Total	11,132	87,870	8 (average)	

11 One of the factors which of course has affected the 1966 situation is the decrease in the population of Newcastle. This is a feature common to many large urban areas in the 1960's. Only two wards (Armstrong and Walkergate) actually had an increase, whilst the population of Newcastle itself fell from 269,678 in 1961 to 251,650 in 1966, a fall of nearly 7 per cent.

12 Only 26% of all Enumerated Districts registered an increase (see Appendix 3). The only areas where 50% or more of the E.D.'s showed an increase were in Arthur's Hill, Sandyford and Walker. This increase can be attributed to redevelopment schemes.

Table 13

Type of occupancy 1961-1966  
(figures are percentages)

	1961	1966	Difference
Owner-occupied	27.3	28.0	+0.7
Privately rented	42.7	36.4	-6.3
Municipal	27.6	33.4	+5.8
Others	2.4	2.2	-0.2

13 Table 13 shows clearly that of the three types of occupancy, only municipal housing registered a significant gain, whilst the privately rented category registered an even more significant loss. These trends were very evident in the late 50's, and the early sixties, but will not be so marked in the 70's. The municipal authority is gradually taking over the function of the private landlord in Newcastle, and the major fear is that there will be no like-for-like replacement of the majority of this type of property.

14 Table 14 is a breakdown of the three occupancy groups at E.D. level. What this attempts to show is the number and percentage of E.D.'s registering an increase in the occupancy groups within their particular ward. 61 per cent of all E.D.'s registered an increase in municipal dwellings, 45 per cent an increase in owner-occupied dwellings and only 29 per cent an increase in privately-rented dwellings.

15 There are some other significant facts to emerge from this table:-

a. Four wards registered increases in municipal housing in all of their E.D.'s - Armstrong, St. Anthony, St. Lawrence and St. Nicholas.

b. Four wards registered increases in privately-rented property in 50 per cent or more of their E.D.'s - Jesmond, Kenton, Dene and Blakelaw.

c. One ward registered an increase in owner-occupied dwellings in all of its E.D.'s - Elswick.

Table 14

Number of E.D.'s registering an increase in dwellings, within each ward.

WARD	No. of E.D.'s	MUNICIPAL	PRIVATELY-RENTED	OWNER-OCCUPIED
Armstrong	6	6	0	0
Arthur's Hill	6	3	2	3
Benwell	5	4	1	3
Blakelaw	6	2	3	3
Byker	4	4	1	2
Dene	6	0	4	5
Elswick	6	4	1	6
Fenham	7	4	2	4
Heaton	6	3	1	2
Jesmond	9	1	5	3
Kenton	8	3	5	5
St. Anthony	5	5	0	4
St. Lawrence	5	5	0	3
St. Nicholas	5	5	2	0
Sandyford	5	4	1	2
Scotswood	5	3	1	3
Stephenson	6	4	0	1
Walker	6	5	1	0
Walkergate	7	4	1	4
Westgate	7	6	2	2
Total	121	73 (61%)	33 (29%)	55 (45%)

## References

1. Information obtained from records kept by the Research Section of Newcastle City Planning Department. (Unpublished)

## CHAPTER 5

1 In Chapters 3 and 4 some of the internal pressures within Newcastle, and some of the external pressures exerted by Newcastle on the area around it were examined. In this chapter, three specific areas, with particular characteristics of their own have been chosen to illustrate some of the latter influences.

2 Tynemouth lies on the eastern side of the North Tyneside region, and is an example of a dormitory town, with a considerable amount of commuting occurring with Newcastle. To the north-east of Newcastle lies Killingworth Township, an example of a planned overspill development from Newcastle and Tyneside in general. Cramlington New Town was planned as a 'growth point' for South-East Northumberland, but already its character and *raison d'être* are changing, as it comes under the influence of Newcastle.

3 The importance of Tynemouth in the housing context probably lies in its contribution to private housing development since the war. Private developers have gradually been forced out of Newcastle itself and have sought areas where land was fairly plentiful and where a market was readily available. The coastal 'fringe' area was one of the areas where these criteria were met.

4 The natural increase of population in Tynemouth M.B. between 1945-62 was 8,096 whilst outward migration over this period was of the order of 2,700, giving an increase of 5,396. However, inward migration in the same period was 7,234 giving a total population increase of 12,630. In the earlier years just after the war, many returned after evacuation etc., but later evidence<sup>1</sup> shows that in the 60's the majority of people

coming to live in the Borough were people who work elsewhere, mainly in Newcastle. Thus, a vast built-up area has been created, and one of the problems today is the scarcity of land for house-building in this much sought-after residential area.

5 It was not until the 1920's that residential development first began to fan out from the core of the town, spreading in all directions, and absorbing the original communities and villages such as Preston, Chirton, Percy Main and East Howdon. Since 1945 the process has accelerated, absorbing Billy Mill and joining up with New York on the North-West corner and with Cullercoats in the North-East corner.

6 The Corporation constructed 3,000 houses before 1939-40 and have erected 4,130 since, compared to the 2,840 houses built by private developers. Whilst the overall total of houses built by the Corporation is greater than that of private dwelling houses, since 1956 the number of private dwelling houses erected has been about twice that of Corporation houses (2,203 as against 1,307). In the early 60's, municipal housing came to a virtual standstill, leaving the way open for private developers.

7 The need to provide more land for house building was appreciated by the late fifties. An area of over 50 acres was originally allocated for Public Open Space in the Development Plan approved in 1950<sup>2</sup>. However, in the First Review of the Development Plan approved in 1960<sup>3</sup>, this land was allocated for residential use.

8 On average in Tynemouth, net densities range from 10-12 houses per acre for the private developers and 10 houses per acre for municipal development. Population density works out at about 35 persons per acre. The M.H.L.G. Bulletin,



published in 1962<sup>4</sup> advocated a higher density than this in suburban areas like Tynemouth. However, there is evidence to suggest that the density of housing is tending to increase there as the pressure on land continues.

9 In an area where private development is the rule, pressure on the land is likely to be even greater than for municipal housing. Generally, municipal housing allows less land for gardens than private development, since gardens rather than buildings take up most of the space in residential areas.

10 With blocks of flats, a higher density could have been achieved in Tynemouth e.g. 12 storey blocks of flats would have given densities of up to 44 dwellings per acre. The maximum for two-storey dwellings is generally regarded as about 20 per acre, and it is much less in Tynemouth<sup>5</sup>.

11 The reason why private developers normally reject the idea of flats is due to the building costs. Public housing authorities receive government subsidies related to the number of storeys, so that the cost of building high is largely cancelled out. In addition, public developers can provide housing in multi-storey blocks at rents little or no greater than two-storey blocks. However, the selling price of the private flat would probably be too high for the type of market available. In this situation, few private high-rise flats are normally built, even where an increased density could be obtained. This is why in an area like Tynemouth private developers have avoided building flats.

12 Killingworth Township is an example of a planned overspill development with a recognized town centre and a positive identity.

This compares favourably with the sprawling municipal development at Longbenton. Both are primarily overspill developments, but there are distinct differences.

13 In many ways, Killingworth resembles a typical New Town. However, it is not sponsored by the government under the New Towns Act of 1959, but by Northumberland County Council under the Town Development Act 1952.

14 At first (in 1960) it was planned that 7,000 should be accommodated at Killingworth from Newcastle C.B., which is the largest exporting authority. Other exporting authorities include Wallsend, and Tynemouth, Gateshead, Felling, Hebburn, Jarrow, and South Shields. The planned population is for about 18,000 by 1975. At the period of study (1967) the population was about 6,000.

15 The need to provide for overspill population from Newcastle and other congested areas of North Tyneside, became apparent even before the last war (it was recognized in the Poplar - Macfarlane Plan of 1946). The idea of a new township in the vicinity of Killingworth was one of the major proposals of the North Tyneside District Town Map, submitted to the government in 1960<sup>6</sup>. Killingworth, at this time was conceived as a semi-independent township, associated with industrial areas located nearby. However, as a result of the Hailsham Plan in 1963<sup>7</sup>, the Township came to be regarded as a focal point of growth in the Tyneside conurbation, rather than a self-contained community.

16 The densities in the residential areas will vary from between 50-90 persons per acre, the densities increasing towards the Town Centre, where the housing will take the form of blocks of flats from 5-10 storeys high, sited on either side of the

central commercial area, to which there will be a deck system of access. Work has already started on the first half of the scheme for 1,500 deck access dwellings. High density housing for single people, small families and couples without children are planned above the Town Centre shopping and business area. This type of development would have been impossible by private developers for the reasons already stated in this and previous chapters.

17 The rôle of private enterprise in the housing sector in Killingworth is more limited than in Cramlington, and something like one-third of the housing will be for owner-occupiers. Some of the officials involved in the planning of Killingworth give a higher figure, but this is unlikely. Private housing development on 19 acres around the Lakeshore have been approved. It is significant perhaps that private 'executive' class housing will be provided for in the old village of Killingworth. One criticism of the North-East is that it lacks executive-type housing and Killingworth is attempting to meet that need. However, some of the locations in the North-East where this type of development has or will take place seem unattractive and Killingworth is no exception.

18 The lay-out of the residential area in Killingworth is quite interesting. Traffic and pedestrians are segregated and the houses have been designed to have access both from the pedestrian footpath system on one side of the house and the service road on the other side. The pedestrian footpath passes under the principal service roads through underpasses, and on the way to the Town Centre will connect schools, bus stops, clinics, play spaces etc. The majority of the people living in Killingworth will therefore be able to walk to the

Town Centre in less than ten minutes, without crossing a road.

19 Interesting though these aspects of lay-out are, the main consideration here is whether Killingworth is likely to fulfil its purpose in the housing context. The evidence so far suggests that it will. Not only must it be successful in accommodating overspill population from Tyneside, it should to a certain extent be self-contained. It has zoned land for industry and has a comprehensive shopping centre planned. Indeed, it is likely to become an 'out-of-town' shopping centre and play its part in the decentralization of population in North Tyneside.

20 Cramlington represents a completely different concept in settlement and housing. Tynemouth lies on the coastal fringe whilst Killingworth is a continuation of the Tyneside conurbation northwards. Cramlington however was planned mainly as a New Town and a focal point for renewal and resettlement in South-East Northumberland.

21 It had become apparent by the late 1950's that new economic growth was necessary in this coal mining region, on a substantial scale. This could be achieved best, it was thought, by implementing a growth-point philosophy. The latter, would improve the settlement pattern and the infrastructure of the sub-region, provide the environmental standards and facilities needed for large-scale industrial growth, and contribute to the solution of the overspill problems arising from redevelopment on North Tyneside. Cramlington New Town was conceived as a real alternative to encroachment of the conurbation on the one hand, and the expansion of the dispersed settlements in South-East Northumberland.

22 The original scheme was commenced in 1962<sup>8</sup> with a target

population of 49,000. In 1965 this was increased to 62,000 by the early 1980's. Thus almost immediately it was beyond the scale of Killingworth and the potential of the private development taking place in Tynemouth.

23 Unlike the New Towns designated under the New Towns Act, whose plans are controlled by government-financed New Town Development Corporations, the Cramlington project is based upon a partnership between Local Authority and private enterprise. Private developers own roughly half of the New Town area and will be responsible for the major part of the housing development. Seaton Valley Urban District Council are responsible for providing rented accommodation (Northumberland County Council developed the industrial estates).

24 Housing areas in the New Town are being developed within the framework of a modified Radburn type of layout with pedestrian segregation including underpasses on the main pedestrian ways and cycle tracks. Densities range from 10-16 dwellings to the acre.

25 Of the first 1,800 dwellings built, 1,000 have been built for sale by private developers, the rest to rent. In 1967, of the 2,000 dwellings under construction, 1,200 were for the private sector and the remaining 800 for Seaton Valley Urban District Council. That private housing is developing first is very significant and represents a general trend for young married couples to buy reasonably-priced accommodation, rather than rent it. Cramlington will in a measure be self-contained and this is an added attraction to young couples. They seem attracted to a New Town irrespective of whether they will find employment there or not. It is extremely important that those responsible for building houses are well aware of this.

26 The North-East Housing Association have commenced a scheme to build 1,000 houses to rent, including some larger houses in the old village of Cramlington, for managerial staff. This will help to create a reasonable 'mix' of population.

27 Industrial development on the three major industrial estates (total size 700 acres) has so far been very successful. Firms such as Wilkinson Sword, American Air Filter Ltd. and Roneo Products Ltd. are helping to ensure that Cramlington is relatively self-contained and that housing is being provided for a fair proportion of people who intend to live and work in Cramlington.

28 In 1966 a Household Survey<sup>9</sup> was conducted by Northumberland County Council. This showed that the new housing areas contained a preponderance of people in their 20's and early 30's. The report also recognized the prospect of an abnormally large household demand generated by the town population when the young families reach maturity. Two-thirds of the families were car-owning and had increasing mobility. Cramlington has excellent communication links with the rest of Tyneside and the North-East in general. The inhabitants of Cramlington will increasingly feel part of Tyneside rather than just of Cramlington or South-East Northumberland.

29 The large proportion of private housing in Cramlington distinguishes it from towns which have been built by Development Corporations, where a key feature has been the provision of houses for people on Local Authority housing lists, who take employment with New Town firms. The balance in favour of private housing in Cramlington is also a factor in social diversity that should be an asset to the town.

30 However, the success that Cramlington has enjoyed so far could be a disadvantage to Northumberland County Council.

Cramlington may become physically and socially linked more closely to the Tyneside conurbation in the future. In addition, the available industrial land there could compensate for the lack of industrial land in North Tyneside. Thus Cramlington could possibly become administratively part of a greater Tyneside conurbation.

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## CHAPTER 6

1 In this chapter three inter-connected topics are analysed:-

- a. Types of houses on the market in North Tyneside in 1966-67.
- b. Prices of houses on the market in the same period.
- c. The builders involved in the construction of post-war houses.

2 Over a period of about a year (1966-67), post-war houses that were for sale in North Tyneside were analysed (excluding brand new houses on the market for the first time). In so doing the size and type of the property was noted as well as the price. A check was made with estate agents and a study of the actual houses themselves to ascertain quality and age of the houses.

Table 15

Types of houses on the market  
(figures are percentages)

Houses (semi- and detached)	Bungalows (semi- and detached)	Terraced	Detached (Bungalows and Houses)
71	24	5	29

3 The above table shows that for every 3 houses on the market there was one bungalow (for the purposes of this part of the chapter houses are defined as 2-storeyed buildings and bungalows as 1-storey). In addition just under one-third of all houses were detached.

4 It is not intended to suggest that these figures are an accurate representation of post-war housing on North Tyneside. Nevertheless, a detailed study of all the houses on certain estates e.g. Darras Hall estate, Chapel House Estate, Whitley Lodge Estate, showed that houses on the market in the 1966-67 period were representative of all housing on these estates. Nevertheless, the figures below are primarily a summary of

what types of house were on the market in the period 1966-67, but in addition can be used as a general guide to the make-up of housing in various areas in North Tyneside.

Table 16

The make-up of dwellings on the market in the period 1966-67

Area (Geographical location)	Houses (semi and detached)	Bungalows (semi and detached)	Terraced	Detached	Bedrooms Average all dwellings No.
	%	%	%	%	
Cullercoats/ Tynemouth	92	6	1	40	3.2
Whitley Bay/ Monkseaton	85	8	7	23	3.0
West Newcastle Gosforth/	54	36	10	17	2.6
Wideopen	65	31	4	22	3.0
Darras Hall	54	46	0	73	3.4
Ponteland	70	30	0	40	3.2
Forest Hall/ Fawdon/					
Benton	85	15	0	46	3.0
Kenton Park/ Woolsington	87	10	3	24	3.1
Jesmond/Walker/ Heaton	83	17	0	25	3.1
Cramlington	40	20	40	20	2.8
Average	71	24	5	37	3.0

- 5 The most significant points to emerge from this table are:-
- a. The high percentage of bungalows in Darras Hall (46%), West Newcastle including Chapel House Estate (36%), Gosforth/Wideopen (31%) and Ponteland (30%).
  - b. The very high percentage of detached houses in Darras Hall (73% compared to the average of 37%).
  - c. The high percentage of terraced houses in Cramlington (40% compared to the average of 5%)
  - d. The average number of bedrooms in all dwellings was 3.0, with a range from 2.6 to 3.4 (West Newcastle 2.6, reflecting the large numbers of two bedroomed-bungalows; Darras Hall 3.4, reflecting among other things the high percentage of detached houses).

6 It is perhaps important before analysing house prices in detail to appreciate the following points:-

- a. The average price for all dwellings in specific areas, reflects the composition of dwellings (size, detached or semi-detached, type of area, cost of land etc.).
- b. Three-bedroomed semi-detached houses are the most representative of all dwellings and that is why they are used as a specific illustration.

Table 17

House Prices 1966-67

Area	Average Price (£'s) All dwellings	3-bedroomed semi-detached
Cullercoats/Tynemouth	5,100	4,500
Whitley Bay/Monkseaton	4,600	3,800
West Newcastle	3,800	3,700
Gosforth	5,000	4,000
Darras Hall	7,100	4,600
Ponteland	4,600	4,000
Forest Hall/Fawdon/Benton	4,300	4,000
Kenton Park/Woolsington	6,000	4,300
Jesmond/Walker/Heaton	4,500	3,600
Cramlington	3,200	3,300

7 Table 17 summarises house prices by geographical location.

The table reveals two important points:-

- a. Selling prices range from £3,200 (Cramlington) to £7,100 (Darras Hall).
- b. The range for 3-bedroomed houses is from £3,300 to £4,600 in the same two areas. The set of figures for three-bedroomed houses reflects real differences between fairly similar houses located in different types of area.

8 No obvious geographical pattern exists, although the two high-priced areas, Kenton Park and Darras Hall, are in the west.

9 For comparison purposes the ten areas involved have been paired into five zones or groups.

### 9.1 Group 1

The prices of dwellings in this pair (Tynemouth and Whitley Bay) differ by £500. Tynemouth and Cullercoats come out higher than the average, whilst Whitley Bay and Monkseaton come out lower. This is probably due in the former case to the strong influence of the residential area known as the Broadway, although the average selling price of houses in Whitley Bay will be boosted as more dwellings on the Whitley Lodge estate come onto the market. In addition pressure on available land is increasing and this will inflate prices in this coastal area.

### 9.2 Group 2

This pair which includes the Jesmond/Heaton area and the Fawdon/Benton area, lies to the east and north-east of the central area. Prices are below average, but broadly similar in the two areas. However, they are very different in composition since the former area contains a considerable amount of older property which may devalue to some extent the new property coming onto the market. This is probably balanced however, by the proximity of new dwellings to the city centre.

### 9.3 Group 3

This includes Denton Burn/Chapel House (West Newcastle) and Woolsington Park. Both have largely developed since the war, but there are great differences between them, in other respects. The majority of the owner-occupied houses in West Newcastle represent a spread of the urban sprawl. Many of the houses are small bungalows, selling at a moderate price and catering for newly weds and retired couples; others are the more highly priced family house, that is attractive to those moving out from the older suburbs. Woolsington Park is a family exclusive development, containing both new and old houses. Despite the fact that much of the property on the market consists

of three-bedroomed semi-detached dwellings, prices are well above the average. This is partly due to the exclusiveness of the site and partly to its proximity to the Green Belt.

#### 9.4 Group 4

Ponteland and Darras Hall make up the pair in this group. Ponteland is a small but expanding village about 7 miles from Newcastle and is partly self-contained as far as shops and other amenities are concerned. Prices of houses are similar to those for Whitley Bay and Monkseaton, which is another 'week-end suburb'. However, because of increased pressure on the Green Belt and the fact that Ponteland is not 'attached' to the conurbation proper, its prices will probably be inflated above the average in a few years' time. Darras Hall on the other hand is easily the highest priced area on Tyneside. This is due to the make-up of the estate, with each dwelling having at least a  $\frac{1}{4}$  acre plot of ground. There is a high percentage of older property, but this has probably had the effect of increasing the value of new property, by producing an estate with that indefinable quality of character.

#### 9.5 Group 5

The two areas in this pair are Gosforth and Cramlington. Both lie some distance from Newcastle itself and both are to a great extent self-contained (Cramlington is developing its amenities at present). Both areas also possess a nucleus of older property, around which the newer property has developed. There the comparison ends. Gosforth has for many years been considered a 'high-class' residential area, and traditions like this die hard. Cramlington has no such tradition and in fact desires to keep its house prices competitive (so far as it has control over prices). The

average selling price for Gosforth is £5,000 whilst that of Cramlington is £3,200. J.T. Bell's houses at Gosforth, sell at a much higher price than Bell's houses at Cramlington, reflecting the fact that a 'prestige' value affects the selling price of dwellings as well as land values etc.

#### 10 House builders

House building for owner-occupiers has thrived since the war and many builders have 'cashed-in' on this boom. The development of post-war private estates has been a feature since the 1950's. There are numerous reasons for this great activity, many of these reasons having already been observed in this thesis:-

- a. The inability of municipal housing to meet all the housing needs of young married couples.
- b. The increasing scarcity of private property to rent (e.g. in Newcastle).
- c. The increasing affluence among society in general.
- d. The increasing availability of mortgages.
- e. The replacement of private houses in redevelopment schemes, motorway developments etc.
- f. The influx of new industry into North Tyneside, creating a demand for housing for key workers and those wishing to live close to their work.
- g. The general tendency of many to move away from the city centre to dormitory villages and to coastal locations. This has been facilitated by improved road communications and the increasing use of the motor car.

11 Thus the field has been made wide open for builders and property developers. The survey which follows below covers developers who have built private houses. In many cases,

Local Authorities have engaged building contractors to build for them, but this aspect is not considered.

12 Builders have to be fairly sure that a market exists for their dwellings, whilst at the same time being prepared to create demand themselves. The degree of speculation varies, but there is no doubt that many small builders have become bankrupt due to over-speculation. The big problems are the initial capital involved and fluctuations in demand.

13 Some builders of course do not specialise in building houses, but build only the 'one-off' type or the occasional small development. Other builders rely almost entirely on building private housing estates on a large scale, whilst some large building contractors build houses on a large scale, but are also involved in other types of property development such as offices, public buildings etc.

Table 18

Property developers/builders involved in North Tyneside

	No's involved in North Tyneside.	Examples
Large Estate developers (over 100 acres)	4	J.T. Bell, W. Leech
Medium Size Estate developers (25-75 acres)	5	M. Grady, Kendall Cross
Small developments with some general building (5-25 acres)	8	Ravensworth Builders, Dunleavy Bros.
Individual houses with general building ( 5 acres)	15	Sadler Bros. Builders Ltd.

14 The above table is an attempt at a simple classification and is not intended to be considered as an exact summary.

15 The characteristic of the large-scale development is that it is often associated with 'secondary projects' e.g. schools, shops, churches etc. The medium size-builder, generally aims

for only a few house types and concentrates on quality. It is not usual for him to develop shopping centres or other ancillary development. The small-estate builder is more concerned with fairly high-priced individually styled houses. These comments are of course generalisations but serve to emphasize the classification.

16 Large builders (e.g. J.T. Bell, W. Leech, Wimpey etc.) often cooperate with Local Authorities on extremely comprehensive developments e.g. Cramlington New Town and Newcastle's 'satellite town' planned for Kenton Bank. The latter is basically a joint undertaking between W. Leech, Wimpey, and Newcastle City Council. A population of 13,000 is planned; 8,900 private houses and 4,060 Local Authority.

17 Two extremes have been chosen to illustrate some of the characteristics of different types of builder ; William Leech to represent the large-scale developer, and Kendall Cross Ltd. to represent the small-scale housing developer. It should be emphasized that the latter is very active in other fields but has only entered the housing field in a small way, so far.

18 William Leech started building about 1930 and some of his first houses are in Wallsend. At the present time he is building about 2,000 houses a year in Northumberland and Durham. In the two counties he has about 37 estates completed, in the process of being built or planned. In the study area, there are about 12 estates in the above categories. Of these, three are in the planning stage:- Forest Hall, South Gosforth and Fawdon.

19 Three separate types of Leech development can be distinguished:-  
 a. Developments at Cramlington New Town in conjunction with Northumberland County Council (see previous chapter).



b. Estates at Wallsend and Fawdon. These represent an extension of the built-up area of the Tyneside conurbation.

c. Comprehensive housing in Newcastle's planned 'satellite' town at Kenton Bank Foot (see above). Leech possesses 370 acres of a 550 acre site for private housing development.

20. Leech tends to build 'mixed estates', like J.T. Bell and Sons Ltd. Various types of houses with a wide variety of prices are favoured. On the estates being built in 1967, prices ranged from about £2,000 - £6,000. Leech operates an easy-to-buy policy, so that normally he has a ready market and is able to compete favourably with other builders. Leech is seriously considering building exclusive 'executive-type' estates, which will be a complete breakaway from his normal policy.

21. However, there are many people who prefer not to live on a large estate and prefer a small development instead. Kendall Cross Ltd. fulfil a need which is being increasingly felt in the North-East and which is being increasingly felt in the study area - the need for high-priced individual houses, and small exclusive estates.

22 Kendall Cross Ltd., Gosforth, have built a few houses for individual clients and a few through their own associate property company - Beechcroft Estates Ltd. The actual schedule is included below so that the actual nature of their housing interest can be understood.

23 Some of the developments are outside the study area, but Kendall Cross are based in the latter and have rarely built houses elsewhere. They are increasingly interested in house-building, but are hampered, not so much by lack of demand as lack of available land.

24 This problem is increasing in the study area and poses a real threat to the private house builder and contractor. This problem will be referred to in the next chapter.

Table 19

## House-building schedule of Kendall Cross Ltd.

Oct. 1958	-	Bungalow at Darras Hall
Nov. 1958	-	House at Tynemouth
Apr. 1959	-	House at Jesmond
May 1959	-	House at Tynemouth
Mar. 1960	-	House at Earsdon
May 1962	-	House at Darras Hall
Jan. 1963	-	Bungalow at Woolsington Park South
Feb. 1966	-	4 flats at Whitburn, Co. Durham for Beechcroft Estates
Feb. 1966	-	6 town houses, Monkseaton for Beechcroft Estates
Mar. 1968	-	Bungalow at Stelling Hall, Stocksfield
May 1968	-	18 flats and garages at Low Fell for Northumbria Housing Society
July 1968	-	18 dwellings and garages at Fawdon for Three Rivers (Cost Rent) Housing Society
Sept 1968	-	28 flats and 30 garages at Ponteland for Northumbria Housing Society Ltd.
Nov. 1968	-	2 bungalows at Hepscoth near Morpeth, for Beechcroft Estates Ltd.

## References

1. Information obtained from interviews with representatives of local building firms, including a study of records. (Unpublished)

## CHAPTER 7

1 In this final chapter, instead of attempting a straightforward summary, two special topics have been chosen to illustrate some of the problems facing the study region at present.

- a. The development and provision of executive-type (higher-income group) housing.
- b. The zoning and availability of land for housing, both for private and Local Authority needs in the period 1966-81.

2 In the last chapter a review of house prices was followed by a selective study of house builders in the study region. Reference was made to the need for 'executive-type housing'. This is not an exact term but is used here as it gives a reasonable connotation of the type of house and the type of person involved. One could classify this type of house as belonging to social class 1 (according to the census) and having 7 or more rooms, with a rateable value of £200 (1966 values). But the term is flexible.

3 To a certain extent the need for executive dwellings is related to the attraction of new industry into the region as old industries decline. One criticism of this incoming industry is the lack of suitable housing for managerial and executive staff.

4 In the eighteenth and nineteenth centuries coal and industrial executives had houses near their work because they were built for them by their owners. But they were unsuitably placed for the development of a desirable executive dwelling area, and were not attractive to executives of other industries. In the latter half of the nineteenth century some of the executives were moving out from working class areas and Gosforth and Jesmond became established as executive-group residential

areas. However, actual numbers were small and conditioned by the amount and type of industry (e.g. large enterprises such as shipyards, and engineering works had a relatively small number of managerial or executive staff).

5 By the end of the nineteenth century semi-detached houses became common, built at low densities and accepted as the normal standard. Executive-housing showed a corresponding increase. As public transport evolved at the beginning of the century people could live away from their work and builders found that there was a demand for housing by the 'higher-income group'. Local Authorities at the beginning of the twentieth century took over the function of providing houses for working classes.

6 Unfortunately between 1920-40 there was a general depression, and there was not sufficient capital to create a demand for expensive dwellings. Jesmond, Gosforth and Ponteland were recognized as the executive areas, but few houses were actually built.

7 After the war, builders had to take stock of the situation. As mentioned in the last chapter, large private estates were favoured by the builders who fully recognized the latest demand, and felt that large profits could be made from large estates by building a small range of houses for the medium-income group. Many executives and professionals prefer fairly small estates. The tendency has been for builders to regard high-priced development on small estates as speculative.

8 However, there are signs that the situation is changing. Recent developments at Hexham, (outside the study area) the coast and Darras Hall cater almost exclusively for executive-type houses. After the war private builders along with Local Authorities built houses which were replacements for the stock of nineteenth century houses. Since 1958 however, there has

been a clear tendency for builders to bear the needs of the executives in mind.

9 In the period 1960-65 it is estimated (figures supplied by local builders) that about 2,000 executive dwellings were built in Northumberland alone, about 75% being in the study area. About half of these have been occupied by incoming executives.

10 Planning authorities have their part to play in providing this type of housing. In general, these authorities cannot zone land for high class residential areas in their Development Plans, but they can mention sites in their written statements as Newcastle does. Newcastle Planning Department<sup>1</sup> stated in 1963 that the pattern at that time, was that expensive houses were provided in Gosforth, Ponteland and parts of Jesmond. As part of the Development Plan it was proposed that some land at West Fawdon should be used for low density houses.

11 In the Review it was thought that expensive housing could be provided, not only in conventional houses, but also in flats, and proposals were made for such development around the Town Moor, and on the edge of Jesmond Dene. Development is already taking place there quite successfully as executives are prepared to pay the high costs involved.

12 However, whilst it is clear that there is a demand for executive dwellings close to Newcastle, the most pressing demand is for such housing to be located well away from the city. The presence of the Green Belt ensures that this indeed is where such housing will be.

13 The Green Belt extends in/<sup>a</sup>loop between 8-15 miles wide to the north and west of Newcastle. The effect of this belt is that land prices are inflated on the perimeter of Newcastle and builders have to jump across the belt and develop up to

15-20 miles from Newcastle. This is not necessarily a bad thing, but the Green Belt should not perhaps be regarded as sacrosanct.

14 Low-density executive housing could be allowed on the Green Belt (or selected parts of it), which would ease the pressure on land and also create more access to the Green Belt, if urban parks were created within the belt. No doubt the amenity value of the area involved would be increased.

15 However, one major snag is apparent - the conflict between Northumberland Planning Department a predominantly rural authority, and Newcastle Planning Department, an urban authority. Northumberland feel that they are already providing considerable areas of housing for commuters into Newcastle and do not wish to release any more land than they regard as essential. They do not have the provision of housing (executive or otherwise) for Tyneside as their number one priority.

16 This conflict between Town and Country is common throughout the United Kingdom and could partly be resolved by Central Government relaxing its controls on development within the Green Belt or of creating Local Authorities (or at least housing authorities) which contained large areas of both rural and urban nature. It is one of the major features of housing in the study region that pressure is being exerted on the rural areas by those wishing to live in the country and yet work in the conurbation. The Buchanan Report<sup>2</sup> suggested a balance between accessibility and environment and talked of Urban Rooms (environment) and Urban Corridors (ie. communications).

17 With this thought in mind, a close look at what land is available might give some idea of the future pattern of housing in North Tyneside. (see Fig. 2).

Table 20

Density of Housing per acre planned between 1966-81 North Tyneside

	Total	Local Authority	Private
1966-68	14	19	8
1969-72	18	20	12
1973-81	19	20	17

18 The densities shown above<sup>3</sup> reveal the pressures that are likely to <sup>be</sup> put on the land. Assuming that the land is developed roughly in the way that the Housing Authorities suggest, it is clear that the densities allocated to private housing will have increased considerably by 1981, whilst Local Authority housing densities will remain roughly the same.

19 Increasingly, land will become more expensive, leading to a considerable inflation of house prices. There is a clear possibility that private housing will become too expensive for young married couples who will desire Local Authority housing.

20 What is also likely is that many couples will take a compromise course by buying older property and taking advantage of available grants for improvements. The snag here however, is that a great deal of older property has been cleared away in redevelopment schemes. In many cases, older property could have had 10-20 years added to its life and helped to fulfil a need. As older property becomes more scarce its value will also be inflated.

21 Table 20 conceals considerable variations in the planned densities. Newcastle's figures in total show that densities were higher in the 1966-68 period than are planned for the periods 1969-72 and 1973-81.

1966-68	-	26/acre
1969-72	-	20/acre
1973-81	-	21/acre

In the first period high-rise flats (now in the process of completion) were planned. Despite the planned lowering of



densities in the last period, a density of 21/acre is still an extremely high one.

22 It is convenient to divide the planned sizes of developments into four categories or groups (see Appendix 4 for full details).

Groups 1	-	0 - 9 acres
" 2	-	10 - 24 acres
" 3	-	25 - 49 acres
" 4	-	50+ acres

In the whole period 1966-81 there are 170 planned sites, of which 60 per cent are in group 1, 16 per cent in group 2, 12 per cent in group 3, and 12 per cent in group 4.

23 In all categories 48 per cent are planned in the period 1966-68, 24 per cent in 1969-72 and 28 per cent in 1973-81.

It is clear that more land will have to be zoned for housing.

24 The four areas with the most significant housing developments are Newcastle, Tynemouth, Longbenton and Seaton Valley.

Table 21 shows the planned distribution of housing developments.

Table 21

Distribution of housing developments (planned) 1966-81  
(figures are percentages)

	Group			
	1	2	3	4
Newcastle	60	22	10	8
Tynemouth	86	9	2	2
Longbenton	70	6	12	12
Seaton Valley	18	14	32	36

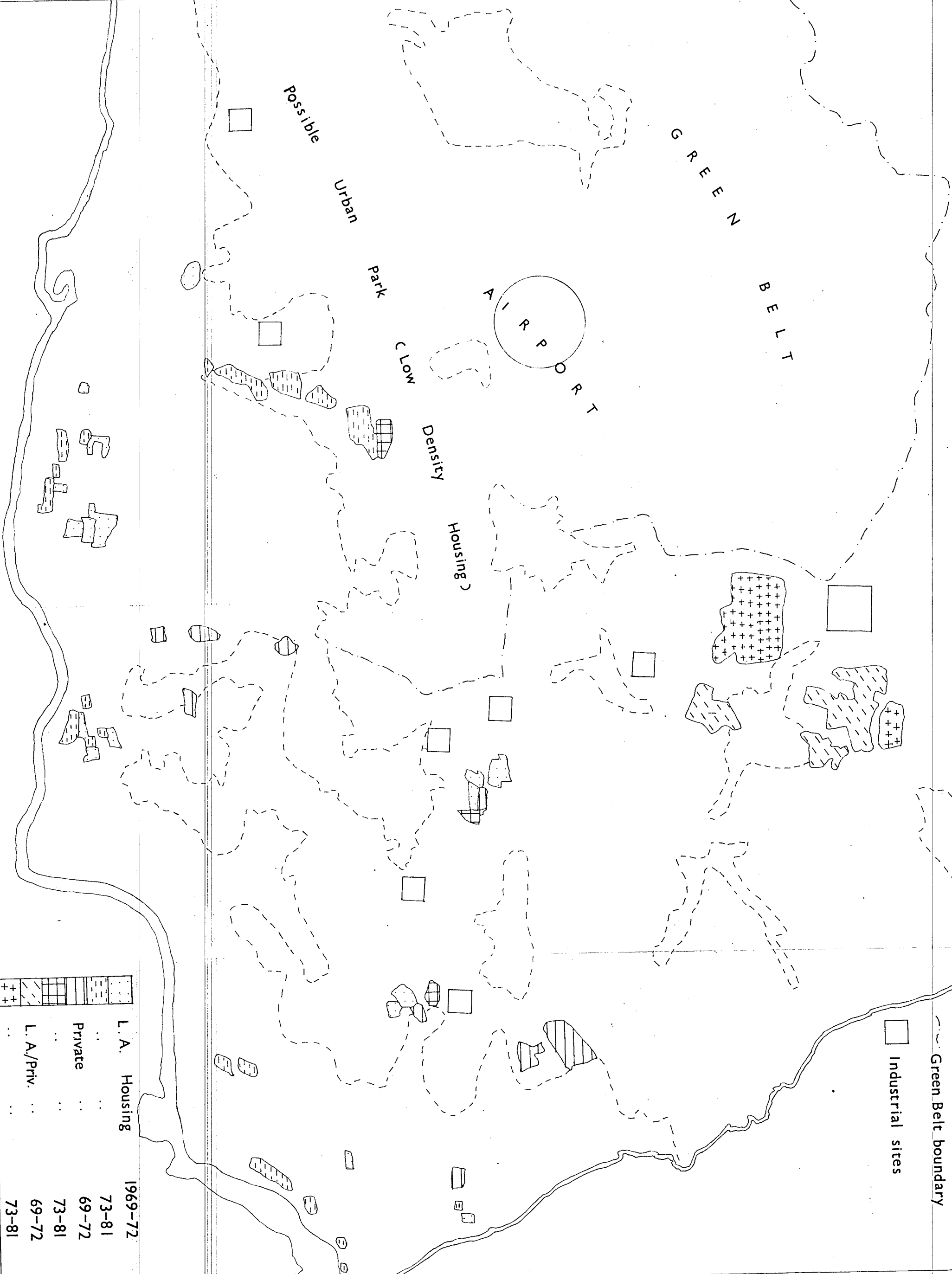
25 Newcastle, Tynemouth and Longbenton show fairly similar characteristics, with a preponderance of small sites. This of course reveals the lack of available land. Seaton Valley on the other hand has a much more even distribution with over one-third of its planned developments over 50 acres, and one-fifth between 25 and 50 acres. This is due to the amount of available land in this growth area.

---Main housing areas (1968)

---Green Belt boundary

□ Industrial sites

[Pattern: Dotted]	L. A. Housing	1969-72
[Pattern: Horizontal lines]	Private	73-81
[Pattern: Vertical lines]	Private	69-72
[Pattern: Diagonal lines /]	Private	73-81
[Pattern: Diagonal lines \]	L. A./Priv.	69-72
[Pattern: Cross-hatch]	L. A./Priv.	73-81



One Inch to the Mile

FIG 2 NORTH TYNESIDE—HOUSING PATTERN 1969-81

26 It is not part of this dissertation to go deeply into an assessment of housing needs up to 1981, but rather to see in what sort of way housing and settlement will develop if the current allocations are adhered to.

27 It is clear that there is going to be a heavy reliance on Cramlington New Town, for housing, and that there may well be a serious shortage of land for private development elsewhere (the problem of catering for 'executive-type' housing has already been cited in this chapter).

28 In conclusion

The following conclusions can be considered to be a summary of some of the main points of this thesis.

28.1 Already there is a virtual saturation of land up to and even beyond the Newcastle perimeter.

28.2 This is creating pressure upon the Green Belt. It is likely that some of the land in this belt will in time be released for low-density executive housing.

28.3 There will soon be little available land at the coast, where land values will be seriously inflated. The new urban routeway from the coast to Newcastle has increased demand for housing at the coast.

28.4 Cramlington and to a certain extent Killingworth will act as overspill regions for the Tyneside conurbation up to 1981, and will help to relieve pressure.

28.5 Already there appears to be slight conflict between Local Authority and private housing for land. It is probable that housing authorities will have to rezone some of their land to meet the needs of private housing.

28.6 In Newcastle itself, Local Authority housing is already extremely dominant, and privately rented property is becoming scarcer. This latter trend is a problem in most conurbations.

28.7 As population moves out of the conurbation, northwards, small settlements and towns within a radius of (say) 20 miles of Newcastle will greatly expand.

28.8 At the moment there is a certain amount of conflict between land zones for housing and industry, respectively. If industry is attracted at the same rate in the next 10 years as in the period 1955-65 then pressure may be placed on land zoned for housing. The more industry that comes, the more housing will be required.

28.9 Although local builders have built a considerable number of large estates, especially in the period 1955-65, and have many planned, there may be a shortage of land for large-scale developments. The development of the 'satellite town' at Kenton Bank Foot and the large Local Authority development taking place at West Denton, perhaps represent the last large housing developments possible in the study area, with the exception of Killingworth and Cramlington.

28.10 There is a need to rationalize housing development in North Tyneside. This should include the creation of one single housing authority (which could include territory to the north of the study area) to coordinate planning and sensibly allocate land for housing. This rationalization should constantly be aware of the continuing domination of Newcastle as a magnet, controlling the distance at which development should take place and its characteristics.

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1. Newcastle Planning Department. Newcastle Development Plan Review pp. 61-62. 1963.
2. Traffic in Towns. A study of the Long Term Problems of Traffic in Urban Areas. Reports of the Steering Group and Working Group. (Chairman Colin Buchanan) p.40, paras. 100-101. H.M.S.O. 1963.
3. Information obtained from the regional offices of M.H.L.G., Newcastle and from reference to local authorities.

## APPENDIX 1

Equation produced in 1958 for estimating the total housing need in Newcastle by 1971 (City Engineers' Department).

1.	Estimated residential population 1958	268,000
2.	Dwellings required at an occupancy index of 2.9	92,483
3.	Total existing dwellings	88,400
<hr/>		
4.	Deficiencies (representing the degree of overcrowding)	4,083
5.	Demand arising from families in Clearance Areas	8,200
6.	Demand arising from redevelopment of existing housing for non-residential uses	<u>2,100</u>
		14,383
<hr/>		
7.	Add allowances for natural increase 1958-71	17,500
8.	Deduct allowance for net voluntary migration 1958-71	<u>20,000</u> -2,500
9.	At occupancy rate of 2.9	-863
10.	Therefore the total housing need is	14,383 <u>-863</u> 13,520

## APPENDIX 2

Percentage change 1961-66 in various Occupancy Groups in  
Newcastle Wards and Enumerated Districts.

Ward and E.D.	Privately-Rented	Owner-occupied	Council-owned
<b>Armstrong</b>			
13	-13.0	-5.3	+16.6
14	-2.8	-4.9	+6.7
15	-0.8	-1.5	+3.1
16	-5.2	-0.1	+6.6
17	-4.3	-4.7	+9.6
18	-80.2	-19.9	+91.5
<b>Arthurs Hill</b>			
01	-4.5	+3.7	0.0
02	-8.9	+9.5	0.0
03	+5.9	-10.6	+13.1
04	+15.6	-18.2	-0.1
05	-9.0	+1.2	+9.7
06	-45.9	-2.0	+49.1
<b>Benwell</b>			
19	-4.5	+2.5	+2.0
20	-8.5	+6.4	+1.0
21	-0.5	0.0	+1.4
22	+10.6	+0.1	+9.8
23	+1.9	-0.6	-0.5
<b>Blakelaw</b>			
09	-0.1	0.0	+1.5
10	+1.7	0.0	-3.1
11	+0.3	-1.5	-1.1
12	-4.7	+5.9	-0.8
13	-3.3	+1.5	+4.0
14	+0.3	+2.2	-1.4
<b>Byker</b>			
01	+3.2	-8.0	+4.3
02	-36.6	+0.2	+33.7
03	-6.8	-4.4	+11.7
04	-3.2	+0.6	+2.3
<b>Dene</b>			
09	+0.9	+0.2	-1.2
10	-1.2	+3.5	-1.9
11	+0.6	+0.8	0.0
12	+0.6	+1.5	-0.7
13	+2.5	-3.3	+0.4
14	-0.1	+3.6	+0.3
<b>Elswick</b>			
07	-5.0	+2.3	+1.2
08	-1.4	+1.1	+1.3
09	+0.4	+0.6	+0.1
10	-1.4	+4.7	-1.8
11	-6.9	+8.1	-1.7
12	-22.2	+8.5	+11.5

Ward and E.D. Fenham	Privately-Rented	Owner-occupied	Council-owned
15	-8.7	+8.7	-0.8
16	-0.6	+1.2	-1.6
17	-4.4	-4.5	+0.8
18	-1.9	+0.7	-1.2
19	+1.5	-4.0	+0.8
20	-3.0	+0.9	+1.3
21	+0.9	-0.3	+1.1
Heaton			
15	-5.6	-1.8	+8.7
16	-11.0	-4.3	+21.8
17	-6.5	+4.0	+2.5
18	-2.2	-4.9	0.0
19	-3.2	+3.4	0.0
20	+3.8	-2.5	0.0
Jesmond			
01	+13.3	-11.0	0.0
02	+5.3	-3.4	-0.2
03	-1.2	-1.3	0.0
04	+9.8	-4.6	0.0
05	-8.0	+9.0	0.0
06	-8.6	+9.0	+1.3
07	+9.0	-9.6	0.0
08	+8.5	-0.1	-0.8
28	-6.5	+6.1	0.0
Kenton			
01	+0.1	+1.9	-1.1
02	-1.0	+1.6	0.0
03	+0.6	+1.1	-1.2
04	0.0	0.0	-1.2
05	-0.8	0.0	+3.9
06	+3.5	-1.8	+0.2
07	+0.4	+0.2	+1.0
08	+1.5	+4.3	-4.9
St. Anthony			
05	-6.1	-3.8	+9.6
06	-1.8	+1.1	+0.4
07	-7.0	+6.5	+0.7
08	-6.3	+2.8	+3.6
09	-5.9	+1.9	+0.9
St. Lawrence			
10	-2.0	+0.5	+1.1
11	-1.4	+0.6	+1.5
12	-5.1	-2.8	+6.8
13	-6.5	+0.4	+5.0
14	-1.0	-1.7	+3.2
St. Nicholas			
13	-4.3	-0.7	+7.7
14	+4.6	0.0	+0.8



Ward and E.D. St. Nicholas	Privately-Rented	Owner-occupied	Council-owned
15	-61.0	-4.8	+70.1
16	-5.1	-7.6	+1.6
17	+1.3	-2.9	+5.9
Sandyford			
18	-12.4	-2.4	+15.0
19	-11.7	-2.9	+13.9
20	-8.5	+6.6	+1.6
21	-4.4	+2.7	+1.1
22	+8.2	-7.6	-0.8
Scotswood			
22	-2.6	+2.6	+1.7
23	+3.1	+2.2	-4.8
24	-2.5	-0.6	+1.9
25	0.0	+4.3	-4.1
26	-1.0	-1.7	+3.3
Stephenson			
01	-46.0	-5.0	+60.3
02	-18.0	-4.0	0.0
03	-66.0	-4.2	-0.6
04	-3.1	-6.2	+8.0
05	-8.5	-1.1	+9.4
06	-7.4	+1.9	+5.9
Walker			
15	-3.8	-0.1	+3.7
16	-5.5	-12.5	+18.2
17	-6.4	-2.7	+8.9
18	-19.9	-2.8	+24.0
19	+2.7	-2.5	-1.5
20	+0.8	-0.6	+0.6
Walkergate			
21	-25.8	+4.1	-1.6
22	-11.7	+3.7	+6.5
23	-6.3	0.0	+6.9
24	+2.6	-3.6	+2.8
25	-2.3	-0.3	+1.2
26	-4.6	+3.8	-1.9
27	-3.6	+2.2	-0.3
Westgate			
07	-3.0	+2.7	0.0
08	+0.9	-1.3	+3.4
09	+23.6	-19.4	+4.4
10	-10.6	-2.3	+12.8
11	-2.1	-5.8	+13.0
12	-3.7	+0.8	+3.9
23	-31.9	-2.5	+45.3
CITY	-6.3	+0.7	+5.8

## Newcastle upon Tyne

## Population and Household Totals 1961-66.

E.D.	Total Pop. 1961	Sample Pop. 1961	Sample Pop. 1966	Total Households 1961	Sample Households 1966
<b>Armstrong</b>					
13	2,848	280	215	939	67
14	2,198	210	209	732	68
15	1,530	129	158	394	40
16	1,911	244	213	773	77
17	1,689	147	143	533	51
18	383	39	184	118	79
<b>Arthurs Hill</b>					
01	2,788	293	317	933	95
02	1,406	155	145	505	51
03	2,831	268	281	665	61
04	2,118	231	202	735	83
05	2,062	189	179	780	72
06	2,358	233	148	807	70
<b>Benwell</b>					
19	2,588	267	241	757	78
20	3,041	313	231	839	75
21	2,387	257	256	831	82
22	2,882	311	274	971	92
23	2,779	289	193	870	57
<b>Blakelaw</b>					
09	3,265	302	299	779	76
10	3,268	316	291	949	94
11	3,244	324	322	784	81
12	2,267	230	218	688	69
13	2,545	274	246	813	79
14	2,432	263	220	795	79
<b>Byker</b>					
01	1,960	215	175	734	68
02	3,959	383	207	1,391	75
03	3,492	363	237	1,245	91
04	2,219	216	188	851	76
<b>Dene</b>					
09	2,299	245	233	771	76
10	2,125	233	209	729	70
11	1,829	177	194	631	59
12	2,795	292	276	750	77
13	2,514	279	256	847	85
14	2,952	299	330	930	93
<b>Elswick</b>					
07	2,225	229	229	825	83
08	2,087	191	193	775	76
09	2,091	216	187	779	72
10	1,511	168	137	547	53
11	1,882	206	139	574	45
12	2,412	229	198	782	54

E.D.	Total Pop. 1961	Sample Pop. 1961	Sample Pop. 1966	Total Households 1961	Sample Households 1966
<b>Fenham</b>					
15	2,271	238	206	800	81
16	2,439	248	219	793	77
17	2,219	231	216	760	73
18	2,357	224	225	814	79
19	2,273	218	232	756	75
20	2,943	312	280	915	96
21	2,949	298	273	882	86
<b>Heaton</b>					
15	2,497	226	223	830	76
16	2,736	282	246	987	95
17	2,562	281	281	838	79
18	1,846	169	171	736	71
19	1,999	200	184	747	74
20	1,976	193	171	750	73
<b>Jesmond</b>					
01	1,895	202	183	681	64
02	2,621	264	256	879	82
03	2,039	231	222	774	89
04	1,997	193	182	709	61
05	2,209	210	217	814	80
06	2,066	237	193	803	76
07	1,158	120	132	298	50
08	316	30	15	121	9
28	745	82	94	322	32
<b>Kenton</b>					
01	2,668	254	267	695	75
02	2,684	280	249	615	59
03	3,019	294	272	777	78
04	3,197	311	305	792	80
05	1,031	98	97	238	25
06	2,254	306	311	916	93
07	2,609	260	250	733	80
08	2,247	220	250	623	70
<b>St. Anthony</b>					
05	2,813	281	247	974	93
06	2,671	283	268	775	77
07	3,041	309	297	954	93
08	2,274	224	215	821	82
09	2,300	198	218	815	79
<b>St. Lawrence</b>					
10	2,348	240	252	762	76
11	2,628	268	256	754	76
12	2,407	231	212	806	79
13	3,515	345	237	1,273	95
14	2,634	291	224	889	80
<b>St. Nicholas</b>					
13	2,270	218	131	795	49
14	1,176	105	73	331	20

E.D.	Total Pop. 1961	Sample Pop. 1961	Sample Pop. 1966	Total Households 1961	Sample Households 1966
<b>St. Nicholas</b>					
15	1,347	115	131	442	48
16	1,612	156	121	610	38
17	593	59	33	189	11
<b>Sandyford</b>					
18	2,598	242	208	880	69
19	2,412	237	240	897	88
20	1,968	226	196	665	63
21	2,100	200	212	793	80
22	2,097	203	210	756	82
<b>Scotswood</b>					
22	2,435	231	259	861	88
23	2,415	220	212	755	71
24	3,205	303	256	1,006	89
25	2,639	279	270	782	81
26	3,518	323	339	1,009	91
<b>Stephenson</b>					
01	1,338	155	150	442	46
02	160	11	8	50	2
03	1,087	86	9	359	4
04	2,499	230	223	765	71
05	2,674	294	149	895	57
06	2,516	268	257	807	83
<b>Walker</b>					
15	2,983	297	312	853	94
16	1,373	128	249	426	84
17	2,959	310	257	824	71
18	2,076	211	122	615	40
19	3,269	332	275	830	76
20	2,365	233	237	728	74
<b>Walkergate</b>					
21	2,195	204	207	762	74
22	2,127	221	206	769	76
23	1,097	96	169	279	52
24	1,746	177	166	509	52
25	2,402	262	247	706	71
26	2,396	234	253	821	80
27	2,018	215	208	645	64
<b>Westgate</b>					
07	2,064	204	137	467	20
08	1,885	206	162	595	59
09	1,092	99	114	398	45
10	1,864	206	169	692	70
11	2,165	213	141	670	59
12	1,471	150	124	549	51
23	579	57	55	192	21
<b>CITY</b>	<b>269,678</b>	<b>26,981</b>	<b>24,924</b>	<b>86,819</b>	<b>8,439</b>

## APPENDIX 4

## Housing Land Availability in North Tyneside 1966-81.

	Total		Private		Local Authority	
	Area	Estimated Dwellings	Area	Estimated Dwellings	Area	Estimated Dwellings
a) 1966-68						
Newcastle	110	2,910	13	299	97	2,611
Tynemouth	46	621	27	302	19	319
Gosforth	22	265	2	38	20	227
Longbenton	164	3,617	47	894	117	2,723
Newburn	147	2,372	45	359	102	2,013
Seaton Valley	275	3,462	83	1,095	192	2,367
Wallsend	127	2,221	42	384	85	1,837
Whitley Bay	36	530	34	494	2	36
Castle Ward	306	1,218	250	500	56	718
<b>TOTALS</b>	<b>1,235</b>	<b>17,216</b>	<b>543</b>	<b>4,365</b>	<b>690</b>	<b>12,851</b>
Density Per Acre (average)	<b>14</b>		<b>8</b>		<b>19</b>	
b) 1969-72						
Newcastle	423	8,400	62	850	361	7,550
Tynemouth	60	984	25	362	35	622
Longbenton	58	1,719	-	-	58	1,719
Newburn	27	678	-	-	27	678
Seaton Valley	303	4,517	151	2,258	152	2,259
Wallsend	4	48	-	-	4	48
Whitley Bay	156	2,328	153	2,298	3	30
Castle Ward	20	200	20	200	-	-
<b>TOTALS</b>	<b>1,051</b>	<b>18,874</b>	<b>411</b>	<b>5,968</b>	<b>640</b>	<b>12,906</b>
Density Per Acre (average)	<b>18</b>		<b>12</b>		<b>20</b>	
c) 1973-81						
Newcastle	315	6,600	50	1,000	265	5,600
Tynemouth	178	3,910	27	406	151	3,504
Longbenton	69	1,060	31	530	38	530
Seaton Valley	536	9,137	268	4,568	268	4,569
<b>TOTALS</b>	<b>1,098</b>	<b>20,707</b>	<b>376</b>	<b>6,504</b>	<b>732</b>	<b>14,203</b>
Density Per Acre (average)	<b>19</b>		<b>17</b>		<b>20</b>	

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