

CABINET ITEM COVERING SHEET PROFORMA

AGENDA ITEM

REPORT TO CABINET

18 MARCH 2010

**REPORT OF CORPORATE
MANAGEMENT TEAM**

COUNCIL DECISION/CABINET DECISION/KEY DECISION

Regeneration and Transport – Lead Cabinet Member – Councillor Cook.

LOCAL DEVELOPMENT FRAMEWORK: ADOPTION OF STOCKTON-ON-TEES CORE STRATEGY DEVELOPMENT PLAN DOCUMENT (DPD).

1. Summary

The Core Strategy DPD is the key document in the new Local Development Framework and will provide strategic planning policies for the Borough. Between 22 September and 2 October 2009, it was the subject of an Independent Examination before a Planning Inspector into its “soundness.” On 3rd February 2010, the Council received the Inspector’s report of the Independent Examination, which found the document sound subject to certain binding recommendations (**Appendix 1**).

This report seeks the agreement of members to the adoption of the revised Core Strategy (**Appendix 2, a full colour version of strategic diagram at end of section 14 of the document will be available at meeting. Core Strategy supporting documents are available to view from the Spatial Planning Manager**) which incorporates the Inspector’s binding recommendations, as well as a number of other minor amendments endorsed by the inspector, for use in the determination of planning applications. In addition, the report informs members of the statutory procedures for the adoption of the Core Strategy and that following this, the document is subject to a six-week period when it can be challenged in the High Court under section 113 of the Planning and Compulsory Purchase Act 2004.

2. Recommendations

It is recommended to Council that it:

1. Endorses the Inspector’s report on the Stockton-on-Tees Borough Core Strategy Development Plan Document and his binding recommendations to make the plan sound (**Appendix 1**).
2. Adopts the revised Core Strategy, which incorporates the Inspector’s binding recommendations for use in the determination of planning applications (**Appendix 2**).

3. Reasons for the Recommendations/Decision(s)

To ensure that the Council accepts the Inspector’s binding recommendations to make the Core Strategy sound and that the document can be used in the determination of planning applications.

4. Members' Interests

Members (including co-opted Members with voting rights) should consider whether they have a personal interest in the item as defined in the Council's code of conduct (**paragraph 8**) and, if so, declare the existence and nature of that interest in accordance with paragraph 9 of the code.

Where a Member regards him/herself as having a personal interest in the item, he/she must then consider whether that interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the Member's judgement of the public interest (**paragraphs 10 and 11 of the code of conduct**).

A Member with a prejudicial interest in any matter must withdraw from the room where the meeting considering the business is being held -

- in a case where the Member is attending a meeting (including a meeting of a select committee) but only for the purpose of making representations, answering questions or giving evidence, provided the public are also allowed to attend the meeting for the same purpose whether under statutory right or otherwise, immediately after making representations, answering questions or giving evidence as the case may be;
- in any other case, whenever it becomes apparent that the business is being considered at the meeting;

and must not exercise executive functions in relation to the matter and not seek improperly to influence the decision about the matter (**paragraph 12 of the Code**).

Further to the above, it should be noted that any Member attending a meeting of Cabinet, Select Committee etc; whether or not they are a Member of the Cabinet or Select Committee concerned, must declare any personal interest which they have in the business being considered at the meeting (unless the interest arises solely from the Member's membership of, or position of control or management on any other body to which the Member was appointed or nominated by the Council, or on any other body exercising functions of a public nature, when the interest only needs to be declared if and when the Member speaks on the matter), and if their interest is prejudicial, they must also leave the meeting room, subject to and in accordance with the provisions referred to above.

AGENDA ITEM

REPORT TO CABINET

18 March 2010

REPORT OF CORPORATE MANAGEMENT TEAM

COUNCIL DECISION/CABINET DECISION/KEY DECISION

LOCAL DEVELOPMENT FRAMEWORK: ADOPTION OF STOCKTON-ON-TEES CORE STRATEGY DEVELOPMENT PLAN DOCUMENT (DPD).

SUMMARY

The Core Strategy DPD is the key document in the new Local Development Framework and will provide strategic planning policies for the Borough. Between 22 September and 2 October 2009, it was the subject of an Independent Examination before a Planning Inspector into its "soundness." On 3rd February 2010, the Council received the Inspector's report of the Independent Examination, which found the document sound subject to certain binding recommendations (**Appendix 1**).

This report seeks the agreement of members to the adoption of the revised Core Strategy (**Appendix 2, a full colour version of strategic diagram at end of section 14 of the document will be available at meeting. Core Strategy supporting documents are available to view from the Spatial Planning Manager**) which incorporates the Inspector's binding recommendations, as well as a number of other minor amendments endorsed by the inspector, for use in the determination of planning applications. In addition, the report informs members of the statutory procedures for the adoption of the Core Strategy and that following this, the document is subject to a six-week period when it can be challenged in the High Court under section 113 of the Planning and Compulsory Purchase Act 2004.

RECOMMENDATIONS

It is recommended to Council that it:

1. Endorses the Inspector's report on the Stockton-on-Tees Borough Core Strategy Development Plan Document and his binding recommendations to make the plan sound (**Appendix 1**).
2. Adopts the revised Core Strategy, which incorporates the Inspector's binding recommendations for use in the determination of planning applications (**Appendix 2**).

DETAIL

1. From 22 September to 2 October 2009, the Council's Core Strategy Development Plan Document (DPD) was the subject of an independent examination into its soundness before a Planning Inspector. On 3rd February 2010, the Council received the Inspector's Report on the Council's Core Strategy DPD in which he concluded that, subject to certain binding recommendations, the document was sound and met the requirements of the Planning and Compulsory Purchase Act 2004, the Town and Country Planning (Local Development)(England) Regulations 2004 and the Town and Country Planning (Local Development)(England)(Amendment) Regulations 2008.

2. The Inspector's report and the schedules of Significant Proposed Changes (addendum1) and two schedules of minor changes entitled Schedule 1 and Schedule 2 are attached at **Appendix 1**. The principal changes required by the Inspector are:
- To make clear that affordable housing policy is to be interpreted flexibly in response to changing market conditions, he has required that the affordable housing requirement is couched in terms of a target (15 -20%) and that provision at a lower rate would only be acceptable where robust justification is provided. The affordable housing policy is to be applied with flexibility sensitive to the market conditions prevailing at the time the planning application is submitted. The targets for the tenure mix (20% intermediate and 80% social rented) can also only be deviated from where robust justification is provided.
 - To ensure that in safeguarding land for the chemical industry, adequate information will be in place to safeguard the integrity of the Teesmouth and Cleveland Coast Special Protection Area (SPA) and Ramsar site. To this end, the Inspector has required an element of flexibility into Policy CS4 by prefacing the amount of land to be safeguarded for the chemical and processing industry with the phrase "up to" to recognise that, given environmental constraints in the Seal Sands area, it might not be possible to safeguard precise amounts of land. In addition, clause 6 of Policy CS4 is to be amended to state that no port or river based development will be permitted on or adjacent to North Tees Mudflat. Paragraph 9.7 is amended to include a commitment for the Council to undertake a study, in partnership with Natural England and the Royal Society for the Protection of Birds, to assess the potential for development in the Seal Sands, North Tees Pools and River Tees Corridor to adversely affect the integrity of the SPA/Ramsar site and to develop a strategic framework for development in these areas and an integrated approach to habitat creation.
 - To ensure that the retail policy is consistent with national policy, the Inspector has required policy CS5 to be amended to state that no further allocations for retail development will be made other than in or on the edge of Stockton Town Centre and that, whilst the Council will not encourage additional retail or leisure development in Teesside Park or Portrack Lane or any other out-of-centre locations, any proposals which emerge will be dealt with in accordance with prevailing national policy as set out in Planning Policy Statement 4 or its successor.
5. The final published version of the Core Strategy incorporating all of the proposed changes both significant and minor as contained in Addendum 1 and Schedules 1 and 2 is attached at **Appendix 2**. Its supporting documentation is available by contacting the Spatial Planning Manager.

Next Steps

6. As soon as is reasonably practicable after Council has adopted the Core Strategy, the Council must complete the following statutory procedures;
- The Inspector's Report and Schedules of Changes, the Core Strategy and supporting documentation, the adoption statement and sustainability appraisal report must be made available during normal office hours in the places where pre-submission documents were made available (that is, the Council offices and local libraries);
 - The documents must be published on the Council website;
 - Inform stakeholders who have asked to be kept informed of the publication of the Inspector's recommendations and the adoption of the Core Strategy and let them know where the documents can be inspected;
 - Place an advertisement in the local press containing the adoption statement and the fact that the Core Strategy is available for inspection and the places and times at which the document can be inspected;
 - Send a copy of the Core Strategy and adoption statement to the Secretary of State.

7. The legal date of adoption of the Core Strategy is the day after Full Council has adopted it. Under section 113 of the Planning and Compulsory Purchase Act 2004, there is a period of six weeks from this date within which any person aggrieved by the document may make an application to the High Court on the ground that;
- The document is not within the appropriate power;
 - A procedural requirement has not been complied with.
- The High Court may make an interim order suspending part or whole of the document pending the final determination of the application and ultimately may quash the document in whole or part.

FINANCIAL IMPLICATIONS

8. The production of the Core Strategy and associated documentation has been made within existing budgetary provisions.

LEGAL IMPLICATIONS

9. The Core Strategy has been prepared under the provisions of Part 2 of the Planning and Compulsory Purchase Act 2004 as amended by the Planning Act 2008 and the Town and Country Planning (Local Development)(England) Regulations 2004 and the Town and Country Planning (Local Development) (England)(Amendment) Regulations 2008, which make provisions for the operation of that system. Failure to comply with the provisions of the Act or Statutory Regulations may result in all or part of the Core Strategy being challenged in the High Court under section 113 of the 2004 Act, which if successful may lead to all or part of the Core Strategy being quashed.

RISK ASSESSMENT

10. "The Adoption of the Core Strategy is categorised as low to medium risk. Existing management systems and daily routine activities are sufficient to control and reduce risk."

SUSTAINABLE COMMUNITY STRATEGY IMPLICATIONS

Economic Regeneration and Transport

11. One of the main thrusts of the Core Strategy is to support and encourage the economic regeneration of the Borough by the development of an entrepreneurial culture, increasing employment opportunities and maintaining a highly skilled workforce. Policy CS4 of the plan identifies land for employment development, supports rural enterprise, new enterprises, particularly the advancement of green technologies and the expansion of research based industries connected with University of Durham's Queen's Campus. Policy CS 5 supports the Borough's town centres and smaller retail centres and Policy CS11 supports the use of planning obligations, which may include requests for support for employment, training and education.

Safer Communities

12. Policy CS 3 of the Core Strategy requires developments to be designed with safety in mind incorporating "Secure by Design" and "Park Mark" standards as appropriate.

Children and Young People

13. Policy CS6 supports the Building Schools for the Future and Primary Capital Programmes, the expansion of Durham University's Queens Campus, Extended

Schools Programme and the provision of open space, recreation and sport facilities in new developments.

Policy CS11 identifies the Council's priorities for obtaining planning obligations and this includes open space, sport and recreation facilities with particular emphasis on the needs of young people.

Healthier Communities and Adults

14. Objective 6 of the Core Strategy is to provide services and facilities to meet the needs of the Borough's growing and ageing population in terms of health care, education and training, together with sport, leisure, recreation and cultural pursuits and Objective 11 of the Core Strategy is "To provide a safe, healthy and attractive environment," These objectives are reflected in all policies contained in the Core Strategy but particularly in Policies CS3 and CS6.

Environment and Housing

15. The protection and enhancement of the Borough's natural and man-made environments is a high priority for the Core Strategy, as is the identification of general locations for new housing development and policies to ensure the right tenure, type and mix of homes, including affordable homes, are provided to the highest design and sustainable standards. Policies CS1, CS2, CS3 CS7 CS8 and CS10 particularly address these issues.

Supporting Themes: -

Stronger Communities

14. The Core Strategy is underpinned by the objective of creating sustainable communities. This is not just in the environmental sense but also in the social and economic terms so that the Borough is comprised of inclusive communities where all residents have access to the best in housing, education and training, health care, employment opportunities, sport, recreation and cultural activities in safe, healthy, prosperous, inclusive and sustainable communities.

Older Adults

15. The Core Strategy recognises the needs of the Borough's ageing population. Policy CS3 requires all new homes to be built to Lifetimes Homes Standards by 2013, Policy CS 6 supports the provision of health services and facilities, Policy CS7 seeks to provide the right number of houses to meet identified housing need in the Borough and Policy CS8 seek to provide the right mix of type and tenure of homes to meet the needs of all residents whatever their age, but with regard to affordable housing requires a high priority to be given to the delivery of two and three bedroomed houses and bungalows.

Arts Leisure and Culture

16. The cultural offer of the Borough is supported by Policy CS3 which seeks to safeguard and enhance the Borough's diverse cultural heritage, including Preston Park, early railways and engineering heritage and the area's WW2 Contribution, Policy CS5 which seeks to promote a balanced and socially inclusive cultural sector in the town centre, Policy CS6 which supports opportunities to widen the borough's cultural offer and Policy CS10 which seeks to protect and enhance the Borough's environmental assets.

EQUALITIES IMPACT ASSESSMENT

17. Earlier versions of the Core Strategy were subject to an Equalities Impact Assessment, which were judged to have a positive impact. No remedial actions were required. Therefore this report does not require one.

CONSULTATION INCLUDING WARD/COUNCILLORS

18. The Core Strategy affects all wards in the Borough. It has been subject to several stages of public consultation at which all stakeholders, including members, were able to comment. Details of the various consultation stages are contained in the Consultation Statement that accompanies the Core Strategy and is available on agenda for inspection.

Name of Contact Officer: Rosemary Young
Post Title: Spatial Planning Manager
Telephone No. 01642 526054
Email Address: Rosemary.Young@Stockton.gov.uk

Education related?

19. Core Strategy policy CS 6 supports the delivery of several education programmes; Building Schools for the Future, Primary Capital programme. Extended Schools Programme and the expansion of University of Durham's Queens Campus.

Background Papers

- Core Strategy DPD Sustainability Appraisal;
- Core Strategy DPD Habitats Regulations Assessment (Appropriate Assessment);
- Core Strategy Infrastructure Strategy;
- Core Strategy Consultation Statement;
- Planning Policy Statement 12: creating strong, safe and prosperous communities through Local Spatial Planning;
- The Town and Country Planning (Local Development)(England) Regulations 2004;
- The Town and Country Planning (Local Development)(England)(Amendment) Regulations 2008.

All available at www.communities.gov.uk.

- Core Strategy Issues and Options Paper;
- Preferred Options Paper;
- Publication Draft;
- Submission Draft;
- Proposed Changes Schedules.

All available at www.spatialplans.gov.uk.

- Evidence Base listed at section 17 of Core Strategy.

Available on request from Spatial Planning Manager on extension 6054.

Ward(s) and Ward Councillors:

20. The provisions of the Core Strategy apply equally throughout the Borough therefore no specific ward councillors have been consulted.

Property

21. Development Plan Documents (DPD) will only have implications if proposals are likely to involve developments of Council land or assets. The Core Strategy is the overarching plan, which sets out broad locations for development but which does not go into detail. Site-specific allocations will be included as part of the Regeneration DPD. However, the Local Development Framework should both inform and support the Council's Capital Strategy and Asset Management Plan.

**APPENDIX 1
INSPECTOR'S REPORT
ADDENDUM 1 SIGNIFICANT PROPOSED CHANGES
SCHEDULE 1 & 2 MINOR CHANGES ENDORSED BY INSPECTOR**



Report to Stockton-on-Tees Borough Council

by Robert Yuille MSc Dip TP MRTPI

an Inspector appointed by the Secretary of State
for Communities and Local Government

The Planning Inspectorate
Temple Quay House
2 The Square
Temple Quay
Bristol BS1 6PN
☎ 0117 372 8000

Date: 3rd February 2010

PLANNING AND COMPULSORY PURCHASE ACT 2004

SECTION 20

REPORT ON THE EXAMINATION INTO THE STOCKTON-ON-TEES

CORE STRATEGY

DEVELOPMENT PLAN DOCUMENT

Document submitted for examination on 27 May 2009

Examination hearings held between 22 September and 2 October 2009

File Ref: LDF000829

1. Introduction and Overall Conclusion

- 1.1 Under the terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004, the purpose of the independent examination of a development plan document (DPD) is to determine:
- (a) whether it satisfies the requirements of s19 and s24(1) of the 2004 Act, the regulations under s17(7), and any regulations under s36 relating to the preparation of the document
 - (b) whether it is sound.
- 1.2 This report contains my assessment of the Stockton-on-Tees Core Strategy DPD (the DPD) in terms of the above matters, along with my recommendations and the reasons for them, as required by s20(7) of the 2004 Act.
- 1.3 I am satisfied that the DPD meets the requirements of the Act and Regulations. My role is also to consider the soundness of the submitted DPD against the advice set out in PPS12 paragraphs 4.51-4.52. In line with national policy, the starting point for the examination is the assumption that the local authority has submitted what it considers to be a sound plan. The changes I have specified in this binding report are made only where there is a clear need to amend the document in the light of the legal requirements and/or make the document sound in accordance with PPS12.
- 1.4 None of these changes should materially alter the substance of the overall plan and its policies, or undermine the sustainability appraisal and participatory processes already undertaken – indeed the majority of them have been advertised and been the subject of sustainability appraisal. These changes are set out in the Addendum of Significant Proposed Changes attached as Addendum 1 to this report. All such significant changes are referred to thus [*PC37*] in this report.
- 1.5 Originally, at my instigation, this addendum contained a number of changes which I now consider fall into the category of minor changes in that they simply correct, clarify and update parts of the text. These are included at Schedule 1 to this report. Other minor changes put forward by the Council are included at Schedule 2. All minor changes are dealt with in paragraph 4.1 of this report.
- 1.6 My report firstly considers the legal requirements, and then deals with the relevant matters and issues considered during the examination in terms of justification, effectiveness and consistency with national policy. My report deals solely with the main matters and issues identified at the Pre Hearing Meeting.
- 1.7 My overall conclusion is that the DPD is sound, provided it is changed in the ways specified. The principal changes which are required are, in summary:**
- a) to make clear that affordable housing policy is to be interpreted flexibly in response to changing market conditions;*
 - b) to ensure that in safeguarding land for the chemical industry adequate information will be in place to safeguard the integrity of the Teesmouth and Cleveland Coast SPA and Ramsar site;*
 - c) To ensure that the retail policy is consistent with national policy.*

The report sets out all the detailed changes required, including those suggested by the Council, to ensure that the plan meets the legal requirements and is sound. All recommendations are prefixed thus; **R1**. All references to core documents are shown thus (CD0027).

2 Legal Requirements

- 2.1 The DPD is contained within the Council's Local Development Scheme (LDS), the updated version being approved in March 2009. I am satisfied that the content and timing of the DPD is generally in accordance with the LDS.
- 2.2 The Council's Statement of Community Involvement (SCI) has been found sound by the Secretary of State and was formally adopted by the Council before the examination hearings were taking place. It is evident from the documents submitted by the Council, including the Regulation 30(d) and 30(e) Statements and its Self Assessment Paper, that the Council has met the requirements as set out in the Regulations.
- 2.3 Alongside the preparation of the DPD it is evident that the Council has carried out a parallel process of sustainability appraisal.
- 2.4 In accordance with the Habitats Directive, I am satisfied that an Appropriate Assessment (or Habitats Regulation Assessment as it is called in the DPD) has been undertaken and that there would be no significant harm to the conservation of the Teesmouth and Cleveland Coast Special Protection Area and Ramsar site (SPA/Ramsar) as a result of the policies and proposals within this DPD.
- 2.5 I am satisfied that the DPD has regard to national policy.
- 2.6 The North East Assembly has indicated that the DPD is in general conformity with the approved Regional Spatial Strategy (RSS) and I am satisfied that it is in general conformity.
- 2.7 I am satisfied that the DPD has had regard to the sustainable community strategy for the area.
- 2.8 I am satisfied that the DPD complies with the specific requirements of the 2004 Regulations (as amended) including the requirements in relation to publication of the prescribed documents; availability of them for Inspection and local advertisement; notification of DPD bodies and provision of a list of superseded saved policies.
- 2.9 Accordingly, I am satisfied that the legal requirements have all been satisfied.

3 Justified, Effective and Consistent with National Policy

Introduction

- 3.1 The main matters focussed on in this examination are the delivery of housing, the distribution of housing, the approach taken to development at Wynyard, affordable housing, employment and environmental protection, regeneration and flooding, transport, retail, Durham Tees Valley Airport, sustainable living and climate change and the definition of previously developed land.

3.2 These matters gave rise to a number of issues which are dealt with below.

Delivery of Housing.

Issue 1.

Policy CS7 (2) states that no additional housing allocations will come forward before 2016 as the RSS allocation has been met through existing housing permissions. Is there robust evidence to indicate that sufficient developable and deliverable sites with planning permission exist to support this aspect of policy?

Differing Estimates of Housing Delivery

- 3.3 There is a fundamental disagreement between the Council and representors about the number of houses that are likely to be delivered from sites with planning permission, the rate at which they will be delivered and the type of houses they will deliver.
- 3.4 The Council and various representors have each carried out careful assessments of the sites with planning permission and each of these assessments has resulted in different conclusions. To an extent this is not surprising. Such assessments involve a degree of judgement and as one representor put it at the hearing sessions 'In the black arts of housing numbers the only certainty is that predictions are uncertain.'
- 3.5 However, in this instance the difference between these various assessments is significant with the Council estimating through its Strategic Housing Land Availability Assessment (SHLAA) and its housing trajectory that over the period to 2016 sites with planning permission will deliver some 961 houses above the RSS requirement while representors consider that the same sites over the same period will deliver some 746 houses less than the requirement (CD0274, Table 1).

Reasons for the Differing Estimates

- 3.6 It emerged at the hearing sessions that the principal reason for this significant difference was that representors took a more cautious market view than the Council as to when development will start and how many houses will be completed on a number of sites.

The Basis for the Differing Market Views

- 3.7 It was pointed out that for 50% of the sites in the Council's housing trajectory the predicted numbers of houses to be built were based on estimates made by the Council itself rather than on delivery schedules provided by the developers of those sites.
- 3.8 The Council confirmed that this was factually correct but pointed out that it only relied on its own estimate for a site when it had received no response to its request for information from the developer of that site. Moreover, the response rate from developers was higher for larger sites than for smaller sites, as a result some 69% of the of the projected number of housing completions in the housing trajectory were based on information from the developers of the sites in question (CD 0254).

- 3.9 To my mind this indicates that the Council did not seek to substitute its own judgement for that of those operating in the market when compiling its housing trajectory. It has consulted widely and, where that information has been provided, it has based its estimates on information provided by developers.
- 3.10 On this basis I see no reason why the market view taken by representors should be preferred to that of the Council and I consider the Council's SHLAA and housing trajectory to be robust.

Large sites

- 3.11 The point was made by representors that some 50% of committed housing capacity is concentrated in 5 large sites at North Shore, Allens West, Land off Norton Road, the Hardwick redevelopment and Ingleby Barwick. This would be a concern if there was evidence to indicate that these sites would not deliver dwellings as estimated by the Council.
- 3.12 However, as established above, the Council's estimates are, to a large extent, based on evidence obtained from the developers of just such large sites as this. I regard this information as being robust and do not, therefore, consider that the Council's housing figures can be regarded as being over reliant on a limited number of large sites which are unlikely to be developed as predicted.

Apartments

- 3.13 A high percentage of existing planning permissions (42%) in the Core Area are for apartments. Representors took the view that these were unlikely to be built both because there has been a collapse in the buy to let market and because building apartments is a riskier business than building houses as they involve more 'work in progress' – that is the whole block needs to be completed before an apartment can be sold.
- 3.14 This view received some support from developers at the hearing sessions. However, the Council has confirmed that on the three main sites where permitted schemes include apartments and which have been, or were at the time of the hearings in the process of being, renegotiated (North Shore, Boathouse Lane and Ashmore House) this has not led to significant reductions in the numbers of apartments (CD0280 & CD0255).
- 3.15 This provides evidence in support of the proposition that, whatever the position nationally, the market is willing to support the delivery of a level of apartments in Stockton. I do not consider, therefore, that the Council's estimates of the number and rate at which dwellings will be built are over reliant on a supply of apartments that in practice will not be delivered.

Sites Without Planning Permission

- 3.16 Representors argue, logically enough, that sites without an extant planning permission should not be treated as housing commitments. In support of this they point out that Policy CS7 states that no additional housing allocations will come forward before 2016. The Council, on the other hand, takes the view that if the principle of development has been established - for example where an outline planning permission has lapsed but there is no reason to suppose that it will not be renewed or where a site is part of an ongoing scheme that is under way - then it should be treated as a commitment.

3.17 To my mind this is a situation where common sense should apply and if it is clear that the principle of residential development on a site has been established then it is right that it should be assessed as a commitment. It was not disputed at the hearing sessions that such a principle had been established in relation to sites at Mandale Phase 3, Parkfield Phase 2 and Sandhill Ingleby Barwick and I consider that the Council is justified in including these in its list of commitments to be assessed.

Type of Housing

3.18 Representors point to the fact that some 53% of housing commitments in the borough are either apartments or terraced dwellings. They consider that this fails to deliver the diverse range of housing types that is required. In their view the lack of detached housing at the upper end of the market (variously referred to as executive housing and aspirational housing) contributes to low demand in the area and fuels two trends, both of which the RSS is committed to reversing; these are out migration from the Borough to the south and to the west into North Yorkshire and the increase in commuting distances.

3.19 However, the supply of committed housing sites is not devoid of dwellings at the higher end of the market. This supply includes sites in areas such as Yarm, Eaglescliffe, Ingleby Barwick which would be suitable for family homes, indeed the Sandhill development at Ingleby Barwick will provide 150 executive homes.

3.20 Moreover, it is by no means clear that the solution to this problem suggested by representors, which is to make more sites available in the rural area, would be appropriate. I share the Council's view that while such sites would be attractive to the market, the creation of enclaves of executive housing in peripheral locations would not be consistent with the aim of promoting inclusive, cohesive and sustainable communities.

3.21 What is more, it is by no means certain that the provision of executive or aspirational homes in the rural area would effectively address all the problems of migration in the area. While it could have some beneficial effect on out migration and on reducing commuting distances, it could also encourage migration from Middlesbrough into Stockton Borough. In the past the presence of developments such as Ingleby Barwick have been a factor in encouraging such migration.

3.22 If Middlesbrough is to retain its population base, the trend in such migration within the sub region is a challenge that needs to be addressed, a point made in the Strategic Housing Market Assessment (CD0099, paragraph 5.20). It does not appear that the provision of more sites for executive or aspirational housing in peripheral locations in the rural area would meet this end.

3.23 Given the fact that the existing supply of housing commitments in the Borough does contain a reasonable range of housing types, including family housing and executive housing and given that the identification of more sites suitable for such housing will not necessarily address the problems associated with all the migration trends in the area, I am satisfied that the DPD will deliver a suitably diverse range of housing types in the period to 2016.

Conclusions

3.24 In essence the disagreement at the heart of this issue comes down to a matter of judgement. The representors, having carried out their assessments -

assessments that are no less thorough and competent than that of the Council - have arrived at a different and more cautious market view as to the number of houses to be delivered and the rate of delivery. To my mind this is a situation in which there is an honest difference of professional opinion in an area which is fertile ground for such differences.

- 3.25 A degree of caution, as urged by the representors, is no doubt sensible in current market conditions and developers at the hearings confirmed that they were still nervous about the prospects of selling housing and that while they would be developing sites, they would do so gradually starting with smaller units.
- 3.26 However, any assessment is only a snap shot of a rapidly changing situation. Even since these various assessments were carried out in Spring 2009 events have moved on, planning applications have been submitted, starts have been made on sites and the expected yields of some sites have increased or reduced. Market conditions will continue to change and the expectation is that they will improve gradually.
- 3.27 The evidence is that the Council's estimates have drawn, to a significant degree, on information obtained from the developers of the sites in question, that they are not over reliant on a limited number of large sites which are unlikely to be delivered and that insofar as apartments are concerned they do not rely on a source of supply which is unlikely to be built in practice.
- 3.28 I do not doubt that delivering these houses in practice will be a demanding task particularly as it will involve an increase in the annual house building rate when the trend is for this to decrease. However, I note that the Council estimates that figures well in excess of the RSS requirement will be achieved; there is therefore some margin for error. The DPD will also be monitored regularly so there will be the opportunity to take corrective action should this be necessary – this is something that will be discussed when considering the next issue.
- 3.29 On this particular issue however I am satisfied that there is robust evidence to indicate that sufficient deliverable and developable sites will come forward before 2016 to meet the RSS allocation.

Conclusions

- 3.30 I conclude, therefore, that this aspect of the DPD is justified, effective and consistent with national policy and no changes are necessary to make this aspect of the DPD sound.

Delivery of Housing.

Issue 2.

Policy CS7 (2) indicates that the supply of housing land will be kept under review following the principles of 'plan, monitor manage'. How would the situation be managed if sufficient sites do not come forward to maintain a 5 year supply of housing land?

The Regeneration DPD as a Delivery Mechanism

- 3.31 The Council's position is that if sufficient sites are not brought forward to maintain a 5 year supply of deliverable land then it will bring forward housing allocations that will have been made in its Regeneration DPD. If that does not prove to be possible then it will seek to identify other sites in the Core Area and

conurbation and undertake a partial review of the Regeneration DPD if necessary.

- 3.32 This appears to be a sensible approach. The intention is that the Regeneration DPD will be adopted in late 2011. Even allowing for some slippage this plan should have identified housing sites well before 2016 and some of these could be candidates to be brought forward in the delivery programme. I am satisfied, therefore, that a delivery mechanism exists whereby additional sites could be brought forward should they be required.

The Deliverability/Developability of Sites

- 3.33 Aside from the question of the delivery mechanism, representors have two major concerns about this approach. Firstly, they are concerned that many sites in the Core Area and conurbation that are identified in the SHLAA and which are likely to be allocated for housing in the Regeneration DPD are not in fact deliverable or developable.
- 3.34 To an extent this goes back to the point discussed in the previous issue about the robustness of the Council's evidence base, particularly its SHLAA. For the reasons set out there I consider that this is a robust piece of evidence and representors confirmed at the hearing sessions that they did not consider that there were any systemic flaws in the way the SHLAA had been prepared.
- 3.35 Moreover, I can see no evidence to support the suspicion expressed by representors that the Council may have given the benefit of the doubt to sites in the Core Area and conurbation when the deliverability/developability of these was being assessed. The sites in question, as the Council freely admits, are difficult sites and will involve the investment of public money, a commodity that may be in short supply in the future. However, for reasons that I will set out fully when considering the distribution of housing (see paragraphs 3.66-3.67), there are powerful planning reasons why they should be developed and there are no overriding reasons why they cannot be developed.
- 3.36 The second point raised by representors is that by concentrating in the Core Area and conurbation to the exclusion of all else, the DPD lacks flexibility and ignores sites in the rural area where a more diverse range of sites could be provided. Again this is a matter that has been discussed in the previous issue and will be discussed subsequently when considering the distribution of housing. For the reasons set out there I consider that the DPD is capable of delivering an adequate range of housing.

Conclusions

- 3.37 I conclude, therefore, that the proposals to monitor and manage the DPD are workable and robust and that in this respect the DPD is justified, effective and consistent with national policy and no changes are necessary to make this aspect of the DPD sound.

***Delivery of Housing.
Issue 3.***

How will any planning applications for housing which may come forward in the period up to 2016, either for new sites or for the renewal of planning permission on existing sites, be dealt with?

- 3.38 The gist of the Council's position on this issue is that if before 2016 a planning application were to be made for housing development and it was consistent with DPD principles as set out in Policy CS1 then, assuming it is acceptable in other respects, it would be granted planning permission. If it was not consistent with those principles then planning permission would be refused.
- 3.39 This approach is in line with advice in PPS3 (paragraph 69) to the effect that in such circumstances planning applications should reflect the spatial vision for the area and should not undermine wider policy objectives such as housing market renewal.

Conclusions

- 3.40 I conclude, therefore, that this aspect of the DPD is justified, effective and consistent with national policy and no changes are necessary to make this aspect of the DPD sound.

Delivery of Housing.

Issue 4.

Will the Tees Valley Growth Point Programme of Development lead to an acceleration in the rate of housing delivery as envisaged in the Publication Version of the DPD (paragraph 12.19). If not how will the funding associated with that programme be used and what effect will it have on housing delivery?

Should the target housing figures in the DPD be increased?

- 3.41 As a result of the evidence submitted in connection with the hearing sessions of the Examination it became apparent that there was a fundamental disagreement between the Council and representors as to the relationship between the housing figures in the RSS, the DPD and in the Tees Valley Growth Point (the Growth Point).
- 3.42 It is not in dispute that the housing figures set out in the DPD meet the requirements of the RSS. The representors argue that the DPD should add 20% on top of those figures for the period 2009/10 to 2016/17 to take account of the Growth Point. Their view, put simply, is that if the Council wants to take the benefit of additional funding then it must accept the burden of making additional sites available.
- 3.43 The Council; the Association of North East Councils (ANEC) - who are the Regional Planning Body; One North East - who it is proposed will become the Regional Planning Body in conjunction with ANEC; and Tees Valley Living (TVL) – the body responsible for making the bid for Growth Point status and for delivering the Growth Point Programme of Development, were unanimous in their rejection of this argument.
- 3.44 TVL made it clear that it considered the discussion of housing targets to be something of a red herring. The role of TVL was to accelerate the delivery of key brownfield regeneration sites rather than to increase overall housing targets.

- 3.45 Its position was that in order to be eligible for growth point status it had to demonstrate a 20% uplift over a baseline housing figure. It chose to do this by selecting as a baseline the figure contained in the RSS Panel Report of May 2006 as this was the most credible available figure at that time. This gave a Tees Valley annual baseline figure of 2,224 dwellings which with 20% added gives 2,670 dwellings per annum.
- 3.46 TVL went on to make a further significant point, this being that the target figure for the Tees Valley was never apportioned between various authorities so it is not a straightforward matter to derive a figure for Stockton Borough.
- 3.47 One North East has confirmed that in preparing the RSS, the targets of the Growth Point - and other growth points in the region - were assessed. However, as it also points out, the Growth Point initiative is a separate process from the RSS, the two cover different time periods and comparing and bringing together these two markedly different documents is very difficult. I agree with this.
- 3.48 I acknowledge, as pointed out by representors, that different Secretaries of State at different times have, in ministerial answers and in press releases, referred to growth points increasing housing supply – indeed reference has been made to councils pledging to increase the number of homes in their area. Moreover those Secretaries of State have noted that it is for the RSS to determine the scale and distribution of new housing provision and that specific allocations must be decided through the LDF system. (CD0293 paragraph 3.5 and CD0294 paragraph B4).
- 3.49 However, such statements fall well short of indicating that housing targets in the RSS or in any subsequent LDFs should be increased to take account of Growth Point targets.
- 3.50 The housing figures in the RSS are not to be treated as ceilings and it would, therefore, have been open to the Council to make the case for higher figures if it considered this to be appropriate. Indeed this is something the Council proposed to do at the Preferred Options Stage of the DPD when it sought to include a 20% flexibility allowance over and above the RSS requirements in its housing figures over the whole plan period.
- 3.51 However, this caused both Middlesbrough and Redcar and Cleveland to express their concern about the effect that this 'flexibility allowance' would have on achieving their housing targets.
- 3.52 While on the face of it bringing together the housing figures in the Growth Point and the RSS and applying them to Stockton Borough may seem to be a straightforward exercise, the evidence before me demonstrates that this is not the case. Moreover, there is no conclusive evidence to indicate that the intention ever was that the figures in the RSS and DPD should be increased to take account of the Growth Point.
- 3.53 Even if that had been the intention it would not, in the event, have been a simple matter of adding 20% to the RSS targets. This is because, as will be discussed subsequently, not all of the anticipated funding associated with the Growth Point has been made available.

3.54 I take the view, therefore, that there is no requirement that the DPD should in effect add 20% to its housing figures to take account of the Growth Point and, what is more, there is no guarantee that if this were done that it would not hinder the attempts of the Council's neighbours to achieve their own housing targets.

3.55 In coming to this point of view I note that none of the representors depended on this point to make their case that the DPD would fail to provide sufficient houses in the plan period. In their opinion their arguments on this point were valid whether or not 20% was added to the housing figures in the DPD.

The Growth Point and Accelerated Delivery

3.56 Since the publication version of the DPD was issued events have moved on. At that time it was assumed that if the bid for growth point funding was successful it would result in an accelerated rate of delivery. Since then, while the bid for growth point funding for the first two years of the programme was successful, that funding has been cut by 25% and transferred into the Kickstart Housing Delivery Programme. Moreover, the scale and depth of the downturn in the housing market has become more apparent.

3.57 The impact of the Growth Point/Kickstart programmes on the rate of delivery of housing is dependent on market conditions. These programmes alone do not provide a solution to the current market downturn. The Growth Point funding proposals always aimed to create conditions where house building could proceed at a faster rate in favourable market conditions. These conditions do not exist at present.

3.58 Consequently the submitted version of the DPD takes a more cautious approach in stating in Policy CS7(5) that the Growth Point may, rather than will, lead to the accelerated delivery of housing. Given the reduced levels of funding and current market conditions I consider this to be a reasonable approach which reflects the reality of the situation.

The effect of Growth Point/Kickstart Funding

3.59 The transfer of Growth Point funding into the Kickstart programme means that some sites which were not included in the original programme of development will be able to benefit from loans, the purpose of which is to act as a catalyst for the delivery of these sites. When these are repaid the original sites will receive funding loans.

3.60 The aim is to take some of the risk out of development schemes, to promote construction on sites where it has stalled and on other sites to finance matters such as design work and site assembly to ensure that they are in the best position to accelerate delivery when the market starts to recover. Again this appears to be to be a reasonable approach which reflects the reality of the situation.

Conclusions

3.61 I conclude that the references to the Growth Point in the DPD are justified and effective and that there is no need either to increase housing targets in the DPD to reflect Growth Point targets nor to state categorically that Growth Point targets will be met. No changes are necessary to make this aspect of the DPD sound.

Distribution of Housing.

Issue 1.

Policies CS1 and CS7 focus future housing provision in the Core Area and the conurbation. What are the advantages and disadvantages of this?

Issue 2.

Would there be benefits in identifying further land for future housing outside the Core Area and the conurbation to improve the sustainability of existing development, or to diversify the type of housing that would be provided or to provide alternative sites should the Core Area and the conurbation not deliver the anticipated number of houses?

- 3.62 It has been established, when considering the delivery of houses, that in the period to 2016 the DPD will rely on existing planning permissions for the supply of housing and that these planning permissions are spread across the Borough. Thereafter it will focus housing development exclusively on the Core Area and the conurbation with increasing emphasis on the former as the plan progresses.
- 3.63 It is not disputed that it is right for the DPD to focus housing development in the Core Area and conurbation not least because this approach is consistent with the RSS, it is consistent with the aims of neighbouring Councils and it builds on the work done in a wide range of plans, studies and initiatives, including the Stockton Middlesbrough Initiative - one of Europe's largest regeneration projects.
- 3.64 What representors are concerned about is not the principle of focussing housing development in the Core Area and conurbation but the extent to which this would be done and the fact that development in the rural area would be ruled out.

Advantages and Disadvantages

- 3.65 Stockton Borough has an abundance of unused and under used land much of it focussed within the river corridor. A combination of industrial decline and 40 years of peripheral housing growth has, to borrow a phrase used at the hearing sessions, hollowed out the core of Stockton.
- 3.66 Concentrating development in the Core Area and conurbation would offer the opportunity to upgrade the bleak environment of large parts of the river corridor and make the most of what is potentially the Borough's greatest urban asset. It would make effective use of brownfield land and reduce the need to release greenfield land. Mixed use developments on central sites would improve accessibility to services and jobs, would help to maintain the viability of Stockton Town Centre, would maximise the use of public transport, would encourage walking and cycling and thus have a beneficial effect on the health of the Borough's residents and would assist in the process of upgrading education provision.
- 3.67 There is, in other words, a powerful set of advantages associated with the approach to the distribution of housing proposed in the DPD and there was no substantial evidence to indicate that sites in the Core Area and conurbation faced insurmountable obstacles that would prevent their development.
- 3.68 Of course such an approach would not be without difficulties. The Council candidly accepts that there are only a limited number of deliverable/developable sites in the Core Area and conurbation and that these will be difficult sites to develop. Parts of some of these sites are at risk from

flooding while the impact of developing other sites on the strategic highway network will need to be carefully managed – points dealt with in more detail in the sections on flooding and transport. Moreover, they are not in areas that would be most attractive to the housing market.

Identifying Land Outside the Core Area/conurbation

- 3.69 The fact that these disadvantages exist prompts the question of whether there would be any benefits in identifying land for future housing outside the Core Area and conurbation. One of the advantages of such an approach, as identified by representors, is that it would help to improve the sustainability of existing sites. This is something that will be dealt with subsequently when dealing with the matter of Wynyard.

Variety of Sites

- 3.70 It is made clear in the DPD that in the Core Area the focus will be on town houses and other high density properties. This, the representors argue, would simply create more areas of low value housing to compete with those that already exist and are planned. It would not provide houses at the upper end of the market. The result, they consider, would be that those seeking houses at the upper end of the market would migrate out of the area.
- 3.71 The Council accepts that over the last 40 years or so the affluent population has moved out from the centre of the conurbation towards the periphery. It also acknowledges that sites in the Core Area can have a bad image. However, it argues that perceptions of sites are not set in stone, they can be changed and they point to the example of Mandale Park where just such a change in perception is taking place and where detached 4 bedroom houses are being developed.
- 3.72 To my mind the majority of the sites in the Core Area which are likely to be developed are large enough to create their own image and many of them are capable of attracting a wide cross section of buyers.
- 3.73 I take the points made by representors that in current market conditions developers will start cautiously and build smaller units first and it may well be that on some sites there will be a limit to what can be achieved in terms of providing choice at the very highest end of the market.
- 3.74 However, as has already been established, the Borough is not devoid of existing and proposed executive housing. Moreover, executive housing is only a small segment of the market. I do not consider that the need to provide such houses should be allowed to drive the strategy of distributing housing in the DPD.
- 3.75 I consider that the range of sites in the Core Area and the conurbation that are likely to be allocated for housing in the Regeneration DPD are capable of supporting a wide variety of housing, including family housing, albeit that this will be at a relatively high density. The recent decision to permit a scheme for housing at North Shore which includes up to 350 2/3 storey houses supports this view as does the statement made by representors at the hearing sessions to the effect that they would not shy away from providing a range of houses on central sites and this would include family housing and executive housing.

3.76 I do not, therefore, consider that the focus on the Core Area and the conurbation will lead to a restricted or inadequate variety of dwelling types.

Provision of alternative sites

- 3.77 When considering the advisability of making some form of housing provision in the rural area the Council and representors start from different positions. The Council consider that there is simply no need to do this as the DPD will deliver an adequate number and variety of housing. The representors disagree. The reasons for this disagreement have already been rehearsed.
- 3.78 The representors position is that at some point a shortfall in housing supply will manifest itself and when it does the DPD will have ruled out the possibility of looking for additional sites in the rural area. It will, therefore, be limited to identifying other difficult sites that would be unattractive to the market, a process that would be slowed to the extent that it relied on a review of the Regeneration DPD.
- 3.79 Far better, say the representors, to build in the possibility of making sites available in the rural area to remedy any shortfall in housing supply.
- 3.80 Mention was made at the hearing sessions of the 'carrot' and 'stick' with the 'carrot' being public investment and the 'stick' being the restricted choice of sites. Those with a long memory of Stockton argued that the 'stick' had not worked at Ingleby Barwick as this site had developed slower than planned even though the choice of alternative sites had been curtailed. The point was also made that the 'carrot' of public investment could not necessarily be relied on in the coming period of austerity.
- 3.81 These arguments are not without their merit. However, as has already been established, there are a powerful set of advantages to concentrating housing development on sites in the Core Area and conurbation. Clearly these will be difficult sites to develop but, to my mind, this does not mean that the DPD should ensure that there is a supply of less difficult sites on hand. This would tend to tempt development away from the Core Area and conurbation.
- 3.82 In other words if the 'stick' were to be weakened and the supply of housing sites were not restricted then the likelihood of the sites in the Core Area and conurbation being developed in the anticipated time frame would be reduced. This is borne out by representors at the hearing sessions who likened house building to a horse race and stated that in the current climate developers would always back the favourite. The favourite, in this context, would be the easier site to develop.
- 3.83 Representors pointed out at the hearing sessions that they were not advocating an aggressive release of sites in the rural area and that such sites would only come forward if the sites in the Core Area and conurbation failed to deliver. It is true that in the proposed changes put forward by representors, priority would still be given to the release of sites in the Core Area and conurbation. Nonetheless sites in the rural area would be placed firmly on the agenda as long as it could be shown that sustainable development could be achieved.

- 3.84 In the particular circumstances that exist in Stockton Borough I am satisfied that the benefits of focussing development in the Core Area and conurbation are of overriding importance. However sites in these areas will be difficult to develop and in order to ensure their delivery it will be necessary to rule out developing easier sites in the rural area. This will result in some loss of flexibility in the supply of housing land but I consider this to be a price worth paying, particularly as the Council has a credible strategy to manage the situation should sites in the Core Area and conurbation not deliver housing at the anticipated rate.
- 3.85 It is important to bear in mind that the option of concentrating development in the Core Area and conurbation is not one that has been tried and found wanting, it is an option that has yet to be tried and it is an option with impressive sustainability credentials, credentials that are largely unchallenged.
- 3.86 To my mind the overriding disadvantage of the solution proffered by representors, which is to make sites available in the rural area – be they in the villages, at the Key Employment Location (KEL) at Wynyard or in an urban extension to the west of Stockton - is that they would tend to deflect growth away from more sustainable, more central and more difficult to develop sites.

Conclusions

- 3.87 I consider, therefore, that the strategy of distributing housing set out in the DPD is justified, effective and consistent with national policy and no changes are necessary to make this aspect of the DPD sound.

Distribution of Housing.

Issue 3.

What is the basis for allocating between 50 and 100 dwellings to Yarm and Eaglescliffe in the period 2016 to 2021? Should this figure be increased or decreased?

- 3.88 Yarm, Eaglescliffe and Preston are attractive residential areas and the allocation of houses to them is intended to give an element of balance to the strategy of distributing housing in the Borough. The amount of housing allocated in these areas has been informed by matters such as the Building Schools for the Future programme which has identified surplus land the development of which will provide funding which will help achieve the programme's aims.
- 3.89 With these points in mind and having regard to the fact that there is no substantial evidence to indicate that such a relatively modest increase in housing numbers will have an unmanageable highway impact, I do not consider that the housing allocations in these areas should be decreased.
- 3.90 When considering whether these allocations should be increased it is important to note that the housing commitments for the Borough include a scheme for 500 dwellings at Allens West in Eaglescliffe. When this is taken into account I consider that an increase in the housing allocations in this area would run the risk of unbalancing the strategy of focussing development increasingly towards the Core Area. I do not, therefore, consider that the housing allocations in these areas should be increased.

Conclusions

- 3.91 I conclude that this aspect of the DPD is justified, effective and consistent with national policy and no changes are necessary to make this aspect of the DPD sound.

Distribution of Housing.

Issue 4.

No housing sites are to be allocated in the rural area (Policy CS7 (7)) but some provision is to be made for affordable housing (Policy CS8 (9)). To what extent is this restrictive approach to rural housing underpinned by the document entitled 'Planning the Future of Rural Villages'? (CD0103).

Issue 5.

Would the allocation of more housing in the rural area support the rural economy and help provide affordable rural housing?

Housing in the Rural Area

- 3.92 The document entitled 'Planning for the Future of Rural Villages' did not underpin the approach taken to rural housing in the DPD since it was published after that approach had been formulated, rather it is intended to assist in implementing that approach, a point the DPD now makes clear.
- 3.93 This document ranks all villages in terms of their sustainability, with Tier 1 being the most sustainable and Tier 4 the least. Planning applications for infill development will be appropriate in Tiers 1 and 2 but not 3 and 4. Similarly applications for affordable housing on rural exception sites will be directed towards more sustainable locations.
- 3.94 Representors are critical of this approach which they refer to, quoting the Taylor Report, as falling into the 'sustainability trap' whereby development is only permitted in areas that are already sustainable. They consider that the correct approach would be to ask whether development would add to or reduce sustainability.
- 3.95 It is of course the case that there is a need to create sustainable, inclusive and mixed communities in rural areas as well as in urban areas (PPS3 paragraph 9). However, in this particular area there is, for reasons that have already been established, a powerful case for concentrating development in the Core Area and the conurbation and restricting sites in the rural area.
- 3.96 Moreover, the villages in Stockton Borough are not remote, rural settlements. They are close to the urban area and function mainly as commuter suburbs. Given the proximity of these villages to shops, schools and other facilities in the conurbation I consider that it is unlikely that they could all support additional facilities even if additional housing were to act as a source of funding.
- 3.97 In this context I consider that the approach taken in the DPD of directing such housing development as will take place in the rural area towards the more sustainable villages is well founded.

Affordable Housing

- 3.98 The allocation of more housing in the rural area would undoubtedly create the opportunity to provide more affordable housing and could help support local services and facilities.

- 3.99 However, like the Council, I consider that the benefits of such an approach are outweighed by the fact that it would result in a more dispersed form of development and would deflect from what I consider to be the well founded strategy of concentrating housing on sites in the Core Area and conurbation.

Conclusions

- 3.100 I conclude that this aspect of the DPD is justified, effective and consistent with national policy and no changes are necessary to make this aspect of the DPD sound.

Wynyard.

Issue 1.

Is the DPD sufficiently flexible to deal with the prospect of a new hospital being built at Wynyard in the adjoining borough of Hartlepool? In particular should the proposed land uses within the adjacent Key Employment Location be reviewed?

Issue 2.

How, in relation to Wynyard, will the DPD deliver the improved accessibility and transport choice referred to in Policy CS2 (1)?

Issue 3

How will the DPD meet the requirements of RSS Policy 20 for the Key Employment Location?

Issue 4.

In what way will the DPD facilitate the delivery of accelerated growth in the regional economy?

Introduction

- 3.101 Wynyard, which straddles the boundary with the neighbouring Borough of Hartlepool, is a complex conundrum. It consists of a variety of land uses, the most relevant to the Examination being an employment area located to the north of the A689 and a residential area to the south. These will be dealt with separately as they raise different but overlapping issues.

Key Employment Location

- 3.102 The employment area at Wynyard is designated as a Key Employment Location (KEL) in the RSS and is thus critical to the delivery of accelerated growth in the regional economy. Planning permissions exist for the development of those parts of the KEL that lie within Stockton Borough and it was confirmed by representors at the hearing sessions that these would not be allowed to lapse. A substantial amount of employment development within the KEL has been completed and is occupied.
- 3.103 Yet Wynyard as a whole is not in a sustainable location; it is in the rural area away from the conurbation and is not served by public transport. Moreover, proposed improvements to the Metro and to core bus routes will be of little direct benefit as they are remote from Wynyard. There are limits to what can be done to improve the sustainability of the area under the terms of the existing planning permissions.
- 3.104 What is more, even the partial implementation of existing planning permissions within the KEL will lead to unmanageable levels of traffic on the A689 and A19 – evidence at the hearing sessions indicated that between a 2% and 11% increase in employment floorspace over and above what is there now would trigger such conditions on the strategic highway network.

- 3.105 Another factor in this already complex equation is the proposal to locate a new hospital on land within Hartlepool which forms part of the KEL. Representors consider that the prospect of major new public investment of such magnitude should prompt a review of land uses within the KEL – something that the DPD does not do.
- 3.106 At the time that the hearing sessions took place no decision had been made as to whether or not planning permission was to be granted for the proposed hospital and it is not the role of this Examination to make any pronouncements on the suitability or otherwise of that proposal.
- 3.107 However, I share the Council's view that in physical and functional terms this would be a largely self contained development; visitors to a hospital would be unlikely to carry out linked trips to the KEL or Wynyard Village and if a hospital were to generate a demand for associated research and development uses this could be accommodated on the employment land in the area within the terms of existing planning permissions.
- 3.108 Representors are also of the opinion that the DPD should give the KEL more prominence and take a more pro-active approach to the delivery of sustainable development at Wynyard through an enabling policy which would require the production of a Masterplan to be prepared jointly with Hartlepool Borough Council.
- 3.109 On the face of it this would be consistent with RSS Policy 20 which stresses the need to ensure a high level of sustainability when planning KELs and indicates that detailed masterplans should be prepared through the LDF system. However, the situation at Wynyard is that planning permissions for all the KEL within Stockton Borough already exist. It would not be possible, therefore, to start with a blank sheet and prepare a masterplan from scratch.
- 3.110 What could be done, however, would be to restructure existing planning permissions in order to provide more sustainable forms of development. It became apparent at the hearing sessions that both the Council and representors were keen and willing to negotiate such a restructuring but it also became apparent that in doing so they would have radically different agendas.
- 3.111 The Council would seek to pursue such a restructuring in the context of the relevant RSS policies (particularly Policy 20) and DPD policies (particularly policies CS2 and CS3) which seek to achieve, amongst other things, high levels of public transport, a reduced reliance on the private car and zero or low carbon emissions. They would, however, only countenance employment uses on the site.
- 3.112 The representors would wish to achieve the same ends but would be seeking a mix of land uses within the KEL. In particular they would be seeking a significant amount of housing at the KEL – an illustrative figure of 58 ha was mentioned in evidence.
- 3.113 It is certainly the case that RSS Policy 20 refers to approximate areas of land and this leaves open the possibility that less employment land than is designated in the RSS may be required. It is also the case that while there is evidence that the take up of employment land at Wynyard compares favourably

with take up rates elsewhere in Stockton Borough there is no evidence to suggest that all 70ha of the KEL in the Borough will be needed to deliver accelerated growth. Wynyard is the largest of the KELs designated in the region and would remain so even if the amount of designated employment land were to be markedly reduced.

- 3.114 It may also be that a mixed use scheme at the KEL could help to provide a high quality environment that would be attractive to employers; that it could help to fund the provision of better public transport and, by providing homes and jobs in close proximity, reduce the volumes of cars generated. However, relatively little in the way of substantial evidence to support these propositions was provided at the Examination. The extent to which such benefits could be provided remains, therefore, open to question.
- 3.115 There is, however, a fundamental objection to the representors' proposal for mixed use development at Wynyard. The KEL is a product of the RSS and although there are many references to the KEL in that document none of them mention the possibility of mixed uses or housing on these sites. What is proposed by representors would, to my mind, involve a significant change in the meaning of the term KEL.
- 3.116 While it may be possible to argue that such a reshaping of the KEL designation would serve the twin aims of accelerating economic growth and achieving sustainable development I consider that this would have ramifications which would spread far wider than Stockton Borough.
- 3.117 It has already been established that the provision of housing sites in the rural area outside the Core Area and conurbation, which is what the proposal to provide housing as part of the KEL would amount to, would tend to foster out migration from Middlesbrough.
- 3.118 Any proposal for housing to form part of the KEL in Stockton Borough would also disturb the Council's current consensus with Hartlepool Borough Council (CD0155). At present both Councils take a similar approach to Wynyard where they consider any proposals should relate to existing employment permissions and that more central and sustainable urban locations are to be preferred for housing. I have set out earlier in this report when considering the distribution of housing the reasons why I agree with this approach insofar as Stockton Borough is concerned.
- 3.119 Consequently, I consider that the appropriate forum at which any significant redefinition of the term KEL should be considered would be the forthcoming review of the RSS. While there is some uncertainty as to the timing of this review it remains my opinion the KEL at Wynyard is a designation which is the product of regional considerations and any major alteration to this designation warrants discussion at a regional level.

Wynyard Village

- 3.120 The residential area, Wynyard Village, is the largest village in Stockton Borough, but all of its 750 or so houses have been built in the last 15 years and many of them consist of large executive houses arranged around a golf course. The village has only a limited range of facilities.

- 3.121 Proposals to allocate more housing land in the vicinity of the village, the golf course and further afield would of course amount to the provision of houses in the rural area. To my mind the identification of such sites, many of which are large, would deflect from the Council's central aim of directing development towards the Core Area and conurbation.
- 3.122 It was suggested that a number of these sites in the rural area could help to make Wynyard village more sustainable by funding the provision of improved local facilities including public transport and affordable housing. While that may be the case, the extent to which additional housing provision would actually improve the sustainability of Wynyard village remains largely a matter of speculation.

Conclusions

- 3.123 I do not, therefore, consider that the possibility that planning permission may be granted for a hospital at Wynyard should be seen as a catalyst for a major reconsideration of the land uses that would be appropriate at the KEL. Nor do I consider that the DPD is the appropriate place to undertake such reconsideration, this would more appropriately be carried out as part of a review of the RSS.
- 3.124 The DPD as drafted, when read in conjunction with the RSS, clearly acknowledges the role of Wynyard as a KEL and provides a suitable policy context within which accelerated economic growth can be delivered under the terms of existing planning permissions relating to the site. Similarly the RSS and the DPD would provide the context within which existing planning permissions could be re-negotiated so as to provide more sustainable developments. That being so I do not consider that the DPD need explicitly state that a masterplan for the KEL need be prepared.
- 3.125 If the existing planning permissions relating to the KEL are not restructured then it has to be accepted that it is unlikely that the sustainability of the KEL will be significantly improved. However, while improving the sustainability of the KEL is an important objective it should not be achieved at the expense of the central aim of the DPD which is to direct development towards already sustainable locations in the Core Area and the conurbation.
- 3.126 This last point also applies to proposals to allocate housing land to the south of the A689 in the vicinity of Wynyard village. While transforming unsustainable locations into sustainable locations is an important planning objective it should not, in the context of Stockton Borough, be allowed to deflect from the strategy of directing growth towards central sites that are already in sustainable locations.
- 3.127 I conclude that this aspect of the DPD is justified, effective and consistent with national policy and no changes are necessary to make this aspect of the DPD sound.

Affordable Housing:

Issue 1.

Are the affordable housing targets set out in Policy CS8 economically viable?

Issue 2.

How robust is the methodology employed in the report commissioned by the Council entitled Economic Viability of Affordable Housing Requirements?

Issue 3.

What is the impact of the proposed starting point for negotiations on the mix of affordable housing (80% social rent and 20% intermediate)?

Introduction

- 3.128 It is useful at the outset to make a distinction between the need for affordable housing at the target rate proposed and the viability of that target. The former was not seriously challenged at the examination but the latter was, and it is that latter aspect that I will focus on in this section of the report.
- 3.129 In drafting this section of the report I have taken into account the findings of the Technical Assessor (TA) appointed to advise on matters and issues relating to Affordable Housing (CD 0169).

Economic Viability of Affordable Housing (EVAH)

- 3.130 The EVAH (CD 0090) tests the deliverability of various levels of affordable housing for a sample of 14 sites. It uses the residual land valuation method to appraise the ability of these sites to meet the affordable housing targets set out in the DPD.
- 3.131 The residual land valuation method, involves calculating the revenue which will be generated from the development of a site and subtracting from this the cost of developing it, including the developers profit and interest. The residual sum is the price that can be paid for the land. It is a method which is widely accepted and used within the home building industry and is thus an entirely appropriate way of carrying out an economic viability assessment.
- 3.132 Nonetheless it is a method which requires an accurate assessment of a number of variables. Small changes in these variables can lead to significant changes in the outcome of the exercise. For the most part the values ascribed to the variables in the EVAH have not been questioned.
- 3.133 However, a number of these variables warrant closer examination. These are the viability benchmark; assumptions made about the availability of grant funding; the target tenure split; the decision to adopt 2007 sales values as the starting point for the assessment of viability; and, the method of calculating development profit and the level of that profit.

The Viability Benchmark

- 3.134 Having arrived at a residual land valuation it is necessary to establish whether or not this corresponds with the price at which a landowner is likely to sell. This is called the viability benchmark. One viability benchmark would be the existing use value of the land. If the residual land value exceeds this then, the theory is, the landowner is likely to sell.
- 3.135 However, this is not the approach taken in the EVAH. Rather it compares the residual land value with a 'market expectation' of value. This is based on evidence, compiled on behalf of the Council, of land values obtained in comparable housing schemes in Stockton.
- 3.136 Such an approach is open to the criticism that land values (and landowners' expectations of land values) should be expected to adjust to planning policy rather than the policy adjusting to the landowners' expectations.

- 3.137 Against this it was argued that in Stockton Borough many landowners have no pressing need to sell their land, they need to be tempted to the market. In such a situation it may be over optimistic to assume that landowners will simply adjust their expectations downwards. If land values were driven down too quickly the supply of land could dry up with landowners electing not to sell in the short to medium term and this could jeopardise the delivery of housing growth in the Borough.
- 3.138 I consider that, if anything, the use of the concept of 'market expectation' of value will tend to underestimate the level of affordable housing that will be economically viable. This is because 'market expectation' of value will typically be higher than existing use value and will generally set a higher viability benchmark.
- 3.139 I accept that this tendency is offset to a degree by categorising schemes with a residual land value of 70-90% of the expected land value as marginally viable – something that takes into account the possibility of a downward revision in the landowners' expectation of market value. Nonetheless the market expectation approach will tend to present a worst case scenario.
- 3.140 However, whatever criticisms may be levelled at the use of the 'market expectation' of value in terms of underestimating the potential for affordable housing, the question before me is whether its use will assist in providing a robust underpinning for the target of 20% affordable housing contained in the DPD. The fact that it will tend to err on the side of caution indicates to me that it is a credible viability benchmark in the context of Stockton Borough.

The Availability of Grant Funding

- 3.141 The assumption is made in the EVAH that no grant funding would be available for the provision of affordable housing. If it were to become available for any particular scheme then of course it would improve the viability of that scheme and increase the level of affordable housing that could be provided. However, it cannot be assumed that grant funding will be available for all schemes over the life of the plan. Once again, therefore, the EVAH has taken a cautious and, to my mind, robust approach in the assumptions that it has made.
- 3.142 On a related point it appears that in the current market Registered Social Landlords are paying lower values for affordable housing units than in 2007. While this will have an effect on the levels of affordable housing that can be achieved it appears to be a short term phenomenon linked to the availability of funding and does not indicate a fundamental weakness in the EVAH.

Tenure Split

- 3.143 The target tenure split in the DPD is 20% intermediate and 80% social rented. The question was raised by representors as to whether the social rented figure could not be reduced by the Council making more effective use of its existing housing stock.
- 3.144 The Council confirmed at the hearings that it is alive to the need to make the most effective use of its stock and does seek to encourage tenants to move from social rented to intermediate housing where this is appropriate. However there are limitations on how effective this will be. People with secure tenancies cannot be required to move and their willingness to do so will depend on the availability of suitable alternative accommodation. The Council owns a lot of

older, one bedroom units which are not necessarily either popular or suitable as alternative accommodation.

- 3.145 Tenure split will, of course, have an effect on viability. The reason for this is that socially rented housing has a lower value than intermediate housing with the former being valued at something in the order of 50% of market value and the latter at some 75%. In other words social rented housing is more expensive to deliver than intermediate housing since it requires a greater cross subsidy from the market housing element than does intermediate housing.
- 3.146 Therefore, while an 80/20 split may be desirable it may not be economically viable in all circumstances. This is something that it was intended should be recognised in Policy CS8 where the 80/20 split was to be treated as a target – but this was not expressed as clearly as it might have been in the submitted version of that policy.
- 3.147 However, I consider that the proposed changes to clause 7 of Policy CS8 [*PC92 and PC93*] make this point strongly and unambiguously with their references to different tenure splits being acceptable where it can be demonstrated that the target figures would make the development economically unviable or where the resultant tenure split would be detrimental to the achievement of sustainable, mixed communities.
- 3.148 Given the degree of flexibility that is emphasised in these proposed changes to policy CS8 (7) I consider that the target of an 80/20 tenure split is economically viable.

2007 Sales Values

- 3.149 The EVAH is based primarily on 2007 sales values, that is on sales values taken at a time when market conditions were near their peak. Sales values have fallen sharply since that time and as a consequence the ability of developments to deliver affordable housing has fallen. The question must be asked, therefore, as to whether the use of these 2007 figures has an effect on the robustness of the EVAH.
- 3.150 The answer is that it will not - as long as there is a reasonable expectation that sales values will return to 2007 levels over the period of the plan. It was agreed at the hearing sessions that they would; the undisputed forecast being that this would occur by 2015 or 2016.
- 3.151 It was suggested that land values, as opposed to sales values, would not return to 2007 levels over the period of the plan but this is not supported by evidence from the last recession where such a recovery did take place over 8 to 10 years and the supply of land did not dry up in the intervening period.
- 3.152 Moreover, markets are self regulating; if land supply falls then housing supply will fall and (all other things being equal) house prices will increase which in turn will increase residual land values and tempt land owners into the market.
- 3.153 Overall I consider land values to be a less important factor in assessing affordable housing viability than sales values since, following the principles of the residual development value approach, these should, to a large extent, be a function of sales values.

3.154 Sales values are, therefore, the more important factor and there is a reasonable prospect of these returning to 2007 levels over the period of the plan. The EVAH is, therefore, robust in this respect.

Development Profit

3.155 The EVAH assumes a profit of 15% on development costs. Representors were of the opinion that profit should be expressed as a percentage of gross development value (sales income) rather than cost. This is a vexed question and one on which there is no universal agreement or definitive guidance.

3.156 The Council's representative at the hearing sessions expressed no strong objection to the approach suggested by representors and agreed to run further tests (CD0307) to establish the effect of using a profit of 15% on gross development value, that being the minimum level that representors considered to be acceptable.

3.157 The results of this exercise were to show that the increases in developers profit were substantial for most of the sites assessed. This is not necessarily unreasonable since profit levels are closely linked to levels of risk, perceived and actual, and these have increased considerably with the fall in market values and sales volumes.

3.158 This exercise also showed that the change in the method of calculating developer profit would also have a significant effect on the viability of a range of the sites assessed in the EVAH in that 2 sites would move from the 'viable' category to the 'marginal' category and 5 sites would move from the 'marginal' category to the 'unviable' category.

3.159 However, it was argued that there is the potential to change other appraisal variables within the EVAH (the level of development contingency is one such item) and that tenure split, as has been established, has an effect on the viability of schemes. If a 50/50 affordable tenure split were adopted, rather than the target of 80/20 then it appears that a target of greater than 15% affordable housing would be achievable even if development profit were calculated on the basis of 15% of gross development value.

3.160 It is clear to me that the choice of method by which development profit is to be calculated can have a significant effect on viability. While I am not in a position to state which method is to be preferred when assessing the viable levels of affordable housing on particular sites, I consider that when testing the viability of affordable targets in the DPD the more robust approach would be to leave open the option that development profit could be assessed on the basis of gross development value. By presenting a worst case scenario this approach will ensure that the economic viability of any affordable housing targets are robustly established.

3.161 In the submitted version of the DPD the Council proposed a target range for the provision of affordable housing of 15-20%. The TA pointed out (CD0169) that the policy would be less ambiguous if it simply sought a target of 20% affordable housing provision. This prompted the Council to propose a number of changes in which the figure of 20% was substituted for the 15-20% range in the policy and supporting text [*PC91 part, PC102 part, PC103 part, PC105 part & PC106 part*].

3.162 I appreciate the need to avoid ambiguity but I consider that the work done subsequently on the alternative methods of calculating profit indicates that while there is a reasonable expectation that a target in the range of 15-20% would be viable for certain schemes in favourable market conditions, it is less certain that this would hold true for a figure of 20%.

3.163 That being so I consider that all references to the 15-20% range should be retained.

Definition of the term Robust Justification

3.164 The Council proposes [PC108] to publish a guidance note setting out what is meant by the 'robust justification' that an applicant would need to produce if he or she were intending to provide less than the target level of affordable housing. I agree that clarity as to what would or would not constitute a robust justification in this context would add transparency and help to avoid arbitrary outcomes.

3.165 However, while I accept that detailed advice on the implementation of this aspect of policy need not necessarily be dealt with in a high level document such as a Core Strategy, I am not satisfied that such a matter can be delegated to a guidance note. Determining the most appropriate way of carrying out the financial appraisals which will determine the level of affordable housing on a particular site could prove contentious. While a guidance note might be the subject of public consultation it would not be the subject of independent scrutiny which would resolve any dispute. This deficiency would be remedied if it were to form part of a future DPD. I have, therefore, amended PC108 to make clear that such guidance should form part of a DPD.

3.166 The Council also proposes as part of PC108 that the applicant would have to pay for the independent assessment of any financial appraisal. The Council's point is that as this expense would arise from a development proposal it is reasonable to recover it from the applicant.

3.167 As I understand it, however, the applicant would have paid for the cost of producing the financial appraisal itself and also paid a planning fee for the processing of the application. No evidence has been put forward which demonstrates that assessing a financial appraisal submitted at the Council's request goes beyond the normal processing of a planning application and warrants the payment of a separate fee. I have, therefore, deleted the relevant portion of PC108.

Conclusions

3.168 It is useful when considering these issues to bear in mind the likelihood that the market will go through at least one cycle during the life of the DPD and that consequently the affordable housing policy will need to be viable in various phases of this cycle. To do this the policy must be applied flexibly.

3.169 That was the intention of the submitted version of Policy CS8 which had, in effect, two elements of flexibility built into it; firstly the amount of affordable housing sought could be varied if a robust justification for so doing were put forward and secondly the tenure split sought could be varied if this were justified.

- 3.170 However, the submitted version of the policy and its supporting text contained the word 'requirement' in a number of places and the Council now proposes that the word 'target' be substituted for this or otherwise inserted into Policy CS8 and its supporting text. [PC91 part, PC93, PC103 part, PC105 part, PC106 part and PC107]. The Council also proposes that a statement be included in the policy and supporting text confirming that it will be applied with a flexibility that is sensitive to market conditions [PC92, PC93 PC103 part] and that it will publish further guidance setting out what is meant by the term robust justification [PC108]. These appear to me to be entirely sensible proposals which ensure flexibility and promise transparency in the manner that this is achieved.
- 3.171 PPS3 indicates that affordable housing targets should apply to sites of 15 dwellings or more. In the submitted version of the DPD the Council proposed a threshold of 10 dwellings. It now proposes to change this to a 15 dwelling threshold as there was no strong argument for departing from national policy. I agree with this approach. [PC91 part].
- 3.172 The Council also suggests that references to a target of 15-20% affordable housing be replaced with a target of 20%. I accept that if the target for affordable housing is expressed as a range, applicants may treat the bottom of the range as a maximum. Nonetheless, given the subsequent work that has been done on the method of calculating profit, I am not confident that the figure of 20% affordable housing will be achieved in a wide enough range of circumstances for it to stand alone as a target. I consider, therefore, that references to a 15-20% target should be retained and have amended the relevant proposed changes accordingly. [PC 91 part, PC102 part, PC103 part, PC105 part & PC106 part].

R1. I recommend that the following changes are necessary to make the DPD sound: PC91, PC92, PC93, PC102, PC103, PC105, PC106, PC107 & PC108.

Affordable Housing Issue 4.

What is the justification for the proposed review mechanism and how would it be implemented?

- 3.173 A review mechanism is an attempt to ensure that any improvement in market conditions is reflected in the level of affordable housing provided. So, where planning permission has been granted for a large scheme of, say, 50 houses or more with affordable housing provided at less than the target rate then the applicant would enter into a s.106 agreement which would ensure that the economic viability of providing affordable housing was regularly reviewed.
- 3.174 If market conditions had improved and it was viable to provide more affordable housing then this would be done. In its initial list of proposed changes the Council sought to include an additional paragraph in the supporting text which introduced such a review mechanism.
- 3.175 At the hearing sessions it became apparent that many of the details of how this review mechanism would be implemented had not been fully considered. It was not clear, therefore, how such a mechanism would work in practice.

3.176 The Council, therefore, decided to withdraw this proposed change and thus leave the submitted version of the DPD unaltered in this respect. I consider this to be a sensible approach. In coming to this conclusion no criticism of the Council is intended. Review mechanisms are a relatively new concept in the context of DPDs and a clear idea of how precisely they would work in practice has yet to emerge.

Conclusions

3.177 I consider that this aspect of the DPD is justified, effective and consistent with national policy and no changes are necessary to make this aspect of the DPD sound.

Employment and Environmental Protection.

Issue 1.

It is acknowledged in the DPD (paragraph 13.2) that there is the potential for conflict between the proposed employment allocations/areas of safeguarded land - particularly those along the river corridor, at Seal Sands and at North Tees Pools - and the Teesmouth and Cleveland Coast SPA and Ramsar site. What is the nature of that conflict, how is it anticipated that it would be resolved and what would happen if it cannot be fully resolved?

Background

3.178 The chemical industry makes a vital contribution to the economy of Stockton Borough and the region as a whole. Consequently RSS Policy 23 makes clear that up to 445 ha of land should be safeguarded for the chemical and steel industries. The DPD establishes that in Stockton Borough this means the chemical production and processing industries. I have no reason to dispute this.

3.179 However, I do not have any substantial evidence which would support widening this definition to include energy generation industries. While energy generating schemes may have been granted planning permission in Stockton Borough there is nothing to suggest that they are on a par with the chemical industry in terms of regional importance. I see no reason, therefore, for the DPD to indicate that the safeguarded land will be used both for the chemical industry and energy generation industries.

3.180 The figure of 445 ha is based on the amount of land allocated for employment purposes at Billingham Chemical Complex/North Tees Pools/Seal Sands in the Stockton-on-Tees Local Plan (CD0286). I will refer to these as the Local Plan sites.

3.181 These Local Plan sites, like the existing sites serving the chemical industry, are set amongst a complex mosaic of areas which are designated as being of international importance because of the habitats they provide for water birds. These are known collectively as the Teesmouth and Cleveland Coast SPA and Ramsar sites (SPA/Ramsar).

3.182 There is, therefore, a potential for conflict between the need to safeguard land for the chemical industry and protecting the integrity of the SPA/Ramsar.

The Nature of the Conflict

3.183 The Council has carried out a Habitats Regulation Assessment of the DPD (CD0024) the relevant section of which concludes that the expansion of the

chemical industry could give rise to potential impacts on the SPA/Ramsar because of increased noise, the effect of air pollution and deposition, the impact on water quality, the loss of or damage to land not designated as SPA/Ramsar and coastal squeeze.

3.184 The last two points in this list require some explanation. Firstly, dealing with undesignated sites, it is a fact that water birds are no respecters of designation boundaries and they make use of land outside the SPA/Ramsar as roosting sites during high tide, when inter tidal mudflats are unavailable, and as foraging sites throughout the tidal cycle. The protection of such areas is, therefore, an important matter.

3.185 Secondly, dealing with the concept of coastal squeeze, much of the land in the area is protected by sea walls. As sea levels rise areas of inter tidal mud and sand – which are vital feeding grounds for a variety of water birds - are reduced or lost because the sea wall prevents any natural migration of these areas landwards. Existing inter tidal areas need, therefore, to be protected.

How will these conflicts be resolved? What will happen if they are not resolved?

3.186 The approach taken in the DPD is to identify broad areas of land within which the Council, when it is preparing its Regeneration DPD, will seek to identify specific sites to be safeguarded for the chemical industry. This process would involve looking again at the Local Plan sites, taking out of the equation those sites where planning permissions have been implemented or which are now unavailable and examining the effect that safeguarding particular sites would have on the SPA/Ramsar.

3.187 This approach does, however, give rise to the question of how – given that it is not possible to quantify the precise type, phasing or location of development – the Council can be confident that it can make both sufficient land available for the chemical industry and safeguard the integrity of the SPA/Ramsar.

3.188 In order to deal with concerns on this point the Council proposes two changes to the DPD. The first of these changes [PC55] introduces an element of flexibility into Policy CS4. At present this policy states definitively that 100ha of land will be safeguarded at North Tees Pools, 175 ha at Seal Sands and 65 ha at Billingham Chemical Complex. It is now proposed to preface these figures with the words 'up to'. I consider this to be a necessary change as it recognises that it may not prove possible to safeguard precise amounts of land.

3.189 The second change [PC64] would involve the introduction of a paragraph into the explanatory text which would specify that further work will be undertaken in conjunction with Natural England and the Royal Society for the Protection of Birds which would provide information on areas used by birds for foraging and roosting, both inside and outside the SPA/Ramsar, and to assess the potential for the creation of suitable alternative habitats.

3.190 At the Hearing sessions the point was made that a balance needs to be struck between 'birds and jobs'. This is a simplistic formulation but, nonetheless, it contains a kernel of truth. If an appropriate balance is to be struck in this matter then there is a need for the best possible information on which parcels of land are important to the birds and whether suitable parcels of land exist in the area.

- 3.191 The Council, in conjunction with the organisation known as INCA (Industry and Nature Conservation Association) has had experience of balancing these competing demands. I see no reason why the provision of better information about habitats in this area should lead to undue weight being given to nature conservation considerations at the expense of the need to create jobs.
- 3.192 I consider it is entirely appropriate, therefore, that a commitment to carry out further survey work should be included in the DPD. With this commitment in place and given the requirement in Policy CS10 that any development proposals along the river corridor, in North Tees Pools and at Seal Sands will need to demonstrate that there will be no adverse impact on the integrity of the SPA/Ramsar, I am satisfied that this aspect of the DPD would be made sound.
- 3.193 The Council also proposes [PC56] to confirm that no port or river based development will be permitted on or adjacent to the North Tees Mudflat. Because of the problems associated with coastal squeeze, referred to above, and the consequent need to protect areas of inter tidal mudflat I consider this change to be necessary.

Other Matters

- 3.194 An additional point raised by representors was whether the DPD gives sufficient recognition to the need to secure the reclamation of contaminated and derelict sites. To my mind Policy CS10(7) gives adequate support to any initiatives to improve the quality of the environment, initiatives which would include reclamation works. While this policy refers to two sites where it would apply this is not an exhaustive list and I see no justification for extending it.
- 3.195 Nor do I consider that the terms of this or any other policy need be widened to specifically recognise that any development that leads to reclamation will be encouraged as a matter of principle. To my mind this would go a step too far and could open the way to undesirable forms of development.

Conclusions

- 3.196 I conclude, therefore, that a degree of flexibility needs to be introduced into Policy CS4 in recognition of the possibility that it will not necessarily be feasible to safeguard a given amount of land while protecting the integrity of the SPA/Ramsar. I consider that specific reference needs to be made to the type of additional survey work that needs to be done to enable fully informed decisions to be made on protecting the SPA/Ramsar. I also consider that it needs to be made clear that the North Tees Mudflat will be protected from port or river based development.

R2. I recommend that in order to make the DPD sound the following changes are necessary; PC55, PC56 & PC64.

Employment and Environmental Protection.

Issue 2.

Would it have been possible to meet the requirements of the RSS to safeguard land for the chemical industry (Policy 23), without identifying land with the potential to significantly affect the SPA/Ramsar?

- 3.197 Safeguarding land close to the existing chemical clusters, and to the SPA/Ramsar, has a number of advantages. Bulk commodity chemical industries, which it is anticipated will make up a significant percentage of the

eventual users of any safeguarded land, require large sites, well away from any dwellings, with good access to North Sea pipelines and jetties that would enable the import of raw materials and the export of products. Locating close to an existing chemical cluster also has certain symbiotic benefits with, for example, the waste product from one user being the raw material for another.

- 3.198 Other sites within the Borough away from the SPA/Ramsar do not provide this combination of advantages. It would not, therefore, have been possible to meet the requirements of the RSS to safeguard land for the chemical industry without identifying land with the potential to significantly affect the SPA/Ramsar.

Conclusions

- 3.199 I recommend that this aspect of the DPD is justified, effective and consistent with national policy and no changes are needed to make this aspect of the DPD sound.

Employment and Environmental Protection

Issue 3.

Why not state definitely that an Appropriate Assessment would be carried out for any sites with the potential to affect the SPA/Ramsar?

- 3.200 When Policy CS4(5) is read in conjunction with Policy CS10(1) two things become clear. Firstly that Seal Sands/North Tees/Billingham Chemical Complex are the preferred locations for chemical production and processing industries and, secondly, that any proposals for such development must meet the requirements of the Habitats Regulations and demonstrate that they will have no adverse effect on the integrity of the SPA/Ramsar.
- 3.201 This latter requirement will apply both to any planning applications and to future proposals to safeguard particular sites for the chemical industry in the Regeneration DPD.
- 3.202 The DPD does, therefore, provide a policy framework that ensures that its proposal to safeguard land for the chemical industry will not have an adverse effect on the integrity of the SPA/Ramsar. I do not, therefore, consider that any more specific reference to carrying out an appropriate assessment need be included in the DPD.

Conclusions

- 3.203 I consider that this aspect of the DPD is justified, effective and consistent with national policy and no changes are needed to make this aspect of the DPD sound.

Regeneration and Flooding.

Issue 1.

Is there a conflict between the aim of directing development towards the abundance of unused or under-utilised previously developed land, focussed mainly within the river corridor (DPD paragraph 6.5) and the policy of directing new development towards areas of low flood risk (CS10.(9))?

Issue 2.

Policy CS10 (9) indicates that outside areas of low flood risk (Flood Zone 1) the sequential and exception tests as set out in PPS25 will be applied. How would these tests be applied to a site such as Tees Marshalling Yard which is

identified as being deliverable or developable in the SHLAA but which is partly within Flood Zones 2 and 3?

The need for regeneration and the need to avoid flood risk

- 3.204 The Council accepts that there is a tension between the aim of directing development towards unused or under-utilised previously developed land, focussed mainly within the river corridor, and the policy of directing new development towards areas of low flood risk.
- 3.205 The Council also acknowledges that while the housing targets for the Core Area could be met on sites which have a low risk of flooding, it nonetheless wishes to retain the flexibility, when preparing the Regeneration DPD, to consider allocating housing sites in the river corridor – sites which have a medium to high risk of flooding.
- 3.206 This appears to fly in the face of the advice in PPS25 which seeks to direct development towards areas of low flood risk. However, the redevelopment of the riverside corridor is taking place as part of an existing and long term regeneration strategy - the Stockton Middlesbrough Initiative. In such circumstances, as paragraph 4.35 of the PPS25 Practice Guide makes clear, it has to be accepted that redevelopment cannot go elsewhere.
- 3.207 With this in mind the Environment Agency does not object in principle to the approach the Council proposes to take to the allocation of housing sites in the Core Area. However, it is seeking to agree a methodology with the Council for the application of the sequential and exceptions tests as defined in PPS25 when such allocations are made as part of the Regeneration DPD.
- 3.208 While this appears to be a sensible enough approach it does beg the question of whether there is sufficient evidence to indicate that this will indeed result in an appropriate balance being struck between the need to avoid the flooding of housing areas and the need to achieve the wider regeneration initiatives in the riverside corridor.
- 3.209 The Council has commissioned the preparation of a Strategic Flood Risk Assessment (SFRA) (CD0114) and an updated version of this (the Level 2 SFRA) was in course of preparation during the Examination. The preliminary results of Level 2 SFRA, which were made available at the Examination, (CD 0170) take account of the latest Environment Agency Flood Zone maps and the model underlying these - including the increased awareness of the role that tidal and fluvial flooding plays on different parts of the Tees.
- 3.210 To this it adds other information such as the existing ground levels and flood defences of the sites being identified by the Council largely through its SHLAA. In doing so it does not simply look at these sites in isolation but considers them in their wider context and assesses the residual risks of flooding.
- 3.211 While it may be that there are detailed amendments that will need to be made to the Level 2 SFRA and that the mitigation measures it recommends for various sites may need to be amended in the light of subsequent information, I am satisfied that it will provide a useful framework within which subsequent Flood Risk Assessments of individual sites can be carried out. Nonetheless, with flooding being such an important issue in Stockton, it is unfortunate that

the Level 2 SFRA was not available earlier in the process so that its results could have been fully taken into account in formulating the CS.

The Sequential Test and the Exception Test

- 3.212 At the hearing sessions the Council and the Environment Agency produced an agreed overall approach to the assessment of sites as part of the Regeneration DPD (CD 0297). The first step in this approach would be to carry out the sequential test, the aim of which would be to direct development to areas with the lowest probability of flooding. The area of search for this test would be the Core Area and this would be carried out in conjunction with the Environmental Appraisal of the Regeneration DPD.
- 3.213 The second step would be to carry out a further sequential test within the site boundary to establish whether development could take place on those parts of the site at a lower risk of flooding or, failing that, within Flood Zone 2. It is at this stage that viability issues such as layout and likely yield would be considered.
- 3.214 The third step would be to apply the exception test which will seek to establish whether there are wider regeneration benefits to the community from developing a site which outweigh flood risk; whether the site is on developable previously developed land; whether it can be demonstrated that the development would be safe and would not increase flood risk elsewhere; and whether compensation for loss of floodplain can be delivered where it is shown to be required.
- 3.215 The fourth and final step would be to conclude on the question of whether the site could be developed safely and whether or not its development would be desirable in terms of the Sustainability Appraisal.
- 3.216 To my mind this approach provides a suitable method for deciding where, in relation to particular sites, the balance lies between the need to reduce flood risk and the need to regenerate sites in the river corridor.
- 3.217 In coming to this view I do not underestimate the difficulties of the decisions that have to be made. On the one hand there are clear benefits to regeneration in terms of upgrading the image of the area and providing development in sustainable locations but on the other hand flooding, if it were to occur, is likely to cause misery, to place heavy demands on emergency services and to have expensive consequences.
- 3.218 However, with the Level 2 SFRA in place and with the approach to the application of the sequential and exception tests having been agreed I am satisfied that the tension which exists between focussing development in the river corridor and directing development towards areas of low flood risk has the potential to be satisfactorily resolved.

Conclusions

- 3.219 I consider that this aspect of the DPD is justified, effective and consistent with national policy and no changes are needed to make this aspect of the DPD sound.

Regeneration and Flooding.

Issue 3.

To what extent are the following constrained by flooding; the existing housing commitments; the deliverable and or developable housing sites identified in the SHLAA (CD0097 paragraph 4.5); the employment land referred to in Policy CS4 (2) (5) and (6)?.

Committed Sites and SHLAA Sites

- 3.220 The Council confirmed at the hearing sessions that, taken as a whole, committed sites are not constrained to any significant degree by flooding. The same is not true for those sites identified as being deliverable/developable in the SHLAA. Seven of the twenty sites so identified are constrained by flooding and four of these (Tees Marshalling Yard East, Tees Marshalling Yard West, Bowesfield North and land at Little Maltby Farm) are large sites.
- 3.221 There is a possibility, therefore, that these sites will yield fewer dwellings than are estimated in the SHLAA but these sites are not intended to come forward until towards the end of the plan period and any reduction in total yield is unlikely to affect the early phases of their development. Moreover, as has already been established, the housing targets for the Core Area could be met without developing these sites in full.
- 3.222 I do not, therefore, consider that the ability to provide the numbers of dwellings in the Core Area that is envisaged in the DPD will be significantly hampered by flood risk considerations. It is, nonetheless, unfortunate that the findings of the SHLAA have, to an extent, been undermined by the late emergence of information relating to flooding (see also paragraph 3.211).

Employment Sites

- 3.223 The employment sites which are most at risk of flooding are those to be safeguarded for the chemical industry (particularly North Tees Pools and Seal Sands) and the land safeguarded on the north bank of the river Tees for developments requiring a port or riverside site. The capacity of all of these areas to provide employment land could, therefore, be reduced.
- 3.224 However, it has already been recommended [PC55] that an element of flexibility be built into Policy CS4(5) and the amount of land to be safeguarded at North Tees Pools and Seal Sands be treated as a target figure. As to the port or riverside uses, the amount to be safeguarded for these purposes is not specified in Policy CS4(6).
- 3.225 I see no reason, therefore, why the employment land requirements set out in the DPD should be compromised to any significant degree by flood risk considerations.

Conclusions

- 3.226 I consider that this aspect of the DPD is justified, effective and consistent with national policy and no changes are needed to make this aspect of the DPD sound.

Transport.

Issue 1.

One potential benefit of concentrating development in the Core Area and the conurbation would be a reduction in the need to use the private car (DPD

paragraph 6.6). To what extent would this be dependent on the improvements to public transport set out in Policy CS2 (4)? What is the likelihood of these improvements being implemented?

Background

3.227 The most significant improvements to public transport proposed in the DPD are the Tees Valley Metro and increased bus provision on Core Route Corridors.

Tees Valley Metro

3.228 Funding has been secured for Phase I of the Tees Valley Metro and the Council is confident, therefore, that it will be implemented. It is this phase of the scheme which will have the most significant benefits for the Borough in terms of widening transport choice. It will lead to more frequent train services on the Darlington to Saltburn line, to the improvement of stations at Eaglescliffe and Thornaby and the relocation Durham Tees Valley Airport station which is and will remain just outside the Borough.

3.229 Clearly this will improve transport choice for those living close to these stations but none of them are actually in the Core Area. However, Thornaby is close to the Core Area and linked to it by bus routes. It is therefore capable of serving at least parts of the Core Area and indeed already does so, with the Council having noted a sharp increase in the number of students using Thornaby station to gain access to accommodation in the Core Area.

3.230 Phase II of the Tees Valley Metro would include the provision of a station at Tees Marshalling Yards, to be known as Teesside Park. Tees Marshalling Yards is one of the largest of the deliverable/developable sites in the Core Area identified in the SHLAA. The Council is confident that it can fund the provision of this station.

3.231 As to the more expensive elements of Phase II – track and signalling works on the Darlington to Saltburn line and new rolling stock- these are projects that, in the former instance, Network Rail are committed to, and, in the latter instance, will happen as part of the franchise renewal exercise which will take place in 2014.

3.232 Beyond that there is less certainty that funding will be secured for Phase III of the Tees Valley Metro. Nonetheless there is a reasonable prospect of Phases I and II being implemented and this, to my mind, means that the Tees Valley Metro goes beyond being a mere aspiration, that it is likely to happen and that it will assist in providing improved transport choice and reducing dependence on the private car both in the Borough as a whole and in the Core Area.

Bus Routes

3.233 Although the DPD does not identify particular sites to be developed in the Core Area the SHLAA gives an indication of those sites which are likely to be developed. These sites are all on or close to bus routes with regular and frequent services (CD0317), routes where, moreover, there is a commitment to improve the frequency of service to six buses per hour. At the time of the hearings the expectation was that funding for these improvements would be confirmed shortly. There is, therefore, a reasonable prospect of these improvements to the bus timetables being implemented.

Conclusions

3.234 There is, therefore, evidence that concentrating development in the Core Area will support and be supported by the Tees Valley Metro and by existing and improved bus services. In this way the DPD offers the opportunity to widen transport choice and reduce dependence on the private car. I consider, therefore, that this aspect of the DPD is justified, effective and consistent with national policy and no changes are needed to make this aspect of the DPD sound.

Transport

Issue 2.

Policy CS2 (1) seeks to improve accessibility. To what extent would this be dependent on the improvements in the road network referred to in Policy CS2 (5) and the parking proposals referred to in Policy CS2 (6). What is the likelihood of these being implemented?

3.235 Whilst the capacity of the existing road network is a major issue in the Borough, the primary aim of the DPD is not to increase the capacity of that network but to minimise as far as possible the need to use the private car. This will be achieved by concentrating new development in locations well served by public transport - as discussed when considering the previous issue.

3.236 The strategy of focussing development in the Core Area and conurbation has a number of advantages when it comes to considering highway and transportation issues. The sites are programmed to come forward late in the plan period thus allowing time to devise solutions to any highway and transportation issues they raise. Moreover such sites being, or having the potential to be, well served by public transport will not be totally dependent on highway improvements. Any highway improvements that are required are likely to be less extensive and less expensive than they would be for more remote sites poorly served by public transport.

3.237 As to the improvements to the road network referred to in Policy CS2(5), these relate to particular regeneration schemes and respond to particular issues and while they are not aimed at improving accessibility for the Borough as a whole the Council is confident that they will be implemented.

3.238 Policy CS2(6) refers to consideration being given to 'Park and Ride' initiatives. However, at the hearings the Council confirmed that these are only tentative proposals and, while they are not devoid of merit, such schemes work best in monocentric settlements where people can park on the periphery and then travel into the centre. They are less effective in polycentric settlements such as Stockton Borough where people want to travel between centres.

3.239 Any proposal in a DPD should be deliverable and there is no merit in including proposals which are little more than speculative possibilities. I consider, therefore that the reference to 'Park and Ride' facilities in Policy CS2(6) should be deleted [PC37].

Conclusions

3.240 The aim of improving accessibility will not be achieved primarily by implementing the road improvements and parking proposals referred to in Policy CS2(5) and CS2(6) but by the strategy of focussing development on sites which are or have the potential to be well served by public transport.

3.241 Nonetheless the Council is confident that these various schemes will be implemented – the exception to this being the park and ride proposals referred to in Policy CS2(6). I take the view that if there is not a firm prospect of such a scheme being implemented then it has no place in a DPD.

R3. I recommend that following change is necessary to make the DPD sound: *PC37*.

Transport.

Issue 3.

Policy CS2 (1) seeks to improve accessibility and improve transport choice. Policy CS2 (2) places the onus on developers to achieve this with regard to major new schemes. Will this apply to developments that already have planning permission such as Wynyard and Ingleby Barwick?

3.242 The Council accepts that where a scheme has a safeguarded planning permission, such as at Wynyard and Ingleby Barwick, and the developer is minded to implement the scheme in accordance with that permission, then there is little, in theory, that that can be done to improve accessibility and transport choice.

3.243 In practice, however, it may be possible to negotiate new planning permissions which achieve some improvements in these respects. The possibility of this being done at Wynyard has been discussed earlier in this report.

3.244 At Ingleby Barwick traffic congestion is limiting the ability of the developer to market the site and the Council has identified a series of highway improvements that would enable more development to take place. These would be funded from a variety of sources including developer contributions. Negotiations on this matter are ongoing.

Conclusions

3.245 Policy CS2(2) is aimed primarily at new developments. There are clearly limits as to what can be achieved under the terms of this policy in the way of improving accessibility where planning permissions have already been granted for schemes – but that simply reflects the reality of the situation.

3.246 I consider that this aspect of the DPD is justified, effective and consistent with national policy and no changes are needed to make this aspect of the DPD sound.

Retail

Background

3.247 Policy CS5(1) indicates that there will be no further allocations for retail development over the life of the DPD. In clauses 2 to 4 the policy goes on to set out the shopping hierarchy with Stockton firmly in the top position as a town centre below which would be Thornaby, Billingham and Yarm as district centres followed by a range of local centres including Ingleby Barwick.

3.248 Within these various centres new development will be permitted (in Stockton's case beyond 2011). Clause 6 of the policy emphasises the point that additional retail or leisure development will not be allowed at the out of town location at Teesside Park or at the out of centre location at Portrack Lane.

Retail.

Issue 1.

Is Policy CS5 (1) and (2) too restrictive to support the regeneration of Stockton?

- 3.249 The gist of Policy CS5(1) and (2) is that up to 2011 there is no need to identify opportunities for new retail development in Stockton Town Centre as any need for additional shopping capacity can be met from existing commitments and vacant floorspace.
- 3.250 This approach is supported by the retail expenditure figures in the Stockton and Middlesbrough Joint Retail Study 2008 (CD0078). Indeed, bearing in mind the current economic downturn, the retail expenditure capacity that will be available to support future development is likely to be less than predicted.
- 3.251 However, there is a need to regenerate Stockton Town Centre which suffers from competition from Teesside Park and Portrack Lane. Moreover, it is the case that planning permission for a major retail commitment at the Castlegate Centre has been allowed to lapse. This is an indication that this scheme is not attractive to the market and, to my mind, casts some doubt on the extent to which existing commitments can be relied on.
- 3.252 The Council now accepts (CD0186 paragraphs 8.1.6 and 8.1.7) that the regeneration of the Town Centre may well go beyond simply implementing existing commitments and filling vacant units and that it could involve the redevelopment and reconfiguration of existing units in order to provide a wider range of unit sizes and types, including anchor units. It has, therefore, proposed a change [*PC66*] which would open up the possibility of retail allocations being made within the Primary Shopping Frontage of the Town Centre as defined in the Stockton on Tees Local Plan (CD0003).
- 3.253 The Council wishes, therefore, to leave open the opportunity of allocating land for redevelopment in other Development Plan Documents.
- 3.254 There is no doubt that Stockton Town Centre is in decline. It has a high vacancy rate, its prime yields have worsened, its prime rents are low and more prestigious retailers have located at Teesside Park. Clearly, therefore, the DPD should provide the policy context within which land could be allocated for significant redevelopment opportunities if the aim of directing development towards that centre is to be fully realised.
- 3.255 At present Policy CS5(1), with its bald assertion that no further allocations will be made for retail development in the life of the DPD, would not meet that end.
- 3.256 The proposed change put forward by the Council [*PC66*] goes some way to remedying this defect. However it limits allocations solely to the Primary Shopping Area. This appears to conflict with the findings of the Stockton Town Centre Study (CD0077 paragraph 3.5) which indicates that consideration should be given to sites in or on the edge of the Primary Shopping Area. *PC66* as put forward by the Council would rule out consideration of sites on the edge of the Primary Shopping Area. No reasons are given as to why this should be so.
- 3.257 I acknowledge that if a site needs to be allocated to help achieve the regeneration of Stockton Town Centre the Council would look in the first

instance at sites within the Primary Shopping Area. However, I consider that the option of allocating a site on the edge of the centre which could meet the need for new retail and other town centre uses over the longer term should not be ruled out.

Conclusions

- 3.258 I have, therefore, amended *PC66* to include reference to edge of centre locations. I have also included references within *PC66a* to the need for additional capacity being met mostly, rather than solely, through committed developments and to make clear that in the first instance new retail developments will be directed to sites within the Town Centre.

R4. I recommend that the following changes are needed to make this aspect of the DPD sound; *PC66 & PC66A*.

Retail.

Issue 2.

Does Policy CS5 define an appropriate shopping hierarchy or should it designate Stockton as a principal town centre, Billingham Thornaby and Yarm as town centres and Ingleby Barwick as a district centre?

- 3.259 The pressure to revise the shopping hierarchy set out in the DPD stems principally from a desire by representors to promote Ingleby Barwick from a neighbourhood centre to a district centre – a change in status that would be consistent with the desire of a supermarket operator to expand its premises at Ingleby Barwick.
- 3.260 The problem with this approach is that the existing centre at Ingleby Barwick is small (it has only 25% of the floorspace of the nearby District Centre at Thornaby) and provides only a limited range of services.
- 3.261 As PPS4 makes clear a District Centre would typically contain at least one supermarket, which Ingleby Barwick has, and a range of non retail services such as banks, building societies and restaurants, none of which are provided at Ingleby Barwick.
- 3.262 It was pointed out by representors that Ingleby Barwick is a large and growing residential area and any inadequacies in the existing centre simply means that people have to travel further to shop. This point has some validity but the wider shopping needs of Ingleby Barwick are capable of being served by Thornaby District Centre which is within a 4 minute drive.
- 3.263 Overall, I share the Council's concern that the designation of Ingleby Barwick as a district centre, and any consequent increase in the number and type of shops and services that it offered, would lead to competition with Thornaby District Centre, a centre that already has vacant units. To my mind the disadvantages of undermining the role of an existing district centre would outweigh any sustainability benefits of designating a new district centre at Ingleby Barwick.
- 3.264 Moreover, I am satisfied that the range of shops and other services provided at Billingham, Thornaby and Yarm are such that they fit comfortably within the definition of a District Centre referred to above and that recent developments that have taken place within them do not warrant their re-designation as Town Centres. As to the suggestion that Stockton be designated a Principal Town

Centre, I see no support for this in either the definitions of the types of centres set out in PPS4 or in the retail policies in the RSS.

Conclusions

3.265 I do not, therefore, consider that the shopping hierarchy contained in the DPD needs to be redefined and consider that this aspect of the DPD is justified, effective and consistent with national policy and no change is needed to make this aspect of the DPD sound.

Retail.

Issue 3.

What is the justification for Policy CS5 (6) which prevents further retail or leisure development at Teesside Park, an out of town location, and Portrack Lane, an out of centre site?

Issue 4.

Should Policy CS5 give guidance on how applications for edge of centre sites and out of centre sites will be dealt with?

3.266 The decline of Stockton Town Centre has already been referred to as has the fact that this is due in part to the size and success of Teesside Park and Portrack Lane. One of the main aims of the DPD is to promote the vitality and viability of the Town Centre and in this respect it is consistent with the aims of national policy as set out in PPS4.

3.267 However, where CS5(6) goes beyond national policy, is that it positively precludes further retail development at Teesside Park and Portrack Lane. There is nothing in national policy which indicates that a blanket ban is to be imposed regardless of circumstances.

3.268 I accept that there is no evidence of a need to allocate sites in out of centre or out of town locations. There may also be good reason for not supporting retail development in these locations, which are poorly related to residential areas and which are heavily dependent on car borne customers. However, while such local evidence justifies a policy which does not encourage such development it does not justify precluding such development.

3.269 To my mind the correct approach would be to follow PPS4 which specifically addresses the factors that should be taken into account when carrying out sequential assessments for planning applications for main town centre uses that are not in a centre and not in accordance with the up to date development plan.

3.270 I see no local circumstances that warrant departing from this national advice, a point the Council accepted at the hearing sessions.

Conclusions

3.271 I consider that in order to make the DPD sound it should be changed in accordance with *PC69, PC70* and *PC70A* the gist of which would make clear that while additional retail development is not to be encouraged at Teesside Park and Portrack Lane, if it is proposed then it will be determined in accordance with prevailing national policy.

<p>R5. I recommend that in order to make the DPD sound the following changes need to be made: <i>PC69, PC70 & PC70A</i>.</p>

Retail

Issue 5.

Should Policy CS5 include guidance on new neighbourhood centres and ancillary retail provision in major new residential developments?

3.272 Small parades of shops of purely neighbourhood significance are not generally regarded as shopping centres. Their provision is not, therefore, a strategic matter and could be dealt with in the Regeneration DPD if this were needed. It is not necessary, therefore, for the DPD to include guidance on their provision in major new residential developments.

Conclusions

3.273 I consider that this aspect of the DPD is justified, effective and consistent with national policy and no changes are needed to make this aspect of the DPD sound.

Durham Tees Valley Airport.

Issue 1.

Is the importance of Durham Tees Valley Airport (DTVA) sufficiently acknowledged in the DPD?

3.274 The DPD refers to DTVA when describing the area and indicates that realising the potential of this airport is an important priority. Supporting improved regional and sub regional connectivity by air is also identified as one of the ways in which the Council's vision for the future of the Borough will be achieved.

3.275 Policy CS4(1) also refers to the fact that 50 ha of employment land will be provided at DTVA while paragraph 9.5 of the supporting text indicates that this land has planning permission for airport related uses and a further 20 ha has planning permission for general employment uses. To that extent, therefore, the DPD is consistent with Policies 18 and 21 of the RSS which deal with employment land and airport related uses.

3.276 Beyond this there is no requirement that the DPD mirror every reference to the DTVA in the RSS, indeed PPS12 makes clear that the DPD should not repeat or reformulate regional policy. The concern was expressed that the RSS may lapse and that the references it makes to the DTVA would lapse with it. However, there is no firm evidence that this is likely to happen or, if it does, that it will happen imminently.

3.277 It would have been possible for the DPD to make more specific references to the DTVA in order to raise its profile, as is apparently being done in Darlington's emerging DPD. However, the fact that it does not do so does not mean that it is inconsistent with the Darlington Core Strategy – a view that is borne out by the confirmation of Darlington's officers that they have no objection to the approach being taken in the CS (CD0155).

3.278 As to Aerodrome Safeguarding Consultation Zones, these would need to be plotted on an ordnance survey base. This would not be possible on the DPD's Key Diagram; the Proposals Map would be the appropriate place to do this.

Conclusions

3.279 I consider that the DPD makes adequate reference to the DTVA and that it is justified, effective and consistent with national policy in this respect and no changes are necessary to make this aspect of the DPD sound.

Sustainable Living and Climate Change.

Issue 1

Policy CS3 (7) states that broad locations for renewable energy generation may be identified in the Regeneration Development Plan Document. Why is this matter not dealt with in the DPD?

- 3.280 Representors raised concerns as to whether Policy CS3(7) demonstrates a commitment to facilitating the achievement of a minimum sub regional target of 138MW as required by RSS Policy 39. Particular concern was expressed about the extent to which the policy supports potential wind farm development.
- 3.281 The initial findings of the Wind Farm Study (The Stockton Renewables Study Phase One: Wind Study) indicate that the Borough is heavily constrained with very limited opportunities for commercial wind farm development. The Council is, therefore, considering other means of providing renewable energy and it appears that Biomass has the greatest potential as there is land available with grid connections and good access by road, rail and river.
- 3.282 That being so, wind farm development does not appear to be a strategic issue in the Borough and I do not, therefore, consider it to be necessary to identify the broad locations for wind farm developments in the DPD.
- 3.283 This is not to say, however, wind energy has no role to play in the provision of renewable energy in the Borough. Any potential site for a small to medium sized wind farm, or indeed any other form of renewable energy, would be assessed in the light of the criteria set out in RSS Policy 40. If it were deemed to be suitable then, as Policy CS3(7) makes clear, such a development would be supported.

Conclusions

- 3.284 I am satisfied, therefore, that the DPD provides adequate support and encouragement for renewable energy proposals no changes are necessary to make this aspect of the DPD sound.

Brownfield Land.

Issue 1.

Is it appropriate for the terms 'brownfield land' and 'previously developed land' to be used interchangeably in the DPD?

- 3.285 Representors consider that these terms should not be used interchangeably; in their view brownfield land is the preferable term as it means land requiring remediation. The use of the term previously developed land, in the representors' opinion, would simply encourage the development of garden land for housing.
- 3.286 Representors put forward a well argued case supported by numerous references to indicate that there is confusion on this matter. However, no such confusion exists in Appendix B to PPS 3 which, in defining previously developed land, makes clear that this is often referred to as brownfield land. There is therefore weighty support for the interchangeable use of these terms.

Conclusions

- 3.287 It is not the place of the DPD to seek to refine the meaning of terms that are already defined in national guidance. I consider, therefore, that this aspect of

the DPD is justified, effective and consistent with national policy and no changes are necessary to make this aspect of the DPD sound.

4 Minor Changes

- 4.1 The Council wishes to make a number of minor changes to the submitted DPD in order to clarify, correct and update various parts of the text. Although these changes do not address key aspects of soundness, I endorse them on a general basis in the interests of clarity and accuracy. These changes are shown in Annexes 1 and 2.

5 Overall Conclusions

- 5.1 I conclude that, with the amendments I recommend, the Stockton-on-Tees Core Strategy satisfies the requirements of s20(5) of the 2004 Act and is sound.

RJ Yuille

INSPECTOR

Stockton-on-Tees Core Strategy Local Development Framework

Addendum 1

Significant Proposed Changes

Change Number	Page Number	Other Identification	Text Changes
37	23	Policy CS2, Clause 6	and consideration of 'Park and Ride' initiatives where appropriate
55	28	Policy CS4, Clause 5 a, b and c	a. North Tees Pools up to 100 ha. b. Seal Sands up to 175 ha. C Billingham Chemical Complex up to 65 ha.
56	29	Policy CS4, Clause 6	riverside-based site. No port or river based development will be permitted on, or on land immediately adjacent to, the North Tees Mudflat component of the Tees and Hartlepool Foreshore and Wetlands SSSI.
64	30	Paragraph 9.7	Teesport. <u>Proposals requiring a riverside location, in addition to developments within the Seal Sands and North Tees Pools areas, have the potential to significantly affect the Teesmouth and Cleveland Coast SPA and Ramsar site, and the provisions of Policy 10 will need to be taken into account. To inform site allocations in the Seal Sands, North Tees Pools and River Tees Corridor areas in the Regeneration Development Plan Document, the Council has agreed to undertake a study in partnership with Natural England and the RSPB, to assess the potential for development in those areas to adversely affect the integrity of the SPA/Ramsar site. The study will involve a detailed assessment of the usage of these and adjacent areas by SPA and Ramsar site bird species. This will be used to develop a strategic framework for development in these areas by identifying where land can be allocated for development without adverse impact on the SPA/Ramsar site, whilst taking an integrated approach to habitat creation to ensure sufficient mitigation can be delivered. Further studies will investigate the precise extent of site allocations in these areas.</u>
66	32	Policy CS5 Clause 1	No further allocations for retail development will be made in the Borough will be made other than in or on the edge of Stockton Town Centre.
66A	32	Policy CS5 Clause 2	Stockton will continue in its role as the Borough's main shopping centre. Up to 2011, the need for additional capacity can be mostly met through committed developments and the occupation and reoccupation of vacant floorspace. Beyond 2011 there may be a requirement to bring forward new retail development within the town centre in the first instance
69	33	Policy CS5 Clause 6	6. The existing roles played by Teesside Park as an out-of-town locations, and Portrack Lane as an out of centre site, are recognised. Whilst No no additional retail or leisure development proposals will be permitted-encouraged proposals will be permitted-encouraged in these locations or any other out of centre locations, any proposals which emerge will be dealt with as under 7 below.
70	33	Policy CS5 Clause 7 <i>New clause added</i>	7. Should any planning application proposals for main town centre uses in edge or out-of-centre locations emerge, such proposals will be determined in accordance with prevailing national policy on town centre uses as set out in PPS4 or any successor to PPS4.
70A	33	Paragraph 10.2	To achieve this, no further expansion of the out of centre

			retail and leisure developments at Teesside Park and Portrack Lane will be permitted <u>unless it is in accordance with prevailing national policy on town centre uses.</u>
91	43	Policy CS8 Clause 5	Affordable housing provision within a range of 15-20% depending on the needs of specific areas, whether a site is brownfield or greenfield, <u>within a target range of 15-20%</u> will be required on sites schemes <u>of 150 dwellings or more and on development sites of 0.5 hectares or more.</u> <u>Affordable housing provision at a rate Figures</u> lower than the standard requirement target for a specific area will only be acceptable where robust justification is provided. This must demonstrate that provision at the standard requirement target would make a site <u>the development economically</u> unviable.
92	43	Policy CS8 Clause 7	will be negotiable on a site by site basis but the starting point for the negotiations will be <u>20%</u>
93	43	Policy CS8 Clause 7	high priority accorded to <u>the delivery of two and three bedroom houses and bungalows.</u> <u>Affordable housing provision with a tenure mix different from the standard target will only be acceptable where robust justification is provided.</u> <u>This must demonstrate either that provision at the standard target would make the development economically unviable or that the resultant tenure mix would be detrimental to the achievement of sustainable, mixed communities.</u> i) the delivery of two and three bedroom semi-detached affordable houses; ii) the delivery of two and three bedroom bungalows.
102	45	Paragraph 12.31	is that <u>15-20% is achievable during positive market conditions</u>
103	45	Paragraph 12.31	on brownfield sites and that this is inclusive of sites with significant development costs such as remediation. A range of 15-20% has, therefore, been set with a general distinction drawn between brownfield and greenfield sites on the basis that development costs associated with greenfield sites are generally lower. <u>An affordable housing target range of 15-20% has therefore been set. The Council is mindful that market conditions have fluctuated since the benchmark of late 2007 for the policy. The policy will therefore be applied with a flexibility that is sensitive to the market conditions prevailing at the time the planning application is submitted.</u>
105	45	Paragraph 12.33	15-20% range <u>target</u>
106	45	Paragraph 12.34	15-20% range <u>target</u>
107	46	Paragraph 12.36	accord with the minimum provision of standard affordable housing <u>target or with the tenure mix for affordable housing recommended for that specific area</u> will
108	46	Paragraph 12.36	assessed. <u>to determine whether it meets the test of robust justification. The Council will produce guidance explicitly setting out what is meant by 'robust justification' as part of a forthcoming DPD.</u>
163	46	Paragraph 12.36 New Paragraph added after	<i>In proposed changes the Council intended to add a new paragraph after 12.36. This was advertised as a proposed change.</i> <u>Financial appraisals will generally focus on abnormal site specific costs and/or the impact of economic circumstances on a proposed scheme at the time of submitting the planning application. Where an appraisal is accepted as robust evidence based wholly or partly on economic circumstances, the owner of the site will be expected to enter into a Section 106 Agreement. This will require the regular submission to the Council of financial appraisal reports updating the information contained in the original financial appraisal. If the</u>

			<p><u>updated reports show that the viability of a scheme has improved to the point of facilitating greater provision then the developer will be obliged to either provide on site affordable homes up to the level which is viable (subject to not exceeding the 15-20% range of the policy) or an equivalent financial contribution. This will apply whether the original financial appraisal showed that provision is only viable at a rate less than the standard requirement or if it showed that no provision at all is viable.</u></p> <p><i>After discussions at the hearing on 25th September 2009 the paragraph was removed.</i></p> <p>Financial appraisals will generally focus on abnormal site specific costs and/or the impact of economic circumstances on a proposed scheme at the time of submitting the planning application. Where an appraisal is accepted as robust evidence based wholly or partly on economic circumstances, the owner of the site will be expected to enter into a Section 106 Agreement. This will require the regular submission to the Council of financial appraisal reports updating the information contained in the original financial appraisal. If the updated reports show that the viability of a scheme has improved to the point of facilitating greater provision then the developer will be obliged to either provide on site affordable homes up to the level which is viable (subject to not exceeding the 15-20% range of the policy) or an equivalent financial contribution. This will apply whether the original financial appraisal showed that provision is only viable at a rate less than the standard requirement or if it showed that no provision at all is viable.</p>
--	--	--	--

Stockton-on-Tees Core Strategy Development Plan Document

Schedule 1
Minor Changes

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
45	25	Policy CS3, Clause 7	locations are identified	proposals come forward
51	28	Policy CS4, Clause 1, bullet point 3	60ha	50ha
52	28	Policy CS4, Clause 1, last bullet point		Add footnote to read 'RSS refers to safeguarding land for regionally important chemical and steel industries. Main steel production now takes place in Hartlepool and Redcar and Cleveland Boroughs. Therefore, land referred to in point 5 of the policy reflects the potential for expansion of the chemical production and processing industries.
53	28	Policy CS4, Clause 5	No text removed.	To maximise opportunities for the delivery of the RSS requirements
54	28	Policy CS4, Clause 5		subject to environmental constraints,
57	29	Policy CS4, Clause 8,iv,a		, with regard given to the protection and enhancement of the character of tranquil areas along the river corridor between the towns of Stockton and Yarm.
58	29	Policy CS4, Clause 8,iv,c		including early history, railway and engineering heritage and the area's World War II contribution.
59	29	Policy CS4, Clause 8iv		New bullet point: Saltholme Nature Reserve
60	30	Paragraph 9.4	65	55
61	30	Paragraph 9.4	Over the past 3 years, the annual average development of employment land in the Borough has been in the order of 13 ha. per annum. As this is not expected to change,	The Employment Land Review identified that the average annual take up rate for employment land averaged 11.69 ha per annum between 1995 and 2007. Although this is slightly lower than the 13ha per annum stated in Policy CS4,
62	30	Paragraph 9.5	at Durham	at Skylink Business Park, Durham
63	30	Paragraph 9.5		At Durham Tees Valley Airport, 20 ha of land in Stockton Borough have the benefit of planning permission for

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
				general employment uses, part of the Regional Spatial Strategy General Employment Uses requirement of 255ha. An additional 50ha has permission for airport related uses.
65	31	Paragraph 9.10	improving the visitor offer	improvements to the visitor offer and natural and historic environment, as identified in policy CS10 and Objective 9,
77	37	Policy CS7, Clause 2	allocations will come forward before	sites will be allocated before
78	37	Policy CS7, Clause 2		Planning applications that come forward for unallocated sites will be assessed in relation to the spatial strategy.
82	38	Paragraph 12.6	realistic target	realistic cumulative target for the period 2008 to 2016
83	39	Paragraph 12.10		The numerical housing requirement to 2016 (as stated in the RSS) has been met through commitments. Numbers are one aspect of meeting housing requirements; delivering the spatial vision is another. Applications that deliver the spatial vision will be regarded favourably.
90	43	Policy CS8, Clause 2, 3rd bullet point	and terraced houses and 2 and 3-bedroomed apartments	houses and other high density properties
94	44	Policy CS8, Clause 8	The affordable housing requirement will be based on the gross developable area of each site.	No text added.
95	44	Policy CS8, Clause 8	developer wishes to develop an area, which is part of the larger site they	development site is sub-divided into separate development parcels below the affordable housing threshold, the developer
96	44	Paragraph 12.22	Strategic Housing Market Assessment provides	Tees Valley Strategic Housing Market Assessment (SHMA) and Local Housing Assessment Update (LHA) provide
97	44	Paragraph 12.24		The Stockton 2008-2011 Housing Strategy identifies addressing the shortage of bungalow accommodation across the Borough for all needs groups as a community priority.

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
98	44	Paragraph 12.25	The Stockton 2008-2011 Housing Strategy identifies addressing the shortage of bungalow accommodation across the Borough for all needs groups as a community priority. The delivery of executive housing integrated into mixed communities is an issue to be addressed. The housing offer needs to include modern executive housing in order to promote Stockton Borough as an attractive location for new businesses and Eaglescliffe is a particularly attractive location for this type of offer. The Regional Housing Aspirations Study (March 2005) identified an aspirational demand for more executive housing, although executive housing may take many forms such as town houses.	The evidence collated for the SHMA has highlighted that a need and demand for executive housing exists in the Tees Valley. The Borough has a diverse existing executive housing offer. This includes some modern executive housing developments in parts of Ingleby Barwick Yarm and Eaglescliffe. It also includes some large mature dwellings in Norton, Hartburn, Thornaby, Yarm and Eaglescliffe that are both an important part of the housing offer and which contribute to local distinctiveness. The Borough also shares (with Hartlepool Borough) the cross-boundary Wynyard development (a large predominantly executive housing development). It is important that meeting the demand for executive housing is not at the expense of achieving sustainable, mixed communities and that the retention of existing housing that is part of the executive housing offer is supported
99	45	Paragraph 12.26	terraced,	No text added
100	45	Paragraph 12.30	Local Housing Assessment ... The Tees Valley Local Housing Assessment 2008 Update and Strategic Housing Market Assessment (SHMA) Report ... Which	LHA ... The SHMA (published in January 2009 and incorporating a 2008 update to the LHA) identified an annual deficit in the provision of affordable housing for Stockton Borough of 866 dwellings (which represents 155.5% of the annual RSS requirement).
101	45	Paragraph 12.31	by examining the levels achieved since 2004	No text added.
104	45	Paragraph 12.32	The SHMA shows that affordable housing need is greatest in the Billingham sub area and what document refers to as the Outer Core Sub Area (this correlates closely with the Stockton Sub Area as defined in this Core Strategy).	No text added

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
109	46	Paragraph 12.37	Tees Valley Strategic Housing Market Assessment	SHMA
110	46	Paragraph 12.38 (new paragraph after)		The SHMA shows a need for two and three-bedroom affordable dwellings. The Council's Housing Strategy Team has advised that one-bedroom affordable properties are not viable in the longer term due to the reluctance of the Homes and Communities Agency to fund them and the lack of flexibility of this type of property in relation to Lifetime Homes standards.
111	48	Paragraph 12.44		Insert 'Mount Pleasant' after Borough
112	48	Paragraph 12.44		The Council has secured CLG funding of £105,000 to upgrade the pitch amenity blocks and provide one additional pitch at the Mount Pleasant site.
113	48	Paragraph 12.47	Delete paragraph	No text added.

Stockton-on-Tees Core Strategy Development Plan Document
Schedule 2
Minor Changes

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
1	1	Throughout the document	Yarm and Eaglescliffe Housing Sub Division	Yarm, Eaglescliffe and Preston Housing Sub Division
2	1	Throughout the document	River Tees Park	Tees Heritage Park
3	1	Throughout the document	gypsy and traveller	Gypsy and Traveller
4	1	Throughout the document	International Nature Reserve at Seal Sands and associated areas.	Teesmouth and Cleveland Coast SPA and Ramsar site and areas used by SPA species.
5	1	Throughout the Document	Brownfield / Brownfield Land	Previously Developed / Previously Developed Land
6	1	Throughout the document	borough	Borough
7	1	Throughout the document	A19/A66/A174 Study	Tees Valley Area Action Plan
8	1	Throughout the document	Appropriate Assessment	Habitats Regulations Assessment
9	6	Paragraph 2.5, new bullet point		Make provision for the development of high quality, decent homes in sustainable locations, and for the improvement of existing stock;
10	10	Paragraph 3.11	Options 2 and 3, to give a wider choice of locations for housing provision (Option 2) and to acknowledge the more dispersed locations for employment uses (Option 3).	Option 3 to acknowledge the more dispersed locations for employment uses. The focus on the regeneration of the Core Area was also balanced with a wider distribution of housing to the Billingham, Thornaby and Yarm, Eaglescliffe and Preston housing sub divisions.
11	10	Paragraph 3.12	to take account of the emerging programmes of other service providers, such as education and health. It is expected that more development will take place in the Stockton sub-division in the period 2011 – 2016 than shown at the Preferred Options stage	. The focus on the Core Area is maintained. However, it is expected that more development will take place in the Stockton and less in the Billingham, Thornaby and Yarm, Eaglescliffe and Preston housing sub-divisions. This takes account of the increased knowledge about the availability of potential housing sites through the SHLAA process, which includes the emerging programmes of other service providers such as health and education (which will result in land being released for housing). It also acknowledges a planning application for 500 dwellings in Eaglescliffe. If granted consent this will substantially increase the committed housing supply of the Yarm, Eaglescliffe and Preston sub-division.

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
12	10	Paragraph 3.13	expression of interest in Growth Point Status. This was submitted to the Secretary of State in November 2007. As a result of this, the 20% flexibility element in housing provision for the Borough, over and above Regional Spatial Strategy targets, suggested at the Preferred Options stage, has been overtaken by this bid.	achievement of Growth Point Status. Funding has now been secured for the Growth Point Programme of Development (PoD). At the Preferred Options stage, a 20% flexibility element over and above Regional Spatial Strategy targets was suggested. The immediate emphasis with the PoD is on the Council responding proactively and positively to the short-term housing delivery challenges presented by the credit crunch through partnership working with the development industry. Longer term the PoD will be an asset to achieving the regeneration that is at the heart of the Council's vision for the Borough. Accordingly the 20% flexibility element is retained to 2021 but it is anticipated that the rate of housing delivery will slow down post-2021
13	11	Paragraph 4.2, bullet point 13	produce	generate
14	11	Paragraph 4.2, bullet point 14	built environment	built and historic environment
15	13	Objective 2	production	generation
16	13	Objective 4		district centres.
17	14	Objective 5	shops.	shops and jobs.
18	14	Objective 6	although the precise location of the facility is not yet known.	by the relevant Primary Care Trust Boards, with their preferred site being identified at Wynyard in the Borough of Hartlepool.
19	15	Objective 8	continue to make a valuable contribution to biodiversity.	be improved and managed to strengthen their value.
20	15	Objective 10	Energy efficiency	In helping to meet the Government's carbon reduction targets, energy efficiency
21	15	Objective 10	produced and used	generated whilst reducing energy consumption,
22	16	Objective 11	residents and visitors	residents and visitors in addition to helping to mitigate the effects of climate change,
23	17	Table 1, Objective 4		as district centres
24	19	Policy CS1, Clause 1	as set out in Policy 6	as set out in Policies 6 and 10
25	19	Paragraph 6.1	Error! Bookmark not defined	
26	19	Paragraph 6.1	Prestige Employment Sites	Key Employment Locations

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
27	19	Policy CS1, Clause 1 (new final sentence)		In general, new development will be located within the conurbation, to assist with reducing the need to travel.
28	20	Paragraph 6.2	a key regeneration area,	', a key regeneration area,' after North Shore
29	21	Paragraph 6.8	A Village Study is being carried out to identify the rural villages where it may be appropriate to allow further development to maintain and enhance their role in serving the rural population	The Spatial Strategy and need to focus on the Core Area underpins the Council's approach to housing in the rural areas. The Planning the Future of Rural Villages study will assist the Council in applying its approach to housing proposals in the rural area.
30	21	Paragraph 6.9	Housing	Housing Distribution and Phasing
31	21	Paragraph 6.10 (new paragraph after)		The chemical industry at Seal Sands operates in close proximity to the Teesmouth and Cleveland Coast SPA and Ramsar site. The industries work in partnership with nature conservation interests through the Industry Nature Conservation Association, to facilitate consensus and achieve sustainable economic development where development proposals may impact on the natural environment and protected nature conservation sites in particular. Policy 10 recognises this potential conflict, in paragraph 13.2 of the justification.
32	22	Policy CS2, title	Sustainable Transport	Sustainable Transport and Travel
33	22	Policy CS2, Clause 1	adequately	well
34	22	Policy CS2, Clause 1	including public transport, footpaths and cycle routes to provide alternatives to the use of the private car	including public transport, footpaths and cycle routes , fully integrated into existing networks, to provide alternatives the use of all private vehicles
35	22	Policy CS2, Clause 4, point iii	and Yarm	No text added.
36	22	Policy CS2, Clause 4	iv) The introduction of new railway stations at Old Billingham and Roseworth;	
38	23	Paragraph 7.4, bullet point 1		, which will include improvements to Thornaby, Eaglescliffe and Allens West stations and the provision of new stations to serve development within the Green Blue Heart, in the vicinity of Teesside Park, and Durham Tees Valley Airport (precise location yet to be decided). Two further stations will be improved in the longer term at Stockton and Billingham;
39	24	Paragraph 7.4 (new		The East Billingham Transport Corridor runs through an

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
		paragraph after)		environmentally sensitive location where road developments could result in impacts on the Teesmouth and Cleveland Coast SPA and Ramsar site, and on the RSPB Saltholme Nature Reserve. The East Billingham Transport Corridor's final route will be determined by the findings of a full Environmental Impact Assessment.
40	24	Paragraph 7.5	To assist the delivery of these initiatives, a major Tees Valley-wide study is being carried out. Stage 2 of the A19/A66/A174 Development Study is due to be completed towards the end of 2008, and is expected to recommend a package of solutions designed to accommodate the increased demand for travel without a corresponding increase in congestion on the highway network. Additionally, an Ingleby Barwick Traffic Study has been completed.	To assist the delivery of these initiatives, a major Tees Valley-wide study is being carried out. The main output from this study will be the Tees Valley Area Action Plan which is due to be completed in 2009, and is expected to recommend a package of solutions designed to accommodate the increased demand for travel without a corresponding increase in congestion on the highway network. Additionally, a VISSIM traffic model for Ingleby Barwick has been produced and is currently being used to assess future development impacts and potential mitigation measures.
41	25	Paragraph 8.1	tackling	mitigating against and adapting to
42	25	Policy CS33, Title	Sustainable Living	Sustainable Living and Climate Change
43	25	Policy CS3, Clause 5	10%	At least 10%
44	25	Policy CS3, Clause 6	opportunities to deliver centralised energy systems, particularly those which are powered by renewable or low carbon sources. Renewable and low carbon decentralised systems will be particularly encouraged to	All major development proposals will be encouraged to make use of renewable and low carbon decentralised energy systems to support the sustainable development of major growth locations within the Borough.
46	26	Policy CS3, Clause 8 (additional bullet point)		Seek to safeguard the diverse cultural heritage of the Borough, including buildings, features, sites and areas of national importance and local significance. Opportunities will be taken to constructively and imaginatively incorporate heritage assets in redevelopment schemes, employing where appropriate contemporary design solutions.
47	26	Policy CS3, Clause 9	The reuse	The reduction, reuse
48	26	Paragraph 8.3	Further information relating to carbon reduction can be found in the Government's paper Building a Greener Future: Towards Zero Carbon Development (2006),	The Government consulted on the definition of zero carbon for domestic and non-domestic properties in December 2008. Further information relating to carbon reduction can be found in the Government's paper 'Building a Greener Future: Policy Statement' (2007),

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
49	26	Paragraph 8.5 (new paragraph after)	No text removed.	The Council has participated in the production of the Wind Farm Development and Landscape Capacity Studies: East Durham Limestone Plateau and Tees Plain (SL3.1), Wildlife Research Project No1: Mapping Sensitive Areas for Birds within Stockton and the five districts of County Durham (EN1) and has also commissioned a Stockton Renewables Study Phase 1: Wind Study, which is currently under production (and is not part the evidence base). The Council will consider how the findings of these studies may be incorporated into the Regeneration Development Plan Document.
50	27	Paragraph 8.7 (new paragraph after)		The historic significance of places should be recognised and reinforced by a positive and collaborative approach to heritage conservation that focuses on managing change, whilst accommodating the changes necessary to ensure their continued use and enjoyment. Development needs to draw intelligent and imaginative inspiration from its surroundings. Successful developments will integrate with their surroundings, protecting and enhancing the character of the area. Bold, creative contemporary design has its place, taking a modern approach whilst respecting local character and historic value.
67	32	Policy CS5, Clause 2	market town	historic market town
68	32	Policy CS5, Clause 3	town	district
71	34	Paragraph 10.5	The local centres and neighbourhood centres (Clifton Avenue, Kenilworth Road, Low Grange, Mill Lane, Station Road, Tunstall Avenue and Wolviston Road (all Billingham), Orchard Parade, Station Road, Sunningdale Drive (all Eaglescliffe), Beckfield Centre and Lowfields (Ingleby Barwick), Norton Road (north), Norton Road (central), Norton Road (south), and Surrey Road (all Norton), The Clarences at Port Clarence, together with Durham Road, Elm Tree Centre, Harper Parade, Hanover Parade, Marske Parade and Oxbridge Lane (all Stockton))	The local centres (Billingham Green (Billingham), Myton Way (Ingleby Barwick), High Street (Norton) and High Newham Court (Stockton) and neighbourhood centres
72	36	Paragraph 11.2 (additional bullet point)		The rights of way network

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
73	36	Paragraph 11.4, 1st bullet point	If, following public consultation, the preferred location for the new hospital is within Stockton Borough, and funding is secured, the Regeneration DPD will allocate a site;	The preferred site for the new hospital identified by Hartlepool Primary Care Trust, Stockton on Tees Teaching Primary Care Trust and North Tees & Hartlepool NHS Foundation Trust is at Wynyard, in the Borough of Hartlepool
74	37	Paragraph 12.1	2021 ... maintain a continuous 5-year supply requires new provision to be made for the period 2016 to 2024"	2024 ... deliver regeneration in the Core Area and the plans and strategies of other service providers elsewhere in the conurbation requires new provision to be made for the period 2016 to 2024. This will also ensure that a continuous 5-year supply is maintained in the final (2021 - 2024) phase of the plan.
75	37	Policy CS7, Clause 1		i) Achieving the RSS requirement to 2024 of 11,140 dwellings
76	37	Policy CS7, Clause 1	supply of housing land	supply of deliverable housing land
79	37	Policy CS7, Clause 3, Table	Core Area - 500-700 Stockton - 300-400	Core Area 500-700 Stockton 300-400
80	38	Policy CS7, Clause 4, Table	-450	450
81	38	Policy CS7, Clause 5, Table	If funding is secured for the Tees Valley Growth Point Programme of Development then the delivery of housing will be accelerated.	Funding has been secured for the Tees Valley Growth Point Programme of Development and consequently the delivery of housing may be accelerated.
84	39	Paragraph 12.13	North Tees Primary Care Trust	Stockton on Tees Teaching Primary Care Trust
85	39	Paragraph 12.15 (new paragraph after)		A planning application has been submitted to develop the North Shore site in the Core Area. The site has an existing planning consent for 480 dwellings. The new application would increase the ceiling for residential development on this site to a maximum of 999 dwellings. A planning application has also been submitted to develop Bowesfield Riverside Phase 1 (also in the Core Area) for 266 dwellings. If these applications are granted consent they will be additions to the existing 2,600 commitments in the Core Area. North Shore, Bowesfield Riverside and Allens West are all identified in the Tees Valley Growth Point Programme of Development.
86	40	Paragraph 12.18	Figure 2	Figure 3
87	40	Paragraph 12.18	Figure 3	Figure 4
88	40	Paragraph 12.19	Following the achievement of Growth Point status, the Tees Valley authorities have submitted a bid for funding	Funding has been secured for the Tees Valley Growth Point Programme of Development. The final Stockton-on-Tees

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
			for a Programme of Development. If this is successful then the rate of housing delivery will be accelerated.	allocation is unconfirmed, but is likely to be in the region of £1.2m for the period 2009 to 2011, which is substantially less than the £4million bid for. The impacts of the credit crunch on housing delivery are fast changing and GONE has advised that a proactive response is required. Therefore, it is proposed that the Growth Fund is used to provide recyclable loans that will act as a catalyst to the delivery of some sites that were not included in the original PoD. When the loans are repaid, the original sites will then receive funding. This approach is intended to ensure the funding has the greatest impact and create the highest level of overall housing growth. Additional funds are being bid for from the Community Infrastructure Fund and a decision from CLG is due during 2009. The level of funding achieved will influence the Council's ability to accelerate the delivery of PoD sites.
89	40	Paragraph 12.21		Only sites capable of yielding 10 or more dwellings will be considered for allocation.
114	49	Policy CS10, Title	Environmental Enhancement	Environmental Protection and Enhancement
115	49	Paragraph 13.1		and adapting to climate change.
116	49	Policy CS10, Clause 1	Proposals will need to demonstrate that there will be no adverse impact from development on the integrity of the Teesmouth and Cleveland Coast Special Protection Area and Ramsar Site, and other European sites.	In taking forward development in the plan area, particularly along the river corridor, in the North Tees Pools and Seal Sands areas, proposals will need to demonstrate that there will be no adverse impact on the integrity of the Teesmouth and Cleveland Coast SPA and Ramsar site, or other European sites, either alone or in combination with other plans, programmes and projects. Any proposed mitigation measures must meet the requirements of the Habitats Regulations.
117	49	Policy CS10, Clause 2		, Saltholme and
118	49	Policy CS10, Clause 4		, in accordance with PPS9, ODPM Circular 06/2005 (also known as DEFRA Circular 01/2005) and the Habitats Regulations.
119	49	Policy CS10, Clause 5	created	created and managed
120	50	Policy CS10, Clause 7	the tourism offer	strengthening habitat networks, the robustness of designated wildlife sites, the tourism offer and biodiversity.

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
121	50	Policy CS10, Clause 8	The delivery of the Tees Forest Plan will be supported	The enhancement of forestry and increase of tree cover will be supported where appropriate in line with the Tees Valley BAP.
122	50	Policy CS10, Clause 10, additional bullet point		the advantages of bringing land back into more beneficial use.
123	50	Paragraph 13.2	this	the development of policy
124	50	Paragraph 13.2		Developers will be expected to liaise with Natural England and RSPB if mitigation measures are proposed
125	51	Paragraph 13.4, 1st bullet	Special Conservation Areas (SCA)	Special Areas for Conservation (SAC)
126	51	Paragraph 13.4, 4th bullet	Sites of Nature Conservation Importance	Local Wildlife Sites ...Tees Valley Biodiversity Partnership and
127	51	Paragraph 13.4 (new paragraph after)		Further sites may be designated during the life of the plan and will be subject to the relevant policy provisions. Different designations have different levels of protection. Planning Policy Statement 9: Biodiversity and Geological Conservation, ODPM Circular 06/2005: Biodiversity and Geological Conservation (also known as DEFRA Circular 01/2005) and the Habitat Regulations provide information on the nature of that protection. It should be recognised that areas outside designated sites may be of functional importance to the interest features, therefore development should recognise this in order to avoid adverse effects on the overall integrity of the sites.
128	51	Paragraph 13.4 (new paragraph after)		The policy addresses the duty to have regard to the conservation of biodiversity, which was introduced by the Natural Environment and Rural Communities Act and came into force on 1 October 2006. Conservation of biodiversity is vital in our response to climate change. Wildlife habitats such as woodlands act as carbon sinks, helping to reduce the severity of climate change. Other habitats such as natural floodplains and coastal habitats can help reduce flooding. Natural habitats are also important in providing corridors to allow mobile species to move in response to changes in climate.
129	51	Paragraph 13.5	The aim is, the goal is	The aim was, the goal was

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
130	51	Paragraph 13.5		Although the organisations co-ordinating the plan to increase the area of woodland no longer exist, increasing tree cover is an important aspect of habitat creation, in addition to assisting in mitigating the effects of climate change.
131	51	Paragraph 13.8		including a review of green wedges, and criteria based polices for local and regionally designated sites,
132	52	Policy CS11, Clause 2, 3rd bullet point	leisure	sport
133	52	Paragraph 14.2.		and Supplementary Planning Document 2: Open Space, Recreation and Landscaping SPD
134	52	Paragraph 14.2	Tees Forest	tree planting
135	55	Strategic Diagram		Amend map to indicate all sites which form part of the SPA and Ramsar site, and narrow Seal Sands/Haverton Hill corridor.
136	55	Strategic Diagram		Correction to map required with regard to depth fo "grey" colouring.
137	55	Strategic Diagram		Additional bird symbols to be added to indicate sites which comprise SPA/Ramsar
138	55	Strategic Diagram		Include A689 on Strategic Diagram
139	55	Strategic Diagram	International Nature Reserve (in key)	Indicative Special Protection Area/Ramsar
140	55	Strategic Diagram		Amend definition of Borough boundary (GIS)
141	55	Strategic Diagram		Narrow 'Haverton Hill/Seal Sands corridor' area to better reflect intentions.
142	55	Strategic Diagram		Amend to give more diagrammatic representation of green wedges (GIS)
143	55	Strategic Diagram		Amend representation of green wedges to be more diagrammatic.
144	55	Strategic Diagram		Correct definition of Core Area (GIS)
145	55	Strategic Diagram		Amend notation of Strategic Gap to be more diagrammatic (GIS)
146	55	Strategic Diagram		Housing sub division border recoloured
147	57	Paragraph 15.4	Environmental	Environmental Enhancement and Protection
148	59	Table 7	To support the UK Biodiversity Action Plan Objectives,	A plan of action for threatened or characteristic habitats and

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
			in maintaining and enhancing international, national and local overall populations and natural ranges of species, habitats and ecosystems.	species in the Tees Valley carried out by the Tees Valley Biodiversity Partnership. The Plan - Identifies local priorities for biodiversity conservation and works to deliver agreed actions and targets for specific habitats and species. Translates national targets for species and habitats into effective action at the local level. Works to raise awareness of the need for biodiversity conservation and enhancement in the local context. Ensures opportunities for conservation and enhancement of biodiversity are promoted, understood, reflected in policies, programmes, strategies and decisions at the local level. Provides a basis for monitoring and evaluating local action for biodiversity priorities, at both national and local levels.
149	65	Implementation Plan, Policy 3		SA Objective: "SA Objective 9" Indicator: "Number and % of Listed Buildings at Risk (All Grades)." Target: "To reduce the number of listed buildings at risk (all grades) by 25% over the life of the plan (to 2024)"
150	67	Table - Implementation Plan	Tees Forest	
151	67	Implementation Plan, Policy 10		Add indicators as follows ~Tees Valley BAP habitats restored or created through development (L.I.) - Priority habitats restored or created through development (L.I.) - Local sites damaged or destroyed through development (L.I.)
152	68	Evidence Base		Economic Viability Of Affordable Housing Requirements In Stockton
153	68	Evidence Base	Tees Forest Plan	
154	68	Evidence Base		Wind Farm Development and Landscape Capacity Studies: East Durham Limestone and Tees Plain
155	68	Evidence Base		Wildlife Research Project: Mapping Sensitive Area for Birds Within Stockton and Five Districts of County Durham, March 2009
156	71	Appendix 1, Central Area	the Tees Forest Plan and	increasing tree cover and biodiversity through the
157	72	Appendix 1, Northern Area		, on small infill sites only.
158	72	Appendix 1, Eastern Area		, on small infill sites only.
159	72	Appendix 1, Northern Area	the Tees Forest Plan and	increasing tree cover and biodiversity through the

Change No	Pub Page No	Paragraph No	Text Removed	Text Added
160	73	Appendix 1, Eastern Area	the Tees Forest Plan and	increasing tree cover and biodiversity through the
161	73	Appendix 1, Western Area		, on small infill sites only.
162	74	Appendix 1, Western Area	the Tees Forest Plan and	increasing tree cover and biodiversity through the

**STOCKTON-ON-TEES BOROUGH COUNCIL CORE STRATEGY DEVELOPMENT PLAN
APPENDIX 2
DOCUMENT.**

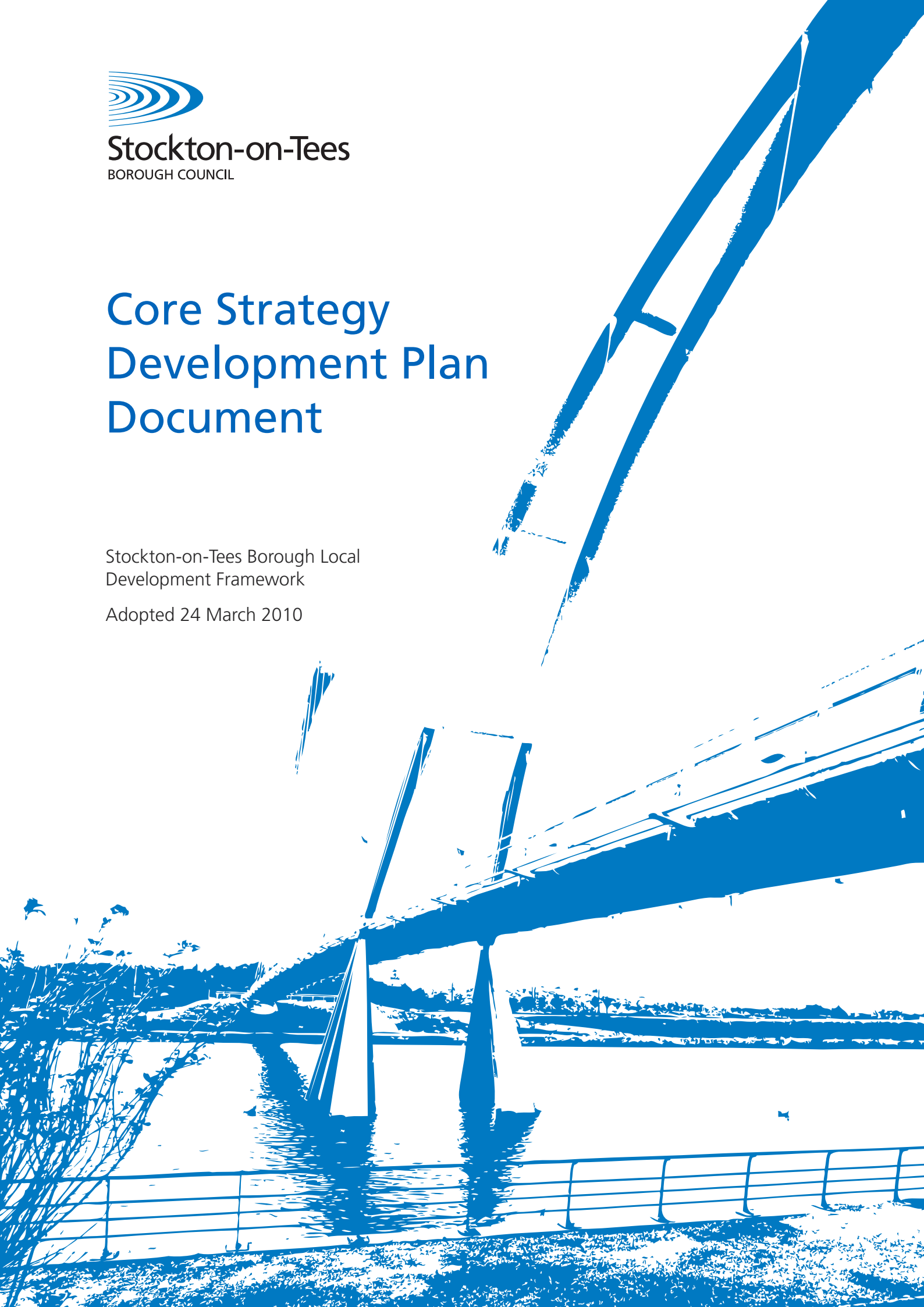


Stockton-on-Tees
BOROUGH COUNCIL

Core Strategy Development Plan Document

Stockton-on-Tees Borough Local
Development Framework

Adopted 24 March 2010



Foreword

This document sets out Stockton-on-Tees Borough Council's overarching policies for how the Borough will develop over the next 15 years, to 2026.

The Council has considered different options and consulted widely on them. The response from residents and stakeholders has been a key element influencing the Council's choice.

The Council has decided to focus development in the most sustainable location, the Core Area, which includes Stockton Town Centre and the riverside area from Bowesfield to the boundary with Middlesbrough. The supporting roles of Billingham, Thornaby and Yarm are also recognised. By concentrating on regeneration of the urban area, together with the protection and enhancement of the rural fringes and important areas of open space between and within settlements, we hope to continue to meet the needs and aspirations of those who live or work in, or visit the Borough.

The process of preparing the Core Strategy has been a long one, with many steps to be taken and some hurdles to be overcome. Since the process began in 2006, there have been various changes in the way Local Development Frameworks are prepared and the evidence required to demonstrate that they contain sound plans. However, the Council has consulted extensively throughout and we hope that we have reached a good level of consensus about planning the Borough's future.

In February 2010, the Council was delighted to hear that a Planning Inspector from the Planning Inspectorate, acting on behalf of the Secretary of State, had declared the Core Strategy to be a sound plan for the Borough. This followed an Examination in Public between May 2009 and February 2010, including a two week hearing in November 2009. Subject to some limited changes, the Core Strategy was endorsed and was subsequently adopted as Council Policy. It can now be used to inform other documents and in determining applications for planning permission.



Councillor Ken Lupton
Leader of the Council



Councillor Robert Cook
Portfolio Holder for Regeneration and
Transport

Contents

1	Introduction	1
	Supporting Documents	2
2	Stockton Borough – Past and Present	5
3	Strategic Context for the Core Strategy	8
	National Planning Guidance	8
	Regional Planning Guidance	8
	The Sub-regional Context	8
	Sustainability Appraisal	9
	Habitats Regulations Assessment	9
	Our Options	9
4	Vision	11
5	Objectives	13
6	The Spatial Strategy	19
	Core Strategy Policy 1 (CS1) – The Spatial Strategy	19
	Justification	20
7	Transport	22
	Core Strategy Policy 2 (CS2) – Sustainable Transport and Travel	22
	Justification	23
8	Sustainable Living	25
	Core Strategy Policy 3 (CS3) – Sustainable Living and Climate Change	25
	Justification	26
9	The Economy	28
	Core Strategy Policy 4 (CS4) – Economic Regeneration	28
	Justification	29
10	Town Centres	32
	Core Strategy Policy 5 (CS5) – Town Centres	32
	Justification	33
11	Provision of Facilities	35
	Core Strategy Policy 5 (CS5) – Community Facilities	35
	Justification	35

12	Housing	37
	Core Strategy Policy 7 (CS7) – Housing Distribution and Phasing	37
	Justification	38
	Core Strategy Policy 8 (CS8) – Housing Mix and Affordable Housing Provision	43
	Justification	44
	Core Strategy Policy 9 (CS9) – Provision for Gypsies and Travellers and Travelling Showpeople	47
	Justification	47
13	The Environment	48
	Core Strategy Policy 10 (CS10) – Environmental Protection and Enhancement	48
	Justification	49
14	Planning Obligations	52
	Core Strategy Policy 11 (CS11) – Planning Obligations	52
	Justification	52
	Core Strategy Key Diagram	53
15	Findings of the Sustainability Appraisal	55
16	Monitoring Framework and Implementation Plan	61
	Monitoring Framework	61
	Implementation Plan	64
17	The Evidence Base	72
18	Local Plan Policies to be Replaced by Core Strategy Policies	74
19	Contact Details	75
20	Appendix 1 - Spatial Strategy at the Local Level	76
	The Central Area	76
	The Northern Area	77
	The Eastern Area	78
	The Western Area	78

1 Introduction

- 1.1 The Core Strategy is the key document in the Local Development Framework, a collection of documents which will eventually replace the Stockton-on-Tees Local Plan. This overarching development strategy sets out, in broad terms, the pattern for development and growth in the Borough over the next 15 years, and how it will be achieved. Based on the unique features and characteristics of the Borough, it takes account of other strategies and programmes which affect the area, especially Shaping Our Future, the Borough's Sustainable Community Strategy 2008 – 2021.
- 1.2 As well as the Council's Vision, Objectives and Spatial Strategy, the Core Strategy has policies on sustainable transport and travel, sustainable living, the economy, town centres, the provision of community facilities, housing, the environment, and planning obligations. The policies set out how the objectives will be met and in some cases give broad locations where development should take place. From its adoption on 25 March 2010, the Council will use this Core Strategy when determining applications for Planning Permission and developing further Local Development Framework Documents. As a result, some policies in the 1997 Stockton-on-Tees Local Plan will be deleted. These can be viewed on page 74.
- 1.3 Local Development Frameworks (LDF) were introduced by the Planning and Compulsory Purchase Act in 2004 to replace the previous system of Local Plans. The LDF is a series of Development Plan Documents and Supplementary Planning Documents which, together with the North East of England Regional Spatial Strategy, make up the Development Plan for Stockton-on-Tees Borough. It is a more streamlined and flexible plan, able to respond quickly to changing circumstances.
- 1.4 LDFs also take a wider, more inclusive approach than Local Plans – this is called spatial planning. The LDF is still concerned with the physical aspects of location and land use but also takes into account economic, social, and environmental matters in order to achieve sustainable development. The aim is to ensure the best use of land by weighing up competing demands.
- 1.5 Figure 1, Documents that make up the Local Development Framework, illustrates how the documents in the LDF fit together. Over the life of the Core Strategy, the other documents in the LDF will be completed and new ones may be added. The Council's most recent Local Development Scheme and Annual Monitoring Report provide details of the latest position. Planning Policy Statement 12: Local Spatial Planning provides further information on Local Development Frameworks and Core Strategies.
- 1.6 Figure 2, How the Core Strategy was prepared, shows the process undertaken when producing the Core Strategy. In order to ensure a justified and effective plan was developed, numerous consultations were undertaken with the public and key stakeholders. The Consultation Statement which accompanies this document provides further details of these. The Core Strategy is also supported by various technical studies which provide the evidence and justification for its policies.
- 1.7 The Core Strategy also contains an implementation plan, setting out how its policies will be realised. Over time, it will be essential to ensure that the Core Strategy's vision and objectives are still relevant and that its policies are having the intended impact. This will be monitored through the Monitoring Framework described in the Core Strategy and reported in the Annual Monitoring Report.

Supporting Documents

1.8 The Core Strategy is supported by four documents. They are the:

- Sustainability Appraisal, which combines the statutory requirement for all land use plans within the Local Development Framework to be assessed to ensure they contribute to sustainable development, with the Strategic Environmental Assessment required by EU Directive EC/2001/42;
- Habitats Regulations Assessment, which assesses the impact of the Core Strategy on sites designated as of European importance for their nature conservation value. This is required by the 1997 Habitats Regulations, as amended by the Conservation (Natural Habitats) (Amendment) Regulations 2007, Schedule 1;
- Consultation Statement, outlining the consultation processes undertaken in the preparation of the Core Strategy; and
- Infrastructure Strategy, which sets out how and when proposals will be implemented, funding resources and responsibility for projects.

1.9 Copies of these documents are available from:

Planning Services Reception
Gloucester House
72 Church Road
Stockton-on-Tees
TS18 1TW

or on our website: www.stockton.gov.uk/spatialplanning. They are also available at all libraries in the Borough.

Figure 1: Documents that make up the Borough's Local Development Framework

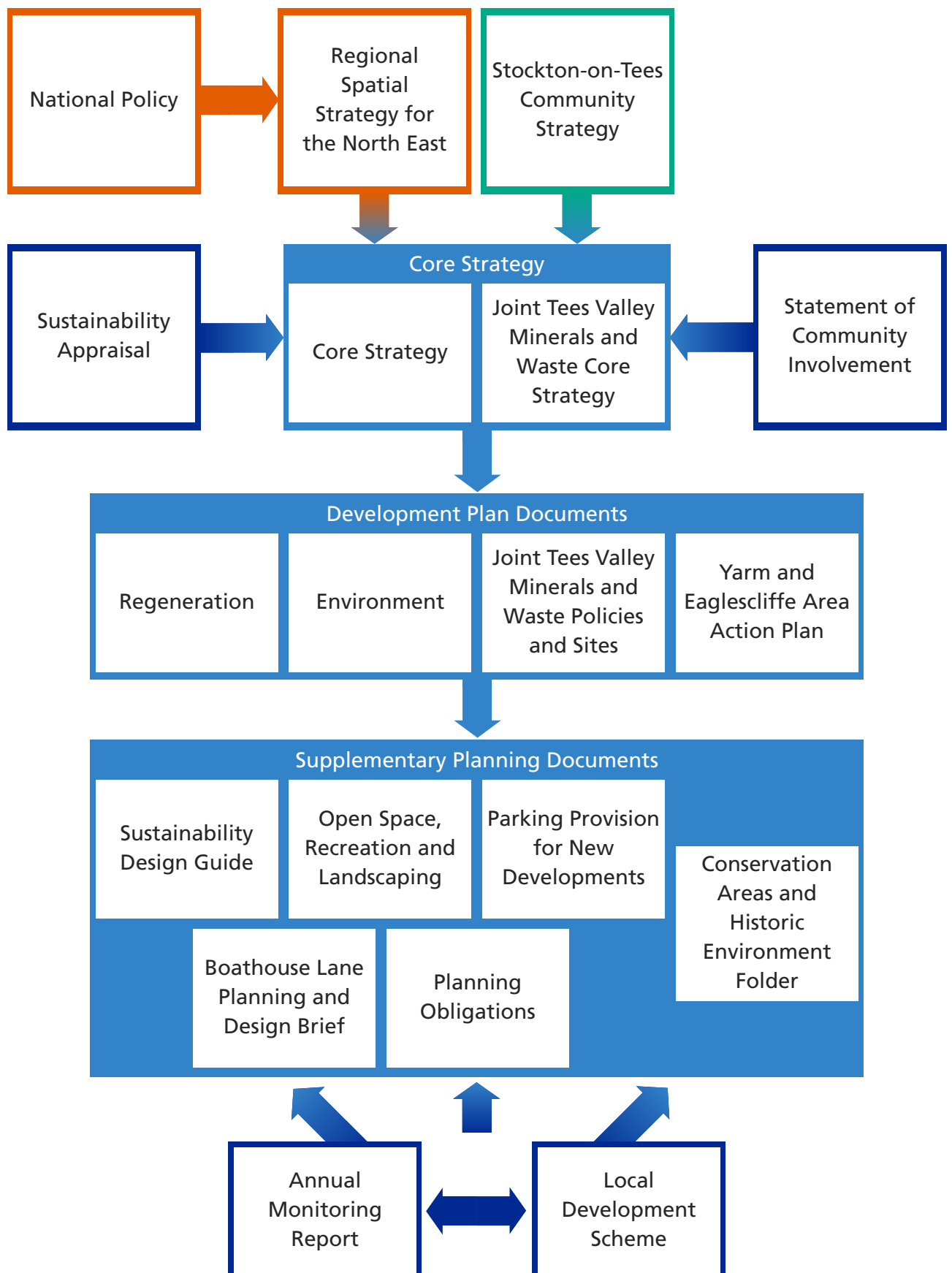
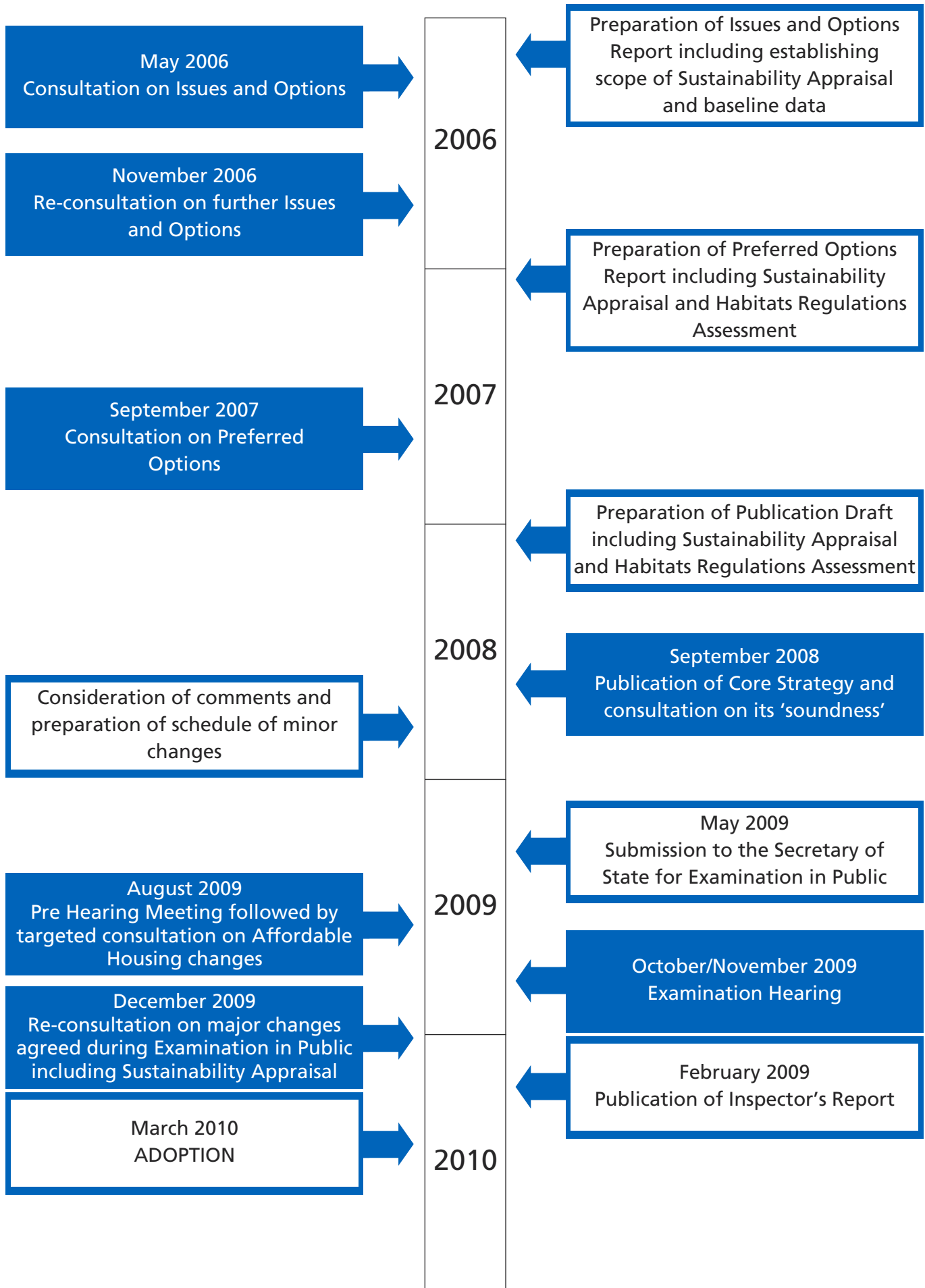


Figure 2: How the Core Strategy Was Prepared



2 Stockton Borough – Past and Present

- 2.1 The Borough of Stockton lies astride the River Tees, and owes its origins to the river. Although settlement of the area can be traced back to Anglo-Saxon times, the main growth in population came in response to Stockton's role as the main port in the area (taking over from Yarm in the seventeenth century) and later, with the building of the Stockton – Darlington railway in 1825. Although its role as a river port declined a few years later, when the railway was extended to Middlesbrough, manufacturing industries sprang up based on rope making, cotton mills, sugar refining, brick making, pottery, iron and steel, ship repairing and more recently, the chemical industry.
- 2.2 Today, the main centre of population is the town of Stockton itself, with the towns of Billingham, Thornaby and Yarm functioning as district centres. The development of Ingleby Barwick has dominated the housing supply for the past 20 years, creating a new settlement. The urban area is surrounded by a rural hinterland, with a number of villages, many not more than a mile or two from the built-up part of the Borough.
- 2.3 The Borough is served by two trunk roads – the A19 running north-south, and the A66 running west-east. Local rail links provide a service between Middlesbrough and Darlington, and also to Hartlepool and Newcastle to the north, and York to the south. Durham Tees Valley Airport straddles the border of Darlington and Stockton Boroughs.
- 2.4 The key drivers for change include:
- Realising the potential to focus on the River Tees as a key asset of the Borough, whilst taking into account the impact of climate change and flood risk;
 - Loss of traditional manufacturing industries, giving rise to previously developed land within urban areas, resulting in significant opportunities for redevelopment and regeneration, coupled with the identification of key regeneration sites;
 - Lower than the national average employment rates;
 - Low rates of new business start-ups;
 - Potential to improve educational achievements, and to retain and attract more highly qualified people;
 - Potential to create new jobs and attract significant investment in the chemical sector;
 - Development of Queen's Campus, Durham University's Stockton campus, and the opportunities to diversify the economic base through the development of 'knowledge based' industries;
 - High retail vacancy rates in the town and district centres¹, combined with poor environments;
 - Lower than national average rates of car ownership, and therefore a need to improve the accessibility of services and facilities by public transport;
 - Pressure for greenfield development;
 - Recent growth in population and households, and the need to improve housing quality and choice;

¹Partly associated with plans for improvements and redevelopment in Billingham and Thornaby

- An ageing population profile;
- Wide disparity of opportunity, with areas of disadvantage situated alongside areas of affluence;
- Pockets of low demand for housing, despite a general increase in house prices over the past few years;
- Potential to improve transport infrastructure and public transport provision;
- Desire to reduce further levels of crime and disorder, and to produce increased feelings of safety;
- Potential to increase the use of the River Tees and its environs for leisure, sport and recreation activities following the completion of the tidal barrage in 1995.

2.5 In response to these distinguishing characteristics, to strengthen economic performance, maintain population growth, encourage inward investment, and improve the image of the Borough as a place to live and work, it is necessary to:

- Diversify and modernise the economic base;
- Support existing industrial clusters and businesses;
- Increase the levels of skills on offer and the qualifications of the resident workforce;
- Realise the potential of the presence of Durham Tees Valley Airport, and Durham University's Queen's Campus at Stockton;
- Improve and revitalise the Borough's town centres;
- Improve local accessibility to jobs, services and facilities;
- Improve links between the Borough and the rest of the Tees Valley and the North East region to support economic growth of the area and the Tees Valley City Region as a whole;
- Make the most of the Borough's natural assets, such as the River Tees and its valley, the Teesmouth National Nature Reserve, and Saltholme RSPB Nature Reserve;
- Maximise the use of renewable energy;
- Improve the leisure, sport, recreation and cultural offer of the area;
- Improve and enhance the Borough's historic environment;
- Improve the environment, particularly through the re-use of previously developed land;
- Build on past successes, such as the redevelopment at Teesdale, to continue regeneration of the Borough and in partnership with Middlesbrough, provide city-scale facilities to serve the City Region;
- Make provision for the development of high quality, decent homes in sustainable locations, and for the improvement of existing stock.

Stockton-on-Tees Borough Map



3 Strategic Context for the Core Strategy

National Planning Guidance

- 3.1 The Core Strategy has been prepared with advice issued from the Government in mind. Planning Policy Statements, Guidance Notes² and Circulars place sustainability at the heart of the planning process. The Government has set out four aims for sustainable development, which are:
- Social progress which recognises the needs of everyone;
 - Effective protection of the environment;
 - The prudent use of natural resources; and,
 - The maintenance of high and stable levels of economic growth and employment.
- 3.2 These aims should be pursued in an integrated way that delivers high levels of employment, and a just society that promotes social inclusion, sustainable communities and personal well-being, in ways that protect and enhance the physical environment and optimise resource and energy use.

Regional Planning Guidance

- 3.3 The North East of England Plan Regional Spatial Strategy to 2021³ (Regional Spatial Strategy) replaces Regional Planning Guidance 1 and the Tees Valley Structure Plan. In line with the Government's priorities of sustainable development, the regional strategy focuses on urban renaissance and sustainable solutions to transport problems. The main thrust of the Regional Spatial Strategy emphasises the need to maximise the major assets and opportunities available in the North East, and to regenerate those areas affected by social, economic and environmental problems. The Regional Spatial Strategy provides the spatial context for the delivery of other regional strategies, in particular the Regional Economic Strategy, Regional Housing Strategy and the Integrated Regional Framework. The Regional Transport Strategy is integrated within the Regional Spatial Strategy.
- 3.4 The Core Strategy has been prepared in accordance with the North East of England Plan Regional Spatial Strategy to 2021, July 2008.

The Sub-regional Context

- 3.5 Tees Valley Unlimited is a partnership of the public, private and voluntary sectors, charged with coordinating activities, appropriate to the city-region, designed to improve the economic performance of the Tees Valley as a whole. Spatial priorities include the Stockton Middlesbrough Initiative. The transport programme contains a selection of integrated projects designed to improve public transport provision, including the Tees Valley Bus Network Improvements and the potential for a rail-based 'Metro' scheme. Work is also underway to identify the highway network requirements to support the regeneration and growth that is taking place in the area.

²These can be viewed at <http://www.communities.gov.uk> in the Planning, Building and Environment folder.

³This can be viewed at <http://www.viewnortheast.com> in the Document Centre folder, and <http://www.northeasteip.co.uk> in the What's New Section.

Sustainability Appraisal

- 3.6 The development of the Core Strategy has been influenced by a process known as Sustainability Appraisal. This has helped to assess the options put forward in this document and informed the emerging policies in this plan.

Habitats Regulations Assessment

- 3.7 The Core Strategy has been subject to a Habitats Regulations Assessment as required by the 1997 Habitats Regulations, as amended by the Conservation (Natural Habitats) (Amendment) Regulations 2007, Schedule 1. The latter provide a framework to assess whether or not proposed policies and land-uses have the potential to harm sites (and the associated site conditions) that are designated as being of international or European importance for biodiversity. As a result of the Habitats Regulations Assessment, wording has been included in Policy 10 of the Core Strategy to ensure that the plan has no adverse impact on the Teesmouth and Cleveland Coast Special Protection Area and Ramsar Site, and other European sites.

Options

- 3.8 In developing the preferred approach to meet the Borough's needs to 2024, four strategic options were considered. These were:
- To focus development increasingly in the Core Area, with emphasis on the Stockton Middlesbrough Initiative, and to support the main town and district centres (Option 1);
 - To distribute development throughout the conurbation, with no central focus (Option 2);
 - To distribute development throughout the Borough – a dispersed strategy (Option 3); and
 - To allow a market-led approach to development and growth (Option 4).
- 3.9 There was strong support amongst residents and stakeholders for Option 1 and, to a lesser extent, for Option 2 at the Issues and Options stage. Comments indicated that Option 1 was generally regarded as the most sustainable option, and that the Council should direct development to the Core Area, where it would:
- Make best use of previously developed land, thus minimising the need for greenfield allocations;
 - Promote greater accessibility to services and facilities, including use of public transport;
 - Support existing town and district centres to improve vitality and viability.
- 3.10 However, a slightly more dispersed strategy, delivering housing within the wider conurbation, was seen by some respondents as giving a greater choice in the housing market.
- 3.11 At the Preferred Options stage, the spatial strategy was largely based on Option 1 but included elements of Option 3 to acknowledge the more dispersed locations for employment uses. The focus on the regeneration of the Core Area was also balanced with a wider distribution of housing to the Billingham, Thornaby, and Yarm, Eaglescliffe and Preston housing sub divisions. Through consultation at the Preferred Options stage, there was support for the Council's spatial strategy, as indicated by key stakeholders such as the North East Assembly, the Highways Authority, One North East and English Heritage.

-
- 3.12 Since then, there has been a slight shift in emphasis in the anticipated distribution of housing. The focus on the Core Area is maintained. However, it is expected that more development will take place in the Stockton and less in the Billingham, Thornaby and Yarm, Eaglescliffe and Preston housing sub-divisions. This takes account of the increased knowledge about the availability of potential housing sites through the SHLAA process, which includes the emerging programmes of other service providers such as health and education (which will result in land being released for housing). It also acknowledges a planning application for 500 dwellings in Eaglescliffe. If granted consent this will substantially increase the committed housing supply of the Yarm, Eaglescliffe and Preston housing sub-division.
- 3.13 Another initiative to take into account is the Tees Valley's achievement of Growth Point Status. Funding has now been secured for the Growth Point Programme of Development (PoD). At the Preferred Options stage, a 20% flexibility element over and above Regional Spatial Strategy targets was suggested. The immediate emphasis with the PoD is on the Council responding proactively and positively to the short-term housing delivery challenges presented by the credit crunch through partnership working with the development industry. Longer term, the PoD will be an asset to achieving the regeneration that is at the heart of the Council's vision for the Borough. Accordingly the 20% flexibility element is retained to 2021 but it is anticipated that the rate of housing delivery will slow down post-2021. The Council's policy for Housing and Phasing of Distribution now reflects the new position.

4 Vision

4.1 The Council's vision for the future of the Borough is:

Situated at the heart of the Tees Valley City Region, and taking advantage of its historic position astride the river, Stockton-on-Tees is a Borough leading the way in economic regeneration. Previously developed areas of land along the River Tees corridor have been brought back into use, in line with the aspirations of the Stockton Middlesbrough Initiative, and links to surrounding areas strengthened. The upgraded and regenerated centres of Stockton, Billingham and Thornaby, in addition to Yarm, provide a range of improved retail and related facilities. Residents have access to the very best in housing, education and training, health care, employment opportunities, sport, recreational and cultural facilities, which has created safe, healthy, prosperous, inclusive and sustainable communities, so providing a better quality of life for all. The diversity, quality and character of the natural and built environment, together with the Borough's unique historic assets, are valued, protected, enhanced and optimised for the benefit of everyone. A world-class, integrated Tees Valley-wide public transport system has reduced traffic congestion on the A19, the A66, and the secondary road network, and provides a realistic alternative to travelling by private car.

4.2 This will be achieved by:

- Provision of good quality housing in a mix of sizes, types and tenures to meet all needs, pockets and aspirations of a growing population;
- Continuing with housing regeneration where appropriate;
- Implementation of proposals associated with the Stockton Middlesbrough Initiative, at North Shore and Stockton Riverside, and in the Green Blue Heart, to provide 21st century living, employment and leisure facilities;
- Continued economic renaissance, by attracting new businesses, supporting existing industries, providing and retaining a skilled, highly trained workforce;
- Supporting the expansion of Durham University's Queen's Campus and the development of research-based industries;
- Regenerating Stockton Town Centre, including improvements to the approaches to the town and the creation of a cultural quarter;
- Redeveloping and improving Billingham and Thornaby centres;
- Establishing a Tees Valley Metro;
- Implementing the Tees Valley Bus Network Improvement Scheme;
- Introducing traffic demand management measures;
- Supporting improved regional and sub-regional interconnectivity by road, rail and air;
- Putting sustainability at the heart of all new development;
- Exploiting the Borough's potential to generate and use renewable energy;
- Recognising the importance of the Borough's built and historic environment, and

bringing about improvements and enhancement;

- Protecting and enhancing green spaces, increasing opportunities for biodiversity, in addition to creating wildlife corridors, new open space, leisure and recreation facilities, including the Tees Heritage Park; and
- Developing the Green Blue Heart to provide a high quality landscape and parkland centrepiece within the urban landscape between Stockton and Middlesbrough.

4.3 In partnership with Middlesbrough, other neighbouring authorities and regeneration agencies, Stockton is providing city-scale infrastructure, services and facilities for a catchment population of more than 1 million people across the Tees Valley, County Durham and North Yorkshire. The vibrant culture, thriving economy, sustainable communities, housing choice and first class health and education facilities have made Stockton and Middlesbrough a truly competitive urban core of the Tees Valley City Region.

5 Objectives

5.1 The strategic objectives of the Core Strategy explain the vision in more detail and set out how our ambitions can be achieved. The key themes of the vision are:

- Prosperous communities;
- Improved quality of life for all;
- Better places to live;
- Accessibility.

5.2 To help achieve the vision and to raise the perception of the Borough as a good place to live and work, the Council's objectives are:

Objective 1: To enable all of Stockton Borough's residents to live in prosperous, cohesive, and sustainable communities.

Sustainability will be at the heart of the Borough's spatial strategy and will guide the development of our communities, and transport systems. In meeting the needs of a growing population, the ability of future generations to meet their needs will not be compromised.

Objective 2: To encourage economic development and promote a more entrepreneurial culture within the Borough, as a means of diversifying the economic base, in addition to strengthening existing economic clusters such as the chemical processing industries.

Emphasis will be on working in partnership to encourage existing businesses to grow and prosper, and to attract new enterprises to sustainable locations within the Borough, particularly to sites in the urban core that will contribute to the realisation of the Stockton Middlesbrough Initiative. The changing needs of established core industries, such as the chemical sector, will be catered for, operating alongside newly introduced technologies associated with, for example, the generation of renewable energy.

Objective 3: To increase employment opportunities, with emphasis on maintaining, enhancing and retaining a highly skilled workforce.

The provision of excellent education and training to develop appropriate skills and knowledge is key to the Borough's strategy for economic regeneration, to provide a highly qualified workforce to meet the needs of employers and industry. Matching skills to employment opportunities, and providing high quality, well-paid jobs within the Borough will meet the aspirations of a modern workforce. Improved employment opportunities, and a balanced employment structure will ensure maximum access to employment within the Borough. Durham University's Queen's Campus will continue to expand, providing greater opportunity for higher education and training in the area.

Objective 4: To deliver healthy and vibrant town centres, enhancing the role of Stockton as the main centre, a market and university town, and improving the environments of Billingham, Thornaby and Yarm district centres.

Stockton will retain its role as the main centre of the Borough. Emphasis will be on creating a high quality environment in which to live and work, with major shops, services, cultural and leisure facilities. Development associated with important 'gateways' into the town will improve and enhance the approaches to the centre. The market will continue to thrive as a key attraction. A vibrant evening economy based on leisure and cultural activities will be encouraged, as will increasing the resident population. Stockton will continue to develop as a university town, exploiting this niche to provide appropriate accommodation and facilities. The district centres of Billingham, Thornaby and Yarm provide supporting roles, with convenient access to everyday shops, services and local community facilities. These, together with local and neighbourhood centres, will provide a range of shopping opportunities to meet all needs. Priority will be given to the improvement of Billingham centre.

Objective 5: To ensure good accessibility for all to jobs, facilities, goods and services within the Borough, and to improve links to other areas of the Tees Valley and beyond.

A pattern of development and movement will be created that will help to reduce the need to travel by private car. Priority will be given to developing a reliable and effective public transport system, including core bus routes and the Tees Valley Metro, which will enable people to get to jobs, services and other facilities whilst a comprehensive cycle and footpath network will allow safe and convenient access to local schools, shops and jobs. New road links will provide a more direct route for commercial traffic to use to gain access to areas east of Billingham. Public transport improvements will help to ensure that accessibility and free movement is maintained and contribute towards an improved region-wide network.

Objective 6: To provide high quality services and facilities to meet the needs of the Borough's growing and ageing population, with emphasis on improving the health of the Borough's population, in terms of health care, education and training, together with sport, leisure, recreation and cultural pursuits.

Provision of key services will keep pace with the Borough's growing population, and changing population profile. Integrated services for children and young people will be provided through programmes such as Building Schools for the Future, and the Extended School Programme. In improving health services, emphasis will be based on providing care closer to home and on the development of services in primary care centres. The need for a new hospital to serve Hartlepool, Stockton and parts of Sedgefield has been identified by the relevant Primary Care Trust Boards, with their preferred site being identified at Wynyard in the Borough of Hartlepool. The River Tees will continue to develop as a world class international venue for water sports. Priority in later phases of this plan will concentrate on the development of the Green Blue Heart, to create a parkland centrepiece with new river-facing leisure facilities and performance spaces. In the shorter term, the creation of the Tees Heritage Park will provide a high quality setting for recreation in the rural section of the river corridor, with Preston Park and its Hall developing into a regional attraction.

Objective 7: To promote equality, diversity and strengthen community cohesion.

Stockton-on-Tees will be a Borough where everyone has equal access to job opportunities, education, health care and other services. Diversity is already acknowledged as a key strength, and this will continue. Mixed communities thrive and cooperate together to their mutual benefit. Participation of all community groups in the economic, social, sporting, academic and political life of the Borough will be actively encouraged. Everyone will have the opportunity to have his or her say, know that their views are being taken into account, and to share in the general prosperity and improved quality of life. All communities will be valued for their contribution to the local economy, and to the well being of the Borough as a whole.

Objective 8: To protect and enhance the Borough's natural environment and to promote the creation, extension and better management of green infrastructure and biodiversity, taking advantage of the Borough's special qualities and location at the mouth of the River Tees.

The potential of the River Tees corridor will be utilised as a key feature. The significance of the international importance of the Teesmouth and Cleveland Coast Special Protection Area and Ramsar site will continue to be recognised. The provision of leisure and recreation facilities as part of the Green Blue Heart and the Tees Heritage Park will provide more open space accessible to the public, improve the opportunity for water-based facilities and enhance the area's landscape and biodiversity. A high quality network of urban parks and green spaces within the conurbation will contribute to a better quality of life for all, while the surrounding rural areas will continue to be a valued asset, with the Tees Forest increasing the percentage of woodland cover. The strategic gaps and green wedges that prevent the coalescence of built-up areas will be retained as important components, forming part of wildlife corridors and these will be improved and managed to strengthen their value. Opportunities for conservation and enhancement of the natural environment and the biodiversity of the Borough, in addition to creating new habitat, will be exploited.

Objective 9: To protect and enhance the built environment and the area's archaeological, industrial and cultural heritage.

Pride will be taken in the area's industrial heritage, for example the recognition of the role played in the development of the passenger carrying railway and the friction match. The character and appearance of the landscape and townscape will be maintained and enhanced, strengthening local distinctiveness and sense of place. Situated on the border, the combination of the North Yorkshire 'market place' and the County Durham 'linear high street' has given rise to the characteristic long, wide high streets of Stockton and Yarm. Local environmental quality will be protected and improved through high quality buildings and their sustainable design, and their interaction with spaces and the public realm. Links to the riverside will be improved and strengthened, townscapes enhanced and cultural quarters developed. Conservation and enhancement of quality built and natural environments, and improvements to degraded areas will provide pleasant surroundings for all. The importance of archaeology will be recognised as a historic and cultural resource.

Objective 10: To ensure better use of resources, particularly the re-use of previously developed land.

Priority will be given to the reuse of previously developed land, supporting the clean-up and reuse of contaminated sites. In helping to meet the Government's carbon reduction targets, energy efficiency will be at the heart of all new development. More renewable energy will be generated whilst reducing energy consumption, as the technology has become integral to all development. Sustainable approaches to construction will be commonplace. Stockton will lead the way in the production of energy from waste, contributing to the national grid. Within the Green Blue Heart, transformation of the area will be underpinned by 'cutting-edge' eco-friendly, energy efficient development.

Objective 11: To provide a safe, healthy and attractive environment.

Stockton Borough will be a safe place, with crime rates remaining below the national average. Life expectancy will continue to rise, with a reduction in the gap between life expectancy in the Borough and national averages. In the design of new developments, the provision of facilities and the enhancement of the existing environment, the safety of residents and visitors in addition to helping to mitigate the effects of climate change, will continue to be integral considerations. Communities will take pride in the local environment, and share responsibility for maintaining and improving their surroundings. Reduction in pollution will improve air and water quality in the Borough. Development will be steered towards areas which are at low risk of flooding, or to sites where acceptable mitigation measures can be put in place without making other areas more liable to flooding. Sustainable drainage systems will be integral to development, reducing the risk of flooding and ground water pollution and helping to provide an attractive, diverse environment.

Objective 12: To provide homes to suit all needs and incomes.

A steady rate of house building will be maintained, focused in the Core Area. This will ensure that homes are available in a range of sizes, types and tenures, providing a balance and mix to meet the different requirements of the increasing population of the Borough, informed by up-to-date research. Development will make the best use of land by using appropriate densities whilst respecting local character and amenity. Where needed, a proportion of new homes for sale or rent will be priced to suit those on lower incomes. Housing market failure will be addressed, through housing regeneration projects such as Hardwick, Mandale and Parkfield, and the condition of public and private sector housing will continue to improve. Provision of housing will be an integral part of wider mixed use regeneration schemes, with the offer of riverside living as part of the residential choice.

5.3 These themes and objectives, together with their links to the Regional Spatial Strategy and the Borough's Sustainable Community Strategy are shown in Table 1.

Table 1 Core Strategy: The Links

Regional Spatial Strategy Themes	Sustainable Community Strategy Ambitions	Core Strategy Themes	Core Strategy Objectives	Associated Policies
Economic Prosperity Improved Connectivity	Economic Regeneration and Transport	Prosperous communities Accessibility	<ol style="list-style-type: none"> 1. To enable all of Stockton Borough's residents to live in prosperous, cohesive, sustainable communities. 2. To encourage economic development and promote a more entrepreneurial culture within the Borough, as a means of diversifying the economic base, in addition to strengthening existing economic clusters such as the chemical processing industries. 3. To increase employment opportunities, with emphasis on maintaining, enhancing and retaining a highly skilled workforce. 4. To deliver healthy and vibrant town centres, enhancing the role of Stockton as the main centre, a market and university town, and improving the environments of Billingham, Thornaby and Yarm district centres. 5. To ensure good accessibility for all to jobs, facilities, goods and services within the Borough and to improve links to other areas of the Tees Valley and beyond. 	CS Policy 1, 2, 4, 5, 11
Sustainable Communities	Children and Young People Healthier Communities and Adults Stronger Communities	A good quality of life for all	<ol style="list-style-type: none"> 6. To provide services and facilities to meet the needs of the Borough's growing and ageing population, with emphasis on improving the health of the Borough's population, in terms of health care, education and training, together with sport, leisure, recreation and cultural pursuits. 	CS Policy 1, 2, 3, 5, 6, 7, 8, 9, 10, 11

Regional Spatial Strategy Themes	Sustainable Community Strategy Ambitions	Core Strategy Themes	Core Strategy Objectives	Associated Policies
	Older Adults Arts, Leisure and Culture Consultation and Community Involvement		7. To promote equality, diversity and strengthen community cohesion.	
Enhanced Environment	Environment and Housing Safer Communities	Better places to live	<p>8. To protect, promote and enhance the Borough's natural environment and to promote the creation, extension and better management of green infrastructure and biodiversity, taking advantage of the Borough's special qualities and location at the mouth of the River Tees.</p> <p>9. To protect and enhance the built environment and the area's archaeological, industrial and cultural heritage.</p> <p>10. To ensure better use of resources, particularly the re-use of previously developed land.</p> <p>11. To provide a safe, healthy and attractive environment.</p> <p>12. To provide homes to suit all needs and income.</p>	CS Policy 1, 3, 6, 7, 8, 9, 10, 11

6 The Spatial Strategy

- 6.1 The Council's approach is to concentrate the majority of housing development in the Core Area, on previously developed land. However this will be complemented by other previously developed sites in the remaining urban area, as required. Although there will be some employment generation in the Core Area, associated with the development of North Shore and the riverside, the remaining urban area will play a greater role here, in expanding existing employment sites and supporting significant employment clusters and Key Employment Locations, which fall outside the urban area. The Core Strategy Strategic Diagram illustrates the spatial distribution of development.

Core Strategy Policy 1 (CS1) – The Spatial Strategy

1. The regeneration of Stockton will support the development of the Tees Valley City Region, as set out in Policies 6 and 10 of the Regional Spatial Strategy⁴, acting as a focus for jobs, services and facilities to serve the wider area, and providing city-scale facilities consistent with its role as part of the Teesside conurbation. In general, new development will be located within the conurbation, to assist with reducing the need to travel.
2. Priority will be given to previously developed land in the Core Area to meet the Borough's housing requirement. Particular emphasis will be given to projects that will help to deliver the Stockton Middlesbrough Initiative and support Stockton Town Centre.
3. The remainder of housing development will be located elsewhere within the conurbation, with priority given to sites that support the regeneration of Stockton, Billingham and Thornaby. The role of Yarm as a historic town and a destination for more specialist shopping needs will be protected.
4. The completion of neighbourhood regeneration projects at Mandale, Hardwick and Parkfield will be supported, and work undertaken to identify further areas in need of housing market restructuring within and on the fringes of the Core Area.
5. In catering for rural housing needs, priority will be given to the provision of affordable housing in sustainable locations, to meet identified need. This will be provided through a rural exception site policy.
6. A range of employment sites will be provided throughout the Borough, both to support existing industries and to encourage new enterprises. Development will be concentrated in the conurbation, with emphasis on completing the development of existing industrial estates. The main exception to this will be safeguarding of land at Seal Sands and Billingham for expansion of chemical processing industries. Initiatives which support the rural economy and rural diversification will also be encouraged.

⁴City regions go beyond local authority boundaries, and join more than one town, city or area for the purpose of strategic planning. The Tees Valley City Region includes the 5 unitary authorities of Darlington, Hartlepool, Middlesbrough, Redcar & Cleveland, and Stockton, together with Sedgefield district.

Justification

- 6.2 The Core Area is shown on the Core Strategy Strategic Diagram. This includes the River Tees corridor within the built-up area, from Bowesfield in the south to the boundary with Middlesbrough in the east. The Core Area also includes North Shore, a key regeneration area, and Greater North Shore, together with Stockton Town Centre, extending to include the Mount Pleasant area in the north and towards Lustrum Beck in the west. The conurbation includes the remainder of the built up areas Stockton, Billingham, Thornaby, Yarm and Eaglescliffe, as shown on the Core Strategy Strategic Diagram.
- 6.3 The Spatial Strategy will help to achieve many of the Government's sustainability objectives, in that it will:
- Promote urban regeneration;
 - Improve access to jobs, health care, education, shops, leisure and community facilities, open space, sport and recreation;
 - Focus development in existing centres;
 - Promote the re-use of previously developed land at the heart of the Borough.
- 6.4 This approach:
- Reflects the approach set out in the Regional Spatial Strategy, Regional Economic Strategy and Northern Way;
 - Supports the Tees Valley City Region Business Case;
 - Supports the concept of the Stockton Middlesbrough Initiative, and development of a Green Blue Heart;
 - Will assist in implementing key aims of the Sustainable Community Strategy;
 - Supports the Council's Regeneration Strategy;
 - Supports the regeneration of Stockton Town Centre;
 - Supports regeneration initiatives elsewhere in the conurbation.
- 6.5 Stockton Borough has an abundance of unused or under-utilised previously developed land, focused mainly within the river corridor, a legacy of industrial decline in the second half of the twentieth century. By focusing development here and elsewhere within the urban area, the Council will be making best use of resources, thus minimising the need to make further allocations of greenfield land.
- 6.6 Concentrating and mixing development within the conurbation will improve accessibility to jobs and services. An environment will be provided which is conducive to improving public transport services and reducing the need for the use of the private car. Investment will be focused to bring maximum benefit to the Borough.
- 6.7 A comprehensive option appraisal of housing stock is to be undertaken. As part of this, the potential of future neighbourhood regeneration projects will be considered in relation to sites within Council ownership. The approach to be adopted will be consistent with the Government's Housing Green Paper 'Homes for the future: more affordable, more sustainable', published in July 2007.

- 6.8 The Tees Valley Local Housing Assessment 2008 and Strategic Housing Market Assessment identified a net annual shortfall in rural areas of 27 affordable homes a year for the period 2008 – 2012. The Spatial Strategy and need to focus on the Core Area underpins the Council's approach to housing in the rural areas. The Planning the Future of Rural Villages study will assist the Council in applying its approach to housing proposals in the rural area. Further information on the Council's approach to rural housing provision can be found in Policy 7 Housing Phasing and Distribution, and Policy 8 Housing Mix and Affordable Housing Provision. The latter includes reference to exception sites to provide affordable housing.
- 6.9 Details of the distribution of housing numbers and employment land are given in Core Strategy Policies 4 and 7, Economic Regeneration and Housing Distribution and Phasing respectively.
- 6.10 The Council's spatial approach to providing development opportunities to meet future needs received general support from residents through the consultation process. Focusing within the urban area, particularly within the core, making best use of previously developed land was viewed by the majority of stakeholders as the best way to provide sustainable communities and access to services and facilities.
- 6.11 The chemical industry at Seal Sands operates in close proximity to the Teesmouth and Cleveland Coast SPA and Ramsar site. The industries work in partnership with nature conservation interests through the Industry Nature Conservation Association, to facilitate consensus and achieve sustainable economic development where development proposals may impact on the natural environment and protected nature conservation sites in particular. Policy 10, Environmental Protection and Enhancement, recognises this potential conflict, in paragraph 13.2 of the justification.

7 Transport

- 7.1 The implementation of the Council's spatial strategy is dependent on managing travel demand and improving public transport choice to reduce congestion and provide a viable alternative to the use of the private car. A 'fit for purpose' integrated transport system is vital to support economic prosperity and growth. It is also fundamental to tackling issues of climate change and contributing to a reduction in carbon dioxide emissions. Improving transport networks is a key ambition of the Sustainable Community Strategy.

Core Strategy Policy 2 (CS2) – Sustainable Transport and Travel

1. Accessibility will be improved and transport choice widened, by ensuring that all new development is well serviced by an attractive choice of transport modes, including public transport, footpaths and cycle routes, fully integrated into existing networks, to provide alternatives to the use of all private vehicles and promote healthier lifestyles.
2. All major development proposals that are likely to generate significant additional journeys will be accompanied by a Transport Assessment in accordance with the 'Guidance on Transport Assessment' (Department for Transport 2007) and the provisions of DfT Circular 02/2007, 'Planning and the Strategic Road Network', and a Travel Plan, in accordance with the Council's 'Travel Plan Frameworks: Guidance for Developers'. The Transport Assessment will need to demonstrate that the strategic road network will be no worse off as a result of development. Where the measures proposed in the Travel Plan will be insufficient to fully mitigate the impact of increased trip generation on the secondary highway network, infrastructure improvements will be required.
3. The number of parking spaces provided in new developments will be in accordance with standards set out in the Tees Valley Highway Design Guide. Further guidance will be set out in a new Supplementary Planning Document.
4. Initiatives related to the improvement of public transport both within the Borough and within the Tees Valley sub-region will be promoted, including proposals for:
 - i) The Tees Valley Metro;
 - ii) The Core Route Corridors proposed within the Tees Valley Bus Network Improvement Scheme;
 - iii) Improved interchange facilities at the existing stations of Thornaby and Eaglescliffe, including the introduction or expansion of park and ride facilities on adjacent sites; and
 - iv) Pedestrian and cycle routes linking the communities in the south of the Borough, together with other necessary sustainable transport infrastructure.
5. Improvements to the road network will be required, as follows:
 - i) In the vicinity of Stockton, Billingham and Thornaby town centres, to support the regeneration of these areas;
 - ii) To the east of Billingham (the East Billingham Transport Corridor) to remove heavy goods vehicles from residential areas;
 - iii) Across the Borough, to support regeneration proposals, including the Stockton Middlesbrough Initiative and to improve access within and beyond the City Region; and

- iv) To support sustainable development in Ingleby Barwick.
6. The Tees Valley Demand Management Framework will be supported through the restriction of long stay parking provision in town centres.
 7. The retention of essential infrastructure that will facilitate sustainable passenger and freight movements by rail and water will be supported.
 8. This transport strategy will be underpinned by partnership working with the Highways Agency, Network Rail, other public transport providers, the Port Authority, and neighbouring Local Authorities to improve accessibility within and beyond the Borough, to develop a sustainable transport network and to increase choice and use of alternative modes of travel.

Justification

- 7.2 The strategic context for the development of transportation policies and proposals in the LDF is provided by a number of strategies and initiatives, principally:
 - Northern Way and Tees Valley City Region Development Plan;
 - Regional Transport Strategy;
 - Regional Spatial Strategy;
 - Regional Economic Strategy; and
 - Stockton Middlesbrough Initiative.
- 7.3 The capacity of the existing road network is a major issue for the Borough. Minimising the need to travel by car, and improving transport networks are key components of Stockton's Sustainable Community Strategy. The Stockton-on-Tees Local Transport Plan 2006 – 2011 sets out the core aims and objectives of the Council's longer-term transport strategy.
- 7.4 The Council, its partner organisations and the local transport operators are assessing a range of options to alleviate congestion, including:
 - A Tees Valley Metro, which will include improvements to Thornaby, Eaglescliffe and Allens West stations and the provision of new stations to serve development within the Green Blue Heart, in the vicinity of Teesside Park and Durham Tees Valley Airport (precise location yet to be decided). Two further stations will be improved in the longer term at Stockton and Billingham;
 - Improvements to Core Bus Route corridors;
 - Demand management measures; and
 - Increased capacity on both the strategic and secondary road network.
- 7.5 The East Billingham Transport Corridor runs through an environmentally sensitive location where road developments could result in impacts on the Teesmouth and Cleveland Coast SPA and Ramsar site, and on the RSPB Saltholme Nature Reserve. The East Billingham Transport Corridor's final route will be determined by the findings of a full Environmental Impact Assessment.

-
- 7.6 To assist the delivery of these initiatives, a major Tees Valley-wide study is being carried out. The main output from this study will be the Tees Valley Area Action Plan which was completed in 2009, and is expected to recommend a package of solutions designed to accommodate the increased demand for travel without a corresponding increase in congestion on the highway network. Additionally, a VISSIM traffic model for Ingleby Barwick has been produced and is currently being used to assess future development impacts and potential mitigation measures.
- 7.7 Because Stockton-on-Tees is located alongside the river, and with access to the rail network, retaining essential infrastructure that can help to provide an alternative and more sustainable means of transporting goods is part of the Council's transport strategy. Increasing the use of rail and water to transport goods will help to mitigate the adverse impact of additional commercial vehicle movements on the road network. The Council will work with Network Rail and the Port Authority for Teesport to identify key locations.
- 7.8 Consultation has indicated that traffic congestion and the lack of a good public transport service are a concern to residents and stakeholders. The Council's approach, in that it seeks to reduce car dependency by providing an attractive choice of sustainable alternatives, received general support.

8 Sustainable Living

- 8.1 Promoting sustainable living is key to the Borough's contribution to mitigating against and adapting to climate change, and also balancing growth and prosperity with environmental considerations. The Council's approach seeks to reduce the impact of economic growth and development on the environment.

Core Strategy Policy 3 (CS3) – Sustainable Living and Climate Change

1. All new residential developments will achieve a minimum of Level 3 of the Code for Sustainable Homes up to 2013, and thereafter a minimum of Code Level 4.
2. All new non-residential developments will be completed to a Building Research Establishment Environmental Assessment Method (BREEAM) of 'very good' up to 2013 and thereafter a minimum rating of 'excellent'.
3. The minimum carbon reduction targets will remain in line with Part L of the Building Regulations, achieving carbon neutral domestic properties by 2016, and non domestic properties by 2019, although it is expected that developers will aspire to meet targets prior to these dates.
4. To meet carbon reduction targets, energy efficiency measures should be embedded in all new buildings. If this is not possible, or the targets are not met, then on-site district renewable and low carbon energy schemes will be used. Where it can be demonstrated that neither of these options is suitable, micro renewable, micro carbon energy technologies or a contribution towards an off-site renewable energy scheme will be considered.
5. For all major developments, including residential developments comprising 10 or more units, and non-residential developments exceeding 1000 square metres gross floor space, at least 10% of total predicted energy requirements will be provided, on site, from renewable energy sources.
6. All major development proposals will be encouraged to make use of renewable and low carbon decentralised energy systems to support the sustainable development of major growth locations within the Borough.
7. Where suitable proposals come forward for medium to small scale renewable energy generation, which meet the criteria set out in Policy 40 of the Regional Spatial Strategy, these will be supported. Broad locations for renewable energy generation may be identified in the Regeneration Development Plan Document.
8. Additionally, in designing new development, proposals will:
 - Make a positive contribution to the local area, by protecting and enhancing important environmental assets, biodiversity and geodiversity, responding positively to existing features of natural, historic, archaeological or local character, including hedges and trees, and including the provision of high quality public open space;
 - Be designed with safety in mind, incorporating Secure by Design and Park Mark standards, as appropriate;
 - Incorporate 'long life and loose fit' buildings, allowing buildings to be adaptable to changing needs. By 2013, all new homes will be built to Lifetime Homes Standards;

- Seek to safeguard the diverse cultural heritage of the Borough, including buildings, features, sites and areas of national importance and local significance. Opportunities will be taken to constructively and imaginatively incorporate heritage assets in redevelopment schemes, employing where appropriate contemporary design solutions.
9. The reduction, reuse, sorting, recovery and recycling of waste will be encouraged, and details will be set out in the Joint Tees Valley Minerals and Waste Development Plan Documents.

Justification

- 8.2 Climate change is the most important issue worldwide in relation to the natural environment. However, changes need to take place locally before global change can take effect. The Regional Spatial Strategy sets regional and sub regional targets for renewable energy generation in the region. At the local level, Stockton Borough Council signed the Nottingham Declaration on Climate Change in November 2002 and in March 2007 adopted a Climate Change Action Plan.
- 8.3 The Code for Sustainable Homes (CSH) (Communities and Local Government, December 2006) sets standards for energy and resource efficiency that can be applied to all homes. The Building Research Establishment Environmental Assessment Method (BREEAM) is a widely recognised quality assurance scheme that assesses the environmental performance of non-residential buildings. Both are linked closely to Building Regulations. The initial targets of Level 3 of the CSH and a BREEAM rating of 'very good' are cost effective and achievable in the short term. In the longer term, as the development costs of sustainable homes and buildings are reduced by economies of scale and improved knowledge and technology, higher standards are set. The Government consulted on the definition of zero carbon for domestic and non-domestic properties in December 2008. Further information relating to carbon reduction can be found in the Government's paper 'Building a Greener Future: Policy Statement' (2007), and Part L of the Building Regulations.
- 8.4 The Council will encourage developers to use the Regional Micro Renewable Toolkit, developed by the New and Renewable Energy Centre (NaREC). The Toolkit will assist developers to assess the suitability of renewable energy options and to embed renewable energy sources within new developments. Additionally, developers may wish to refer to Building-in Sustainability: A guide to sustainable construction and development in the North East, published by Sustaine. Further details will be provided in the Council's Supplementary Planning Document, Sustainable Design Guide. The burden falls on the developer to prove compliance with Policy CS3, or to explain why it is unreasonable to expect the requirements to be met. This may be done as part of a Design and Access Statement.
- 8.5 The UK Renewable Energy Strategy calls for 20% of electricity to come from renewable sources by 2020, the UK having played a key role in securing agreement for 20% of the European Union's Energy (electricity, heat and transport) to come from renewable sources by 2020. Planning Policy Statement 1: Planning and Climate Change Supplement advises that new development should make the most of opportunities for decentralised and renewable or low carbon energy, and secure part of the energy supply from decentralised and renewable or low-carbon energy sources. There is also a range of technologies available to generate energy through renewable means, which include wind turbines, biomass for heating and electricity generation as well as ground and air source heat pumps. Over the coming years, there will be new technologies emerging that become cost effective in the

changing energy market. Commercial scale renewable energy generation developments can also assist in meeting renewable energy generation targets. Planning Policy Statement 22 Renewable Energy states that local planning authorities may include policies that require a percentage of the energy to be used in new residential, commercial or industrial developments to come from on-site renewable energy developments. The Regional Spatial Strategy contains sub-regional targets for energy generation in Policy 39, a criteria-based policy against which proposals will be judged (Policy 40) and broad areas of least constraint for wind energy developments (Policy 41).

- 8.6 The Council has participated in the production of the Wind Farm Development and Landscape Capacity Studies: East Durham Limestone Plateau and Tees Plain, Wildlife Research Project No 1: Mapping Sensitive Areas for Birds within Stockton and the five districts of County Durham and has also commissioned a Stockton Renewable Study Phase 1: Wind Study, which is currently under production (and is not part of the evidence base). The Council will consider how the findings of these studies may be incorporated into the Regeneration Development Plan Document.
- 8.7 Other initiatives supported by the Council are:
- Secure by Design, a UK Police flagship initiative that seeks to achieve a reduction in crime risk by combining standards of physical security, natural surveillance and defensible space;
 - Park Mark, part of a Safer Parking Scheme, awarded to parking facilities that have met the requirements of a risk assessment conducted by the Police;
 - Lifetime Homes, designed in a way to be flexible enough to meet the changing demands of most households. This includes the capacity for extension as families grow, and adaptation to meet the needs of the less mobile or those with disabilities;
 - Long-life, loose fit buildings, which are designed to be durable, spacious, with a less restricted layout adaptable to changing use patterns.
- 8.8 During early stages of consultation, measures to improve energy efficiency and reduce carbon emissions were supported by residents in general. At the Preferred Options stage, responses from developers expressed concerns about the achievability of the sustainability levels being required. These have been modified to bring them in line with Government targets and Building Regulations.
- 8.9 The historic significance of places should be recognised and reinforced by a positive and collaborative approach to heritage conservation that focuses on managing change, whilst accommodating the changes necessary to ensure their continued use and enjoyment. Development needs to draw intelligent and imaginative inspiration from its surroundings. Successful developments will integrate with their surroundings, protecting and enhancing the character of the area. Bold, creative contemporary design has its place, taking a modern approach whilst respecting local character and historic value.
- 8.10 The Joint Tees Valley Minerals and Waste Core Strategy and Site Allocations Development Plan Documents will set out strategic and detailed policies for meeting known and anticipated waste management requirements, provide policies to ensure the efficient use of resources and to assist individual householders to contribute to the recovery and recycling of waste.

9 The Economy

- 9.1 An economically successful Tees Valley with Stockton Borough at the heart is a central component of the Sustainable Community Strategy vision. A strong local economy, with more skilled, higher paid jobs, increased economic activity and reduced unemployment will improve the quality of life for residents and enable the Borough to contribute more to the national economy.

Core Strategy Policy 4 (CS4) – Economic Regeneration

1. A range of opportunities will be provided within the employment land portfolio to meet the requirement set out in the Regional Spatial Strategy, as follows:
 - General Employment Land 255 hectares (ha)
 - Key Employment Location (Wynyard) 70 ha
 - Durham Tees Valley Airport 50 ha
 - Land for Chemical and Steel Industries, up to 445 ha⁵
2. The main locations for general employment land will be:
 - Durham Lane Industrial Estate. 40 ha
 - Belasis Technology Park 20 ha
 - Teesside Industrial Estate 30 ha
 - Urlay Nook 20 ha
 - Core Area 10 ha
3. Land for general employment uses will be released in phases as follows:
 - a. 2004 – 2011 0 ha
 - b. 2011 – 2016 60 ha
 - c. 2016 – 2021 60 ha
 - d. 2021 – 2024 40 ha⁶
4. The target for the annual average development of all types of employment land is 13 hectares over the life of the Core Strategy.
5. To maximise opportunities for the delivery of the Regional Spatial Strategy requirements land will be safeguarded for chemical production and processing, subject to environmental constraints, in the following locations:
 - a. North Tees Pools up to 100 ha
 - b. Seal Sands up to 175 ha

⁵The Regional Spatial Strategy refers to safeguarding land for regionally important chemical and steel industries. Main steel production now takes place in Hartlepool and Redcar & Cleveland Boroughs. Therefore, land referred to in point 5 of the policy reflects the potential for expansion of the chemical production and processing industries.

⁶The end date for the respective phasing period is 31 March, to reflect the monitoring timetable for the Annual Monitoring Report. Although the Regional Spatial Strategy sets out how much land should be provided to meet the region's needs up to 2021, the life of the LDF is at least 15 years from adoption, and therefore, the need for employment land allocations has been extrapolated to 2024.

c. Billingham Chemical Complex up to 65 ha

If evidence comes forward that the Billingham Chemical Complex (formerly known as the ICI Process Park) is not suitable for these purposes, other specialist uses will be considered, such as reprocessing industries and biotechnology laboratories. These are also suitable locations for the installation of new, or expansion of existing potentially hazardous or polluting industries, although these will need to be sensitively and safely located.

6. Land will also be safeguarded on the north bank of the River Tees in the Haverton Hill and Port Clarence areas. Priority will be given to developments requiring a port or river-based site. No port or river based development will be permitted on, or on land immediately adjacent to, the North Tees Mudflat component of the Tees and Hartlepool Foreshore and Wetlands Site of Special Scientific Interest (SSSI).
7. Employment sites which are viable and attractive to the market will be protected from increasing pressure for redevelopment for alternative uses which may secure higher land values, for example housing.
8. Additionally, support will be given to:
 - i) Suitable enterprises that require a rural location and which support the rural economy and contribute to rural diversification;
 - ii) The establishment of new enterprises, particularly where related to existing industries, assisting them to evolve with advancing green technologies;
 - iii) The expansion of research-based businesses associated with Durham University's Queen's Campus;
 - iv) Growth in sustainable tourism, particularly in the following locations:
 - a. The River Tees as a leisure, recreation and water sports destination, with regard given to the protection and enhancement of the character of tranquil areas along the river corridor between the towns of Stockton and Yarm;
 - b. Preston Park;
 - c. Sites linked to the area's industrial heritage, including early history, railway and engineering heritage and the area's World War II contribution; and
 - d. Saltholme Nature Reserve.
 - v) The creation of employment and training opportunities for residents by developers and employers.

Justification

9.2 This policy:

- Reflects the approach set out in the Regional Spatial Strategy;
- Fits with One North East's Regional Economic Strategy;
- Will assist in implementing key aims of the Sustainable Community Strategy;

- Supports the Council's Regeneration Strategy 2007 – 2012.
- 9.3 The Regeneration Strategy for Stockton Borough 2007 –2012 focuses on supporting existing business and industry, and encouraging new enterprises to diversify the local economy. The central theme of this policy is to promote economic regeneration. Recognition is also given to long-established industrial clusters. The River Tees is viewed as an important resource, a key economic driver helping to attract inward investment.
- 9.4 The figures for employment land allocations reflect evidence in the Regional Spatial Strategy, the Council's Employment Land Review, completed in May 2008, and the land availability situation at 1 April 2008. This takes into account land that already has planning permission for development (70 ha), and economic development that has taken place between June 2005 and March 2008 (55 ha). The amount remaining for allocation as general employment land is about 120 ha. The Employment Land Review identified that the average annual take up rate for employment land averaged 11.69 ha per annum between 1995 and 2007. Although this is slightly lower than the 13 ha per annum stated in Policy CS4, the Council is seeking to maintain this development rate, in line with the Employment Land Review's findings that around 340 ha of land were required to meet demand over a 25 year period. Sufficient planning permissions exist to support this take up rate for the first phase of the plan, and allocations will be released during the three later phases of the plan to maintain a steady supply of land.
- 9.5 Planning permission already exists in the Key Employment Location at Wynyard Park, and at Skylink Business Park, Durham Tees Valley Airport to meet the Regional Spatial Strategy requirements. At Durham Tees Valley Airport, 20 ha of land in Stockton Borough have the benefit of planning permission for general employment uses, part of the Regional Spatial Strategy General Employment Uses requirement of 255 ha. The additional 50 ha has permission for airport related uses. No further allocations are necessary.
- 9.6 The Council recognises the importance of the chemical processing industries to the Borough's own economy, as well as the regional and national economy. However, these uses require storage of substances that could cause a major fire, explosions or toxic hazard. To minimise the risk to the public, the location of any new potentially hazardous installations, or the expansion of existing potentially hazardous development needs to be strictly controlled. Advice from the Health and Safety Executive should be sought in relation to proposals in the vicinity of such installations.
- 9.7 Although opportunities for port related development on the north bank of the River Tees are limited to the stretch east of Newport Bridge, a number of port-related businesses, premises and facilities exist within the Borough. Additionally, Teesport, on the southern bank of the river in Redcar & Cleveland Borough, is recognised as the second largest port by volume of cargo handled and is expected to expand following the grant of consent for further expansion. It is anticipated that the benefits of this expansion may extend into Stockton Borough. Therefore, sites will be identified for port related development on the northern bank of the river to provide opportunities for businesses which require a riverside location, to complement and support the expected growth of Teesport. Proposals requiring a riverside location, in addition to developments within the Seal Sands and North Tees Pools areas, have the potential to significantly affect the Teesmouth and Cleveland Coast SPA and Ramsar site, and the provisions of Policy 10 will need to be taken into account. To inform site allocations in the Seal Sands, North Tees Pools and River Tees Corridor areas in the Regeneration Development Plan Document, the Council has agreed to undertake a study in

partnership with Natural England and the RSPB, to assess the potential for development in those areas to adversely affect the integrity of the SPA/Ramsar site. The study will involve a detailed assessment of the usage of these and adjacent areas by SPA and Ramsar site bird species. This will be used to develop a strategic framework for development in these areas by identifying where land can be allocated for development without adverse impact on the SPA/Ramsar site, whilst taking an integrated approach to habitat creation to ensure sufficient mitigation can be delivered. Further studies will investigate the precise extent of site allocations in these areas.

- 9.8 As well as providing an additional supply of employment land, the Council recognises the importance of retaining existing land and premises, and the value these add to the local economy. Recently, sites and premises within the Borough have come under increased pressure for redevelopment for uses that command higher land values, for example housing. It is anticipated that this will continue following changes to the empty property rates relief. Where sites and premises become available, the Council will look for these to be reoccupied or reused, or redeveloped to provide appropriate, modern employment premises.
- 9.9 Enterprises which support the rural economy will be welcomed. Further advice is given in Planning Policy Statement 7: Sustainable Development in Rural Areas, and details will be set out in the Environment DPD. The presence of Durham University's Queen's Campus, with its focus on medical research, offers opportunities for the expansion of 'knowledge-based' businesses.
- 9.10 Increasing the number of tourists to the area through improvements to the visitor offer and natural historic environment, as identified in Policy CS10 and Objective 9, will help to expand the service sector and contribute towards a more diverse economic base.
- 9.11 Promoting local employment and training opportunities in construction to the long-term unemployed and young people of the Borough of Stockton-on-Tees will have important benefits. It offers the chance for individuals to develop new and existing skills, thereby enhancing the skill base and economic benefits of the area, especially in sectors that are experiencing a shortage of skilled and qualified labour. However, this should not be limited. All new businesses locating in the Borough will be encouraged to provide employment and training opportunities for local people. This will help to achieve long-term sustainable benefits for local communities that will help address social exclusion.
- 9.12 Consultations have indicated that there is general support for the Council's approach to economic regeneration. However, the North East Assembly requested that the relationship of the proposals in this policy with the figures set out in the Regional Spatial Strategy be made clearer, and that land to be allocated for general employment uses and more specialist uses be separated out to give greater clarity and differentiation. These comments have been taken on board within the policy. The supporting text explains how the different employment requirements will be met, either through allocations, or by the take-up of existing planning permissions.

10 Town Centres

- 10.1 Vibrant and successful town centres make a vital contribution to economic regeneration. They are an essential resource for local communities, providing shopping, commercial and leisure facilities. Concentrating retail opportunities and other town centre uses in the town and district centres will provide and maintain attractive and accessible shopping facilities to meet the needs of the local population as a whole, and will protect and enhance the vitality and viability of the roles that the hierarchy of centres play towards the provision of retailing. Providing a choice of accessible shopping and town centre facilities will help to reduce the need to travel, especially by car.

Core Strategy Policy 5 (CS5) – Town Centres

1. No further allocations for retail development will be made other than in or on the edge of Stockton Town Centre during the life of the Core Strategy.
2. Stockton will continue in its role as the Borough's main shopping centre. Up to 2011, the need for additional capacity can mostly be met through committed developments and the occupation and reoccupation of vacant floorspace. Beyond 2011, there may be a requirement to bring forward new retail developments within the town centre in the first instance, to improve quality and widen the range of the shopping offer in the Borough. The creation of specialist roles for Stockton, for example as a sub-regional historic market town, or through the concentration of a mix of ethnic retailers or small independent chrysalis⁷ stores, will be supported. Other initiatives will include:
 - i) Improving the main approaches to the town via the Southern, Eastern and Northern Gateways, through creating new development opportunities and promoting environmental improvements;
 - ii) Promoting a balanced and socially inclusive cultural sector and 24-hour economy across the town centre, particularly in the vicinity of Green Dragon Yard;
 - iii) Providing additional leisure opportunities, and other town centre uses, in accordance with Planning Policy Statement 4: Planning for Sustainable Economic Growth;
 - iv) Improving pedestrian links to the riverside.
3. Billingham, Thornaby and Yarm will continue to function as district centres. Priority to regeneration initiatives will be given to:
 - i) Thornaby centre
 - ii) Billingham centre

Proposals which support Yarm's specialist niche role in offering higher quality comparison shopping, together with leisure and recreation opportunities will be supported, provided that the residential mix within the district centre is not compromised.

⁷A chrysalis store is a retail outlet designed for new and/or developing businesses based on selling creative and innovative commodities.

4. Elsewhere, within the local shopping centres of Billingham Green in Billingham, Myton Way at Ingleby Barwick, Norton High Street and High Newham Court in Stockton, and the neighbourhood centres, development will be promoted and supported provided that it complements and does not adversely impact upon the regeneration of the town and district centres, and where it is in accordance with Planning Policy Statement 4: Planning for Sustainable Economic Growth.
5. The use of upper floors above shops and commercial premises, particularly for residential purposes, will be encouraged, to support the viability and vitality of the centres.
6. The existing roles played by Teesside Park as an out-of-town location, and Portrack Lane as out-of-centre site, are recognised. Whilst no additional retail or leisure development proposals will be encouraged in these locations or any other out of centre locations, any proposals which emerge will be dealt with as under 7 below.
7. Should any planning application proposals for main town centre uses in edge or out-of-centre locations emerge, such proposals will be determined in accordance with prevailing national policy on town centre uses as set out in Planning Policy Statement 4: Planning for Sustainable Economic Growth or any successor to Planning Policy Statement 4.

Justification

- 10.2 The Stockton Middlesbrough Joint Retail Study indicates that it is important for Stockton Town Centre to develop new roles which are complementary to both Middlesbrough Town Centre and other facilities in the sub-region. Although separate figures for the floorspace requirement for Stockton were not part of the study, indications are that no new allocations of floorspace are required during the Plan period. The study also indicates that it is necessary for Stockton to increase its existing market share of expenditure, particularly relative to Teesside Park. To achieve this, no further expansion of the out of centre retail and leisure developments at Teesside Park and Portack Lane will be permitted unless it is in accordance with prevailing national policy on town centre uses. This includes changes of use.
- 10.3 Core Strategy Policy 5 sets out broad criteria to ensure that town centre development is of an appropriate scale, nature and function for its location and supports the sustainable growth of the Core Area. Stockton will continue to perform as the principal centre of the Borough, providing retail facilities, business and financial services, leisure and cultural opportunities proportionate to its role. Developing the market as a key attraction (with specialist traders such as the Continental and Farmers' Markets to complement the regular stalls), together with the expansion of ethnic food stores, and creating conditions to attract young, independent, creative entrepreneurs, will underpin the development of specialist roles for the town. Provision of a food supermarket in the centre (which already has planning permission), together with the development of the Cultural Quarter, providing high quality entertainment and a café culture, will improve the range of facilities on offer. Encouraging the use of upper floors above shops and other premises in the town centre, particularly for residential purposes, will help to make best use of space available, will provide additional homes and will help to bring life to the centre outside of the main shopping hours. The Regeneration Strategy places emphasis on improvements to the key 'gateways' into the town, helping to improve the perception of the centre in addition to providing jobs, services and facilities as part of any redevelopment.
- 10.4 In supporting the district centres, upgrading of Thornaby and Billingham centres is vital. Proposals to redevelop Thornaby are progressing (due to be completed by 2009), and the

revitalised retail centre with its upgraded environment will enable it to function more successfully as a district centre. Proposals to regenerate Billingham centre are being developed in consultation with the community, and upgrading of the retail offer and environment will help to improve its vitality and viability. The refurbishment of Billingham Forum will provide improved leisure and recreation facilities. It is anticipated that this should be completed by 2013. Yarm will continue to function as the third district centre, continuing to develop its more specialist niche role in providing higher order comparison goods and a vibrant evening economy. Yarm has, however, retained a number of residential frontages within the historic town centre, which contribute to its character, and these should be retained.

- 10.5 The local centres (Billingham Green (Billingham), Myton Way (Ingleby Barwick), High Street (Norton) and High Newham Court (Stockton)) and neighbourhood centres complete the picture, providing a convenient and attractive network of supporting centres across the Borough. The Policy identifies the Borough-wide hierarchy to give a spatial representation of Planning Policy Statement 4: Planning for Sustainable Economic Growth sequential search requirement, as set out in paragraph 2.44 of the document.
- 10.6 In creating specialist roles for the town centre, and to address other problems such as long-term vacancy in units that no longer meet retailers' requirements, a reassessment of the areas defined as primary and secondary shopping frontages will be undertaken.
- 10.7 Many respondents to the consultation process, residents in particular, supported the Council's approach to retail development and focusing on existing town and district centres. A particular issue for the private sector was the Council's intention to retain the existing retail hierarchy. A re-evaluation of the hierarchy has been carried out as part of the Stockton Town Centre Study. No changes are proposed as a result of this.

11 Provision of Facilities

- 11.1 Provision of and access to facilities underpin a number of Sustainable Community Strategy strands. Promoting health, well-being and achievement of children and young people involves good quality education and training facilities, together with chances for young people to enjoy culture, sport and leisure opportunities. Having timely and easy access to a range of health and social care services is a key issue for local people. Encouraging residents to live a healthy lifestyle involves the provision of facilities to encourage regular exercise taking and to maximise the opportunities provided by the natural landscape of the Borough to improve their health. The Borough has a rich heritage with potential to develop further museums and cultural assets. Arts and culture is identified in the Sustainable Community Strategy as a cross cutting issue which underpins all aspects of life in the Borough.

Core Strategy Policy 6 (CS6) – Community Facilities

1. Priority will be given to the provision of facilities that contribute towards the sustainability of communities. In particular, the needs of the growing population of Ingleby Barwick should be catered for.
2. Opportunities to widen the Borough's cultural, sport, recreation and leisure offer, particularly within the river corridor, at the Tees Barrage and within the Green Blue Heart, will be supported.
3. The quantity and quality of open space, sport and recreation facilities throughout the Borough will be protected and enhanced. Guidance on standards will be set out as part of the Open Space, Recreation and Landscaping Supplementary Planning Document.
4. Support will be given to the Borough's Building Schools for the Future Programme and Primary Capital Programme, and other education initiatives, the expansion of Durham University's Queen's Campus, and the provision of health services and facilities through Momentum: Pathways to Healthcare Programme.
5. Existing facilities will be enhanced, and multi-purpose use encouraged to provide a range of services and facilities to the community at one accessible location, through initiatives such as the Extended Schools Programme.

Justification

- 11.2 Community facilities are an essential element in the creation of sustainable communities and include the following:
- Schools, universities and other education and training facilities;
 - Libraries and community centres;
 - Doctors' surgeries, medical centres, hospitals and health centres;
 - Museums, art galleries and performing art facilities;
 - Child care centres;
 - Sport and recreation facilities;
 - Parks, play areas and other green spaces;

- The rights of way network;
- Young people's centres;
- Places of worship;
- Police, fire and ambulance stations.

11.3 The Core Strategy seeks to provide a range of facilities at the heart of every community. Community facilities can contribute to community cohesion and identity, can give opportunities for residents to pursue healthy and fulfilling lifestyles, and can also reduce the need to travel by providing easy access to multiple facilities. As advised by Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation, an audit of open space, sports and recreational facilities has been undertaken to assess levels of provision. A Supplementary Planning Document, Open Space, Recreation and Landscaping sets local standards and provide further guidance.

11.4 The Council needs to take into account the plans of other service providers including:

- Health and social care through Momentum: Pathways to Healthcare Programme. This programme aims to provide a wider range of integrated health and social care services in patients' homes or in new, modern, easily accessible facilities. These facilities, to be known as Integrated Care Centres, will also support the development of a new hospital serving the population north of the Tees. Emphasis will be on delivering as much care as possible close to home, with only services that need to be located in this new 'state of the art' hospital being provided there. The preferred site for the new hospital identified by Hartlepool Primary Care Trust, Stockton-on-Tees Teaching Primary Care Trust and North Tees and Hartlepool NHS Foundation Trust is at Wynyard, in the Borough of Hartlepool.
- Education via the Building Schools for the Future Programme (a 15 year government programme to replace and refurbish the country's secondary schools), the Primary Capital Programme (supporting innovative ways of delivering primary education as well as extended and related services in communities), and the Extended Schools Programme (working in partnership with schools and children's centres, health and other providers to develop further the range of services offered to the community). The expansion of Durham University's Queen's Campus will provide additional places for further education and training.

11.5 The thrust of this policy was generally supported through consultation responses.

12 Housing

- 12.1 Stockton's housing requirement is set by the Regional Spatial Strategy which requires the provision of 11,140 new dwellings over the period 2004 to 2024 and by Planning Policy Statement 3: Housing, which requires the maintenance of a continuous 5-year rolling supply of housing. The Regional Spatial Strategy figure of 11,140 new dwellings comprises the requirement of 9,475 new dwellings over the period 2004 to 2021 plus the requirement set out in the Regional Spatial Strategy to plan for housing provision after 2021 at the same average rate as for 2004 to 2021 (555 dwellings per annum). Much of the overall requirement is already committed through planning permissions but the need to deliver regeneration in the Core Area and the plans and strategies of other service providers elsewhere in the conurbation requires new provision to be made for the period 2016 to 2024. This will also ensure that a continuous 5-year supply is maintained in the final (2021 – 2024) phase of the plan.
- 12.2 Two key drivers informing the approach to meeting this requirement are the Regeneration Strategy for Stockton Borough 2007 to 2012 and the Sustainable Community Strategy. The Sustainable Community Strategy's vision for housing is to achieve the highest quality housing provision within neighbourhoods where residents feel pride and have a real sense of belonging and ownership. Improving housing is one of the key ambitions to fulfill this vision and includes improving the housing market in the Borough and creating mixed communities offering a range of choices as well as increasing the supply of affordable housing. Together with working to achieve a more balanced range of housing types, this will ensure that the focus on the Core Area is balanced with meeting the needs of other areas

Core Strategy Policy 7 (CS7) – Housing Distribution and Phasing

1. The distribution and phasing of housing delivery to meet the Borough's housing needs will be managed through the release of land consistent with:
 - i) Achieving the Regional Spatial Strategy requirement to 2024 of 11,140;
 - ii) The maintenance of a 'rolling' 5-year supply of deliverable housing land as required by Planning Policy Statement 3: Housing;
 - iii) The priority accorded to the Core Area;
 - iv) Seeking to achieve the target of 75% of dwelling completions on previously developed land.
2. No additional housing sites will be allocated before 2016 as the Regional Spatial Strategy allocation has been met through existing housing permissions. This will be kept under review in accordance with the principles of 'plan, monitor and manage'. Planning applications that come forward for unallocated sites will be assessed in relation to the spatial strategy.

3. Areas where land will be allocated for housing in the period 2016 to 2021:

Housing Sub Area	Approximate number of dwellings (net)
Core Area	500 - 700
Stockton	300 - 400
Billingham	50 - 100
Yarm, Eaglescliffe and Preston	50 - 100

4. Areas where land will be allocated for housing in the period 2021 to 2024:

Housing Sub Area	Approximate number of dwellings (net)
Core Area	450 - 550
Stockton	100 - 200

5. Funding has been secured for the Tees Valley Growth Point Programme of Development and consequently the delivery of housing may be accelerated.

6. Proposals for small sites will be assessed against the Plan's spatial strategy.

7. There will be no site allocations in the rural parts of the Borough

Justification

12.3 The authority has a sufficient supply of planning permissions to meet the Regional Spatial Strategy housing requirement to 2016. The total supply is currently about 9,200 dwellings (about 2,400 completions during the period 2004 – 2008 and about 6,800 commitments at 31 March 2008)⁸. The existing pool of planning permissions are dispersed across the Borough as follows:

Housing Sub-division	Commitments (dwellings with planning permission but not started or still under construction)
Core Area:	about 2,600
Stockton:	about 1000
Thornaby:	about 700
Billingham:	about 250
Ingleby Barwick:	about 1600
Yarm, Eaglescliffe and Preston:	about 150
Rural:	about 500

⁸The net commitments figure includes an expected yield of about 220 dwellings from a housing regeneration scheme that does not yet have planning permission (at 31 March 2008) but does have Cabinet approval.

- 12.4 The distribution of new housing provision will increasingly reflect the priority attached to the Core Area as the main growth area and focus of regeneration.
- 12.5 Sites for new housing provision will be identified in the Regeneration Development Plan Document and drawn from the Strategic Housing Land Availability Assessment.
- 12.6 The Regional Spatial Strategy has set a target of 70% for dwelling completions on previously developed land in the Tees Valley by 2008 and 75% by 2016. The previously developed land trajectory overleaf shows that Stockton has not achieved the target of 70% by 2008 but that 75% is a realistic cumulative target for the period 2008 to 2016. It also shows that maintaining 75% after 2016 would depend on the level of previously developed land in new housing allocations.
- 12.7 The Council will monitor through the Annual Monitoring Report whether the previously developed and overall housing completions targets are being met.
- 12.8 If the level of previously developed housing completions falls below 55% during the period 2008 to 2016 or below 60% during the period 2016 to 2021 then the Council will consider appropriate intervention measures to assist the delivery of previously developed sites.
- 12.9 If the overall level of housing completions is cumulatively 20% below the target for any of the three phases of the plan period or if a 5-year supply of deliverable housing land cannot be demonstrated, then the Council will seek to bring forward the delivery of site allocations.
- 12.10 If there are not sufficient sites to be brought forward to maintain a 5-year supply of deliverable housing land then the annual update to the Strategic Housing Land Availability Assessment will seek to identify additional site allocation opportunities and a partial review of the housing allocations in the Regeneration DPD will be undertaken. The numerical housing requirement to 2016 (as stated in the Regional Spatial Strategy) has been met through commitments. Numbers are one aspect of meeting housing requirements; delivering the spatial vision is another. Applications that deliver the spatial vision will be regarded favourably.
- 12.11 New housing allocations will be made from 2016 in order to achieve regeneration in the Core Area and to maintain a balanced distribution of new housing provision. This reduces the residual requirement for the period 2021 to 2024.
- 12.12 Allocations for the Billingham and Yarm, Eaglescliffe and Preston sub-divisions are of a relatively modest scale. This reflects the priority accorded to the Core Area.
- 12.13 The scale of housing provision in the Stockton sub-division reflects the plans and strategies of other service providers such as the Stockton-on-Tees Teaching Primary Care Trust and North Tees and Hartlepool National Health Service Foundation Trust.
- 12.14 A theme of the Core Strategy Preferred Options consultation was the need for new housing provision to be made for the Stockton sub-division as well as the Core Area.
- 12.15 A planning application has been submitted to develop the Allens West site in Eaglescliffe for a mix of uses including 500 dwellings. Should consent be granted for development on this scale it would significantly reduce the need for new housing provision to meet the Regional Spatial Strategy requirement.
- 12.16 A planning application has been submitted to develop the North Shore site in the Core Area. The site has an existing planning consent for 480 dwellings. The new application would increase the ceiling for residential development on this site to a maximum of 999 dwellings.

A planning application has also been submitted to develop Bowesfield Riverside Phase 1 (also in the Core Area) for 266 dwellings. If these applications are granted consent they will be additions to the existing 2,600 commitments in the Core Area. North Shore, Bowesfield Riverside and Allens West are all identified in the Tees Valley Growth Point Programme of Development.

- 12.17 Planning Policy Statement 3: Housing, requires a 15-year supply of housing to be demonstrated from the date of adoption of the Core Strategy.
- 12.18 The graphs overleaf illustrate the Council's housing and previously developed land trajectories at March 2008, based on existing commitments and sites which are likely to contribute to the housing supply. The housing requirement for Stockton Borough in the Regional Spatial Strategy is as follows:
- 2004 to 2011: 4,200 dwellings (600 per annum);
 - 2011 to 2016: 2,650 dwellings (530 per annum);
 - 2016 to 2021: 2,625 dwellings (525 per annum);
 - 2021 to 2024: 1,665 dwellings (555 per annum).
- 12.19 The housing trajectory (Figure 3) shows the 'frontloading' of supply and that current commitments meet the Regional Spatial Strategy requirements up to 2020. It also shows that new housing allocations will be made from 2016 in order to achieve regeneration. The manage line shows the average annual number of completions needed to meet the Regional Spatial Strategy requirement at any particular year in the trajectory, taking into account any shortfalls or surpluses which have occurred in previous years. The previously developed land trajectory (Figure 4) shows that the target of 75% of housing completions on previously developed land is achievable.
- 12.20 Funding has been secured for the Tees Valley Growth Point Programme of Development (PoD). The final Stockton-on-Tees allocation is unconfirmed, but is likely to be in the region of £1.2m for the period 2009 to 2011, which is substantially less than the £4million bid for. The impacts of the credit crunch on housing delivery are fast changing and Government Office North East has advised that a proactive response is required. Therefore, it is proposed that the Growth Fund is used to provide recyclable loans that will act as a catalyst to the delivery of some sites that were not included in the original PoD. When the loans are repaid, the original sites will then receive funding. This approach is intended to ensure the funding has the greatest impact and create the highest level of overall housing growth. Additional funds are being bid for from the Community Infrastructure Fund and a decision form CLG is due during 2009. The level of funding achieved will influence the Council's ability to accelerate the delivery of the PoD sites.
- 12.21 Small sites are defined as sites of less than 10 dwellings. Only sites capable of yielding 10 or more dwellings will be considered for allocation. Small sites have contributed to the diversity of the Borough's housing offer and will continue to do so. Past contributions have been in the region of 50 dwellings per annum.
- 12.22 The villages in Stockton Borough are closely related to the urban areas and general housing need in Stockton Borough can be met within the urban areas.

Figure 3: Housing Trajectory

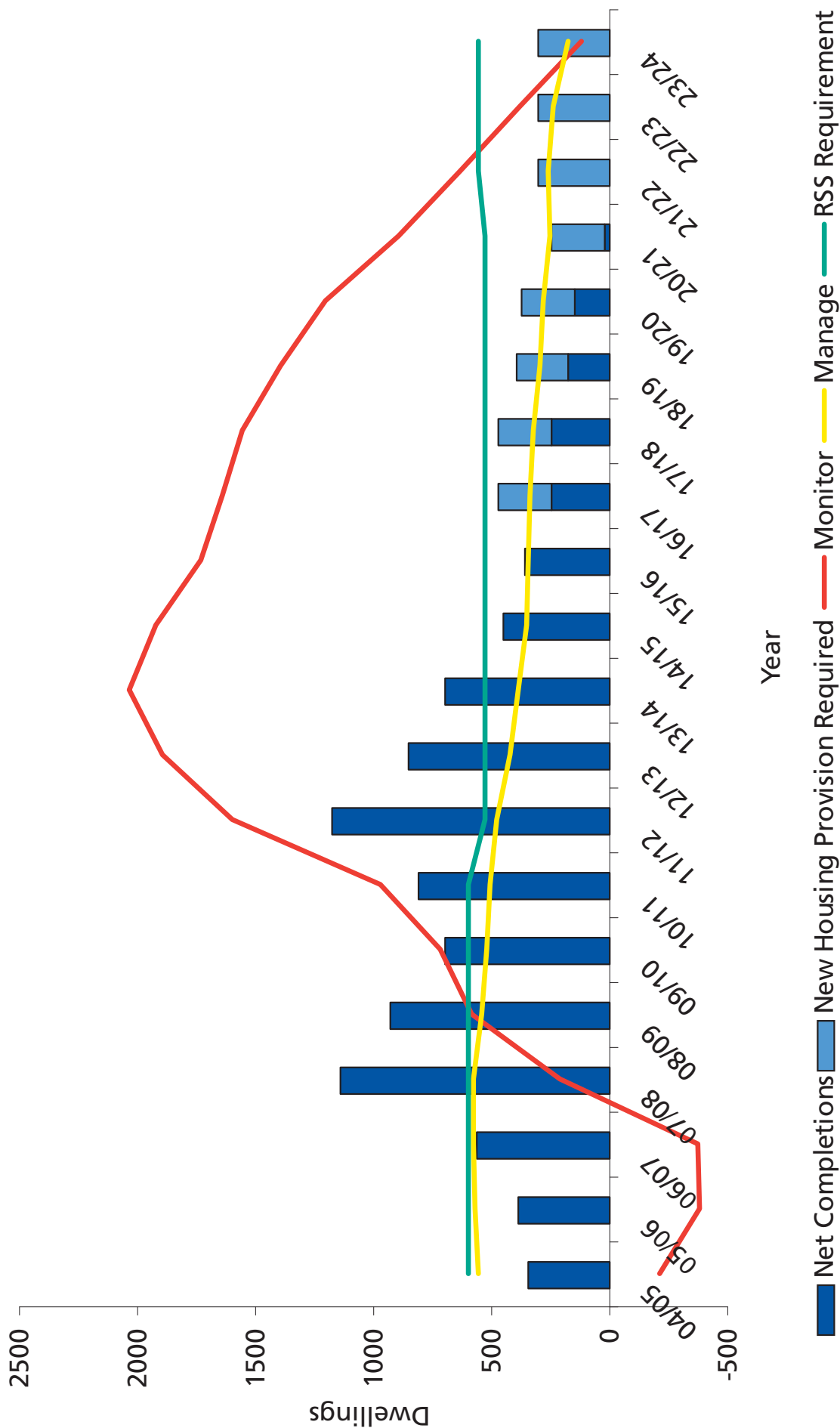
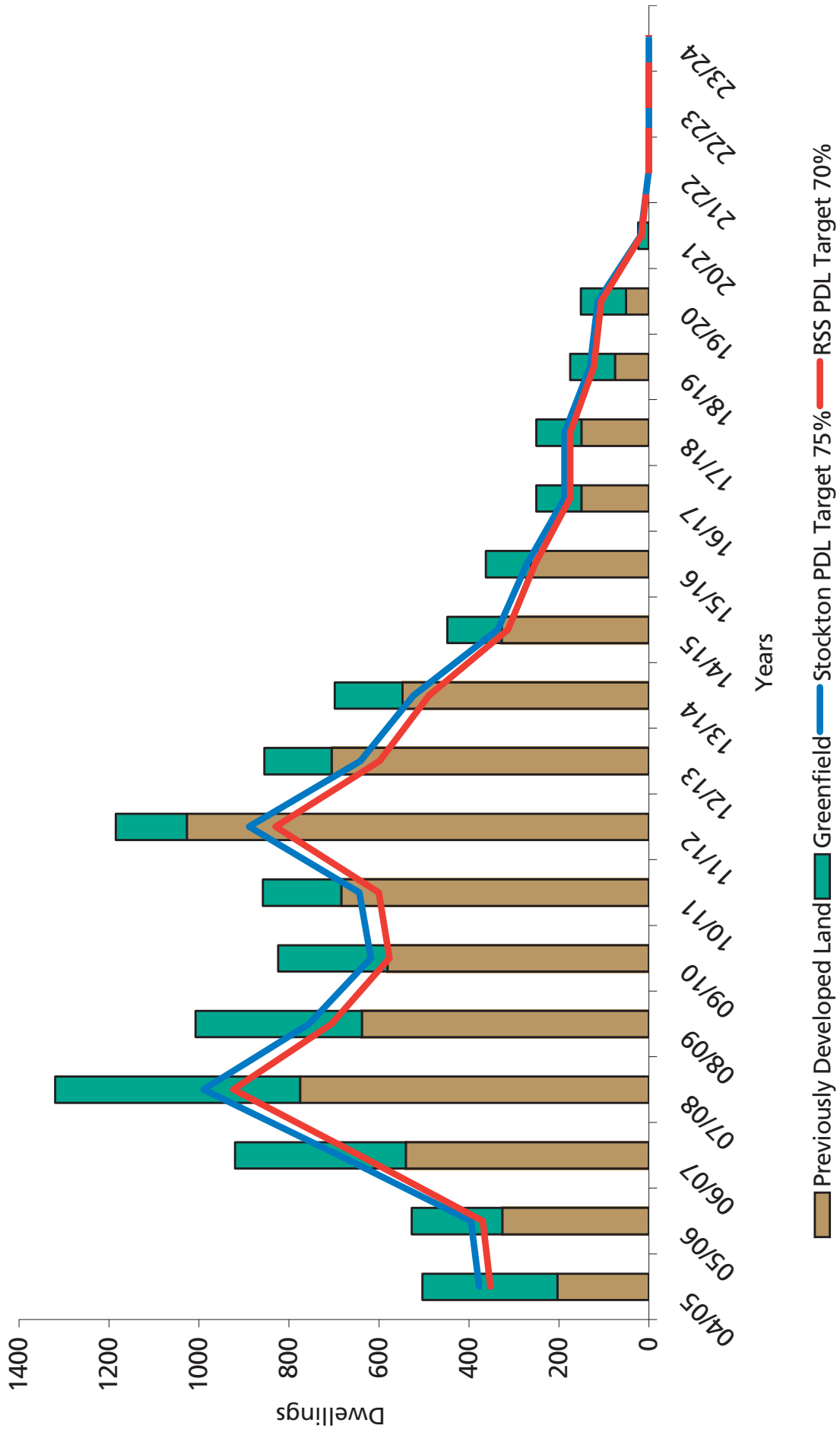


Figure 4: Previously Developed Land Trajectory



Core Strategy Policy 8 (CS8) – Housing Mix and Affordable Housing Provision

1. Sustainable residential communities will be created by requiring developers to provide a mix and balance of good quality housing of all types and tenure in line with the Strategic Housing Market Assessment (incorporating the 2008 Local Housing Assessment update).
2. A more balanced mix of housing types will be required. In particular:
 - Proposals for 2 and 3-bedroomed bungalows will be supported throughout the Borough;
 - Executive housing will be supported as part of housing schemes offering a range of housing types, particularly in Eaglescliffe;
 - In the Core Area, the focus will be on town houses and other high density properties.
3. Developers will be expected to achieve an average density range of 30 to 50 dwellings per hectare in the Core Area and in other locations with good transport links. In locations with a particularly high level of public transport accessibility, such as Stockton, Billingham and Thornaby town centres, higher densities may be appropriate subject to considerations of character. In other locations such as parts of Yarm, Eaglescliffe and Norton, which are characterised by mature dwellings and large gardens, a density lower than 30 dwellings per hectare may be appropriate. Higher density development will not be appropriate in Ingleby Barwick.
4. The average annual target for the delivery of affordable housing is 100 affordable homes per year to 2016, 90 affordable homes per year for the period 2016 to 2021 and 80 affordable homes per year for the period 2021 to 2024. These targets are minimums, not ceilings.
5. Affordable housing provision within a target range of 15-20% will be required on schemes of 15 dwellings or more and on development sites of 0.5 hectares or more. Affordable housing provision at a rate lower than the standard target will only be acceptable where robust justification is provided. This must demonstrate that provision at the standard target would make the development economically unviable.
6. Off-site provision or financial contributions instead of on-site provision may be made where the Council considers that there is robust evidence that the achievement of mixed communities is better served by making provision elsewhere.
7. The mix of affordable housing to be provided will be 20% intermediate and 80% social rented tenures with a high priority accorded to the delivery of two and three bedroom houses and bungalows. Affordable housing provision with a tenure mix different from the standard target will only be acceptable where robust justification is provided. This must demonstrate either that provision at the standard target would make the development economically unviable or that the resultant tenure mix would be detrimental to the achievement of sustainable, mixed communities.
8. Where a development site is sub-divided into separate development parcels below the affordable housing threshold, the developer will be required to make a proportionate affordable housing contribution.

9. The requirement for affordable housing in the rural parts of the Borough will be identified through detailed assessments of rural housing need. The requirement will be met through the delivery of a 'rural exception' site or sites for people in identified housing need with a local connection. These homes will be affordable in perpetuity.
10. The Council will support proposals that address the requirements of vulnerable and special needs groups consistent with the spatial strategy.
11. Major planning applications for student accommodation will have to demonstrate how they will meet a proven need for the development, are compatible with wider social and economic regeneration objectives, and are conveniently located for access to the University and local facilities.
12. The Borough's existing housing stock will be renovated and improved where it is sustainable and viable to do so and the surrounding residential environment will be enhanced.
13. In consultation with local communities, options will be considered for demolition and redevelopment of obsolete and unsustainable stock that does not meet local housing need and aspirations.

Justification

- 12.23 Providing a good mix of dwelling types, including provision for the needs of more vulnerable households, is vital to the 'Improve our housing' ambition of the Sustainable Community Strategy, and the Tees Valley Strategic Housing Market Assessment (SHMA) and Local Housing Assessment Update (LHA) provide the evidence base for this.
- 12.24 Higher density housing types will encourage a vibrant, lively and energetic Core Area and acknowledge the viability of the sites identified through the Strategic Housing Land Availability Assessment.
- 12.25 The Stockton 2008-2011 Housing Strategy identifies addressing the shortage of bungalow accommodation across the Borough for all needs groups as a community priority. National research (Housing Choices and Aspirations of Older People: Research from the New Horizons Programme – February 2008) has found that older people generally felt that bungalows were the type of housing that worked best for them and that a minimum of two bedrooms was seen as essential.
- 12.26 The evidence collated for the SHMA has highlighted that a need and demand for executive housing exists in the Tees Valley. The Borough has a diverse existing executive housing offer. This includes some modern executive housing developments in parts of Ingleby Barwick, Yarm and Eaglescliffe. It also includes some large mature dwellings in Norton, Hartburn, Thornaby, Yarm and Eaglescliffe that are both an important part of the housing offer and which contribute to local distinctiveness. The Borough also shares (with Hartlepool Borough) the cross-boundary Wynyard development (a large predominately executive housing development). It is important that meeting the demand for executive housing is not at the expense of achieving sustainable, mixed communities and that the retention of existing housing that is part of the executive housing offer is supported.
- 12.27 There is a general requirement throughout the urban areas for 2-bed starter homes and 3 and 4-bed family town, semi-detached and detached housing.

- 12.28 The approach to housing densities seeks to balance the desirability of achieving densities that can support local shops and services with the need to respect existing character where this makes a valuable contribution to local distinctiveness and achieving this balance will be a key priority for the Borough. Specific locations where development of a lower density than 30 dwellings per hectare may be appropriate will be identified through character assessment work the Council is undertaking and will be detailed in the Regeneration Development Plan Document.
- 12.29 The importance attached to the provision of affordable housing and the inappropriateness of high density flatted developments in parts of Yarm and Eaglescliffe and in Norton (for example Junction Road) was a particular theme from consultation with the Local Strategic Partnership Boards.
- 12.30 The capacity of the road network in the Ingleby Barwick area is under strain. Options to mitigate this are being explored but high-density development would increase the car trips generated by the build-out of the remainder of the Village 6 and thereby exacerbate the difficulty of achieving satisfactory mitigation measures.
- 12.31 Achieving the targets for affordable homes will also be important. The LHA (2006) identified an annual deficit in the provision of affordable housing for Stockton-on-Tees of 40 dwellings. The SHMA (published in January 2009 and incorporating a 2008 update to the LHA) identified an annual deficit in the provision of affordable housing for Stockton Borough of 866 dwellings (which represents 155.5% of the annual Regional Spatial Strategy requirement).
- 12.32 Viability work has been undertaken to establish the realistic level at which affordable housing can be achieved. The key finding of this work is that 15-20% is achievable during positive market conditions. An affordable housing target range of 15-20% has therefore been set. The Council is mindful that market conditions have fluctuated since the benchmark of late 2007 for the policy. The policy will therefore be applied with a flexibility that is sensitive to the market conditions prevailing at the time the planning application is submitted.
- 12.33 Middlesbrough Council made representations at the Preferred Options stage that Stockton's housing aspirations should be managed so as not to impact negatively on the wider Tees Valley housing market. This is in respect of the fact that the housing market in Stockton is generally stronger than in Middlesbrough. In setting a 15-20% target regard has been had to the 10% target set out in the Middlesbrough Core Strategy.
- 12.34 The Planning Obligations SPD will be updated to be consistent with the 15-20% target and with technical work to determine affordability thresholds for intermediate affordable housing.
- 12.35 The average annual targets for affordable homes to 2024 takes into account the yield expected from the following sources:
- Existing commitments (planning permissions) for affordable homes;
 - The anticipated yield from the Government's affordable housing programme;
 - The possible affordable homes yield from a major application currently awaiting determination; and
 - The application of an indicative average requirement of 17.5% to the new housing provision planned for 2016 to 2021.

- 12.36 Any development proposal, that does not accord with the standard affordable housing target or with the tenure mix for affordable housing will need to be supported by a financial appraisal. The Council will arrange for this to be independently assessed to determine whether it meets the test of robust justification. The Council will produce guidance explicitly setting out what is meant by 'robust justification' as part of a forthcoming DPD.
- 12.37 The SHMA has recommended an indicative target of 20% of new affordable housing to be intermediate tenure.
- 12.38 The Council needs to retain the flexibility to take differing local circumstances into account. For example, in some areas there is already a high proportion of social-rented stock so it may be appropriate to consider a lower proportion of social rented tenure than 80% in these locations.
- 12.39 The SHMA shows a need for two and three-bedroom affordable dwellings. The Council's Housing Strategy Team has advised that one bedroom affordable properties are not viable in the longer term due to the reluctance of the Homes and Communities Agency to fund them and the lack of flexibility of this type of property in relation to the Lifetime Homes standards.
- 12.40 Financial contributions instead of on-site provision may also be used (in addition to funding new affordable housing provision) to deliver the Council's affordable housing requirements across the Borough. This may include for example:
- The refurbishment of existing affordable housing stock;
 - The purchase and refurbishment of private sector stock for conversion to affordable housing stock;
 - Bringing vacant upper floors above shops into use as affordable living accommodation;
 - Contributing to the Council's equity loan scheme to assist first-time buyers to gain access to the housing market (residents who without this assistance would not be in a position to do so).
- 12.41 The Council is seeking to maximise the amount of affordable housing provided and therefore, sites need to be sensibly planned as a whole rather than come forward in a piecemeal manner.
- 12.42 The need for rural affordable housing will be identified through more detailed rural housing assessment work. This will be met through rural exception sites. A rural exception site is a small site in a small rural community that meets a genuine and proven need specifically for affordable housing. Such a site may be in a location that the Council would regard as inappropriate for general market housing and will always be within, or immediately adjacent and well-related to, an existing village. Any proposed rural exception sites will be associated with villages with access to services and facilities by sustainable means.
- 12.43 Queen's Campus, which is part of Durham University, is located on Teesdale, south of the River Tees. There are around 2000 students based here. The University is of key strategic importance to the Borough, and it is important that the need for student accommodation is satisfied, but only in appropriate locations, which have good access to both the educational establishments they serve and to local facilities such as shops, to be in accordance with the

wider sustainability objectives of the Core Strategy. Furthermore, it must be ensured that these developments are compatible with the character of the area, and do not impact on the amenity of neighbouring developments. The overall number of applications for student accommodation has increased recently, and the Council wishes to avoid an oversupply of provision.

- 12.44 Demolition and the provision of replacement housing that meets the needs and aspirations of the area may be the most positive option where housing is obsolete or it is unsustainable to bring poor quality housing up to a decent standard. This is consistent with the Sustainable Community Strategy which states that the Council will be creative and innovative in its approach, demolishing where necessary, updating and rebuilding where appropriate to improve the housing market in the Borough.

Core Strategy Policy 9 (CS9) – Provision for Gypsies and Travellers and Travelling Showpeople

1. Joint working with the Tees Valley Local Authorities will identify need for Gypsy and Traveller accommodation. In deciding where to provide for Gypsy and Traveller sites, locations in or adjacent to existing settlements will be considered in the first instance.
2. Proposals for any new sites will be permitted where the proposed development:
 - i) is accessible to schools, shops, health care and other local facilities;
 - ii) is large enough to provide for adequate on site facilities for parking, storage, and residential amenity;
 - iii) reflects the scale of and does not dominate the nearest settled community;
 - iv) would not be detrimental to the amenities of adjacent occupiers.
3. The Council will safeguard the existing site for Gypsies and Travellers at Bowesfield Lane unless the Council is satisfied that there is no longer a need for this provision.

Justification

- 12.45 Gypsies and Travellers both live in the area and travel through it. Currently, there is one Council-administered site in the Borough, Mount Pleasant, with 28 pitches. The Council has secured CLG funding of £105,000 to upgrade the pitch amenity blocks and provide one additional pitch at the Mount Pleasant site. There is also a number of other privately owned smaller sites.
- 12.46 The supply of additional authorised accommodation has slowed in recent years, leading to an increase in unauthorised sites. To respond effectively and appropriately to any identified lack of suitable accommodation, and to meet the needs of Gypsies and Travellers, the Council will identify additional sites. Proposals for Gypsy and Traveller accommodation will be subject to the same requirements as other residential developments.
- 12.47 This policy takes into account the advice in Circular 01/06 Planning for Gypsy and Traveller Caravan Sites. The criteria set out will ensure that sites are suitable for the use proposed, with an acceptable impact on the local environment.
- 12.48 General support for this policy approach was expressed through the consultation process, although concerns were raised about its compliance with Circular 01/06. These have been addressed in this redrafted policy.

13 The Environment

- 13.1 Improving the local environment and quality of places across the Borough is a key strand in the Sustainable Community Strategy, under the theme of Environment, Housing and Neighbourhoods. Improving the built and natural environment was seen as a key issue for many of those responding to consultations. Developing parks and green spaces is a priority, as they are important natural resources for sport, play, culture, nature conservation and increasing biodiversity and adapting to climate change. The rural environment is equally important, both contributing to the economy of the area and providing a pleasant setting to the conurbation, with opportunities for recreation and leisure pursuits.

Core Strategy Policy 10 (CS10) – Environmental Protection and Enhancement

1. In taking forward development in the plan area, particularly along the river corridor, in the North Tees Pools and Seal Sands areas, proposals will need to demonstrate that there will be no adverse impact on the integrity of the Teesmouth and Cleveland Coast SPA and Ramsar site, or other European sites, either alone or in combination with other plans, programmes and projects. Any proposed mitigation measures must meet the requirements of the Habitats Regulations.
2. Development throughout the Borough and particularly in the Billingham, Saltholme and Seal Sands area, will be integrated with the protection and enhancement of biodiversity, geodiversity and landscape.
3. The separation between settlements, together with the quality of the urban environment, will be maintained through the protection and enhancement of the openness and amenity value of:
 - i) Strategic gaps between the conurbation and the surrounding towns and villages, and between Eaglescliffe and Middleton St George.
 - ii) Green wedges within the conurbation, including:
 - River Tees Valley from Surtees Bridge, Stockton to Yarm;
 - Leven Valley between Yarm and Ingleby Barwick;
 - Bassleton Beck Valley between Ingleby Barwick and Thornaby;
 - Stainsby Beck Valley, Thornaby;
 - Billingham Beck Valley;
 - Between North Billingham and Cowpen Lane Industrial Estate.
 - iii) Urban open space and play space.
4. The integrity of designated sites will be protected and enhanced, and the biodiversity and geodiversity of sites of local interest improved in accordance with Planning Policy Statement 9: Biodiversity and Geological Conservation, ODPM Circular 06/2005 (also known as DEFRA Circular 01/2005) and the Habitats Regulations.
5. Habitats will be created and managed in line with objectives of the Tees Valley Biodiversity Action Plan as part of development, and linked to existing wildlife corridors wherever possible.

6. Joint working with partners and developers will ensure the successful creation of an integrated network of green infrastructure.
7. Initiatives to improve the quality of the environment in key areas where this may contribute towards strengthening habitat networks, the robustness of designated wildlife sites, the tourism offer and biodiversity will be supported, including:
 - i) Haverton Hill and Seal Sands corridor, as an important gateway to the Teesmouth National Nature Reserve and Salholme RSPB Nature Reserve;
 - ii) Tees Heritage Park.
8. The enhancement of forestry and increase of tree cover will be supported where appropriate in line with the Tees Valley Biodiversity Action Plan (BAP).
9. New development will be directed towards areas of low flood risk, that is Flood Zone 1, as identified by the Borough's Strategic Flood Risk Assessment (SFRA). In considering sites elsewhere, the sequential and exceptions tests will be applied, as set out in Planning Policy Statement 25: Development and Flood Risk, and applicants will be expected to carry out a flood risk assessment.
10. When redevelopment of previously developed land is proposed, assessments will be required to establish:
 - the risks associated with previous contaminative uses;
 - the biodiversity and geological conservation value; and
 - the advantages of bringing land back into more beneficial use.

Justification

- 13.2 One of the greatest challenges faced by Stockton Borough is to create attractive places and an environment with the quality of life which makes people want to stay, attracts investment and entrepreneurs, and is beneficial to wildlife. The Borough is largely urbanised, but is surrounded and intersected by high quality natural environments. An unusual feature is the presence of heavy industrial clusters adjacent to sites of international importance for nature conservation. The potential for conflict between these uses needs to be carefully managed. The Habitats Regulations Assessment has informed the development of policy, and harm to the Teesmouth and Cleveland Coast SPA and Ramsar Site must be avoided. Developers will be expected to liaise with Natural England and RSPB if mitigation measures are proposed.
- 13.3 Developing a strategic approach to green infrastructure will recognise its multi-functional role and a 'joined-up' approach to its planning and management will address numerous environmental, social and economic objectives. The Tees Valley Green Infrastructure Strategy provides the wider context, and identifies the strategic green infrastructure network. Strategic priorities taken forward in this policy include:
 - Protecting and enhancing river corridor habitats and other wildlife corridors (Point 3); and
 - Protection, enhancement and appropriate management of statutory and non-statutory nature conservation sites (Points 1, 2 and 4).

- 13.4 Sites which have special value for nature conservation are given specific designation, according to their importance. In Stockton Borough, these include:
- Sites of international importance, such as Special Protection Areas (SPA) (for their bird populations), Special Areas for Conservation (SAC) (for their plants and animals), and Ramsar sites (important wetlands). In the Borough, there is one such under this category, the Teesmouth and Cleveland Coast SPA and Ramsar site;
 - Sites of national importance, known as Sites of Special Scientific Interest. These are Seal Sands, Cowpen Marsh, Whitton Bridge Pasture, Briarcroft Pasture, and the Tees and Hartlepool Foreshore and Wetlands;
 - Local Nature Reserves at Barwick Pond, Ingleby Barwick; Bassleton Woods and the Holmes, Thornaby; Billingham Beck Country Park; Black Bobby's Field, Thornaby; Castle Eden Walkway, Thorpe Thewles; Charlton's Pond, Billingham; Cowpen Bewley Woodland Park, Billingham; Greenvale, Fairfield; Hardwick Dene and Elm Tree Wood; Norton Grange Marsh, Norton; Quarry Wood, Eaglescliffe; and Stillington Forest Park, Stillington;
 - Local Wildlife Sites. There are a number of these in the Borough, but their designation is currently under review in a study being undertaken by the Tees Valley Biodiversity Partnership and Tees Valley Wildlife Trust, to inform the Environment Development Plan Document.
- 13.5 Further sites may be designated during the life of the plan and will be subject to the relevant policy provisions. Different designations have different levels of protection. Planning Policy Statement 9: Biodiversity and Geological Conservation, ODPM Circular 06/2005: Biodiversity and Geological Conservation (also known as DEFRA circular 01/2005) and the Habitats Regulations provide information on the nature of that protection. It should be recognised that areas outside designated sites may be of functional importance to the interest features, therefore development should recognise this in order to avoid adverse effects on the overall integrity of sites.
- 13.6 The policy addresses the duty to have regard to the conservation of biodiversity, which was introduced by the Natural Environment and Rural Communities Act and came into force on 1 October 2006. Conservation of biodiversity is vital in our response to climate change. Wildlife habitats such as woodlands act as carbon sinks, helping to reduce the severity of climate change. Other habitats such as natural floodplains and coastal habitats can help reduce flooding. Natural habitats are also important in providing corridors to allow mobile species to move in response to changes in climate.
- 13.7 The Tees Forest was established in 1991, and extends over 350 square kilometers, encompassing the major towns across the Tees Valley. The aim was to create a well-wooded landscape to improve opportunities for wildlife, work, recreation and education for local people. Between 1991 and 2000, woodland cover in the Tees Valley increased by 756 ha. The goal was to increase woodland cover to 9253 ha by 2050. Although the organisations co-ordinating the plan to increase the area of woodland no longer exist, increasing tree cover is an important aspect of habitat creation, in addition to assisting in mitigating the effects of climate change.
- 13.8 As the Borough is situated within the Tees Valley, flooding and flood risk, and the quality of surface and ground water is an issue for the Borough. The Borough's Strategic Flood Risk Assessment (SFRA) provides a detailed assessment of the flooding issues within the Borough. In relation to flood risk, developers are advised to contact the Environment Agency as to the

specific requirements for assessment for development in Flood Zone 3. The Flood Risk Assessment will need to assess the current level of flood risk as well as the level of flood risk following development. Further advice is given in the SRFA. Reducing the growth in surface water runoff as a result of development is addressed in Policy 3 Sustainable Living and Climate Change, and the targets set under the Code for Sustainable Homes.

- 13.9 Stockton Borough has a legacy of previously developed land in the urban core that can make an important contribution to its land supply for development. It is the responsibility of the land owner or developer to identify land affected by contamination and to ensure that remediation is undertaken to secure a safe development, without adverse impacts on human health or the environment. Good practice on this issue is given in Planning Policy Statement 23, Annex 2, Development on Land Affected by Contamination.
- 13.10 Many detailed comments were received through the consultation process, although the policy approach received general support. Many of the details, including a review of green wedges, and criteria based policies for local and regionally designated sites, will be addressed in the Environment Development Plan Document.

14 Planning Obligations

Core Strategy Policy 11 (CS11) – Planning Obligations

1. All new development will be required to contribute towards the cost of providing additional infrastructure and meeting social and environmental requirements.
2. When seeking contributions, the priorities for the Borough are the provision of:
 - highways and transport infrastructure;
 - affordable housing;
 - open space, sport and recreation facilities, with particular emphasis on the needs of young people.

Justification

- 14.1 Most new development results in additional demands for services and infrastructure. It is reasonable that developers should bear the costs of any additional requirements for services and facilities that arise out of that development. The type and amount of contributions will vary, dependent on the nature of individual sites.
- 14.2 Regard will be had to the provisions of Circular 05/2005, Planning Obligations. Further guidance relating to the Council's own requirements is contained in Supplementary Planning Document 6: Planning Obligations and Supplementary Planning Document 2: Open Space, Recreation and Landscaping SPD. Other infrastructure requiring contributions may include public realm, landscape character, biodiversity and geodiversity, tree planting, employment and training, education, community facilities, community safety, and public art.
- 14.3 The Council will consider introducing a Community Infrastructure Levy (CIL) to support the provision of infrastructure. Any changes will be set out in a revised Supplementary Planning Document.
- 14.4 Seeking developer contributions to the provision of infrastructure received general support though the consultation process.

A3 Map
inserted here

A3 Map
inserted here

15 Findings of the Sustainability Appraisal

- 15.1 The Core Strategy has been prepared alongside a Sustainability Appraisal (SA). The SA aims to predict and assess the economic, social and environmental impacts of the developed policies. The SA assesses these policies against 17 Sustainability Objectives.
- 15.2 The Council's spatial approach set out in the Core Strategy requires development to be focused in the conurbation, particularly within the Core Area, with emphasis on projects that support the Stockton Middlesbrough Initiative. The findings of the Sustainability Appraisal indicate that concentrating development in the urban area produces the best overall outcomes when tested against the Council's Sustainability Objectives.
- 15.3 This overall strategy positively promotes patterns of sustainable development, including an integrated transport system, with the following key benefits:
- Provision of additional housing, including affordable housing;
 - Increased investment in the economy to broaden the economic base;
 - Maintenance of a balanced portfolio of employment land;
 - Improvement of accessibility to services and facilities;
 - Reduction in the need to travel to reach jobs, services and facilities;
 - Reduction in the need to travel by car, as a result of a better choice of travel mode in addition to demand management measures;
 - Reduction in carbon emissions and improvements to energy efficiency, as part of the agenda to tackle climate change;
 - Improvements to the vitality and viability of town centres;
 - Emphasis on the protection and enhancement of the built and natural environment, green open spaces, recreation, cultural and leisure facilities; and
 - The creation of a more sustainable urban environment through appropriate location, design, materials, public realm and more prudent use of resources.
- 15.4 However, in assessing the Core Strategy policies, the Sustainability Appraisal did identify issues with potential to have an adverse impact, the majority of which the Core Strategy recognises, mainly in Policy 10 Environmental Protection and Enhancement, including:
- The effect of the strategy on issues of flood risk, acknowledged through the need to apply the sequential and exceptions tests to development proposals;
 - The impact of development on the environment, local biodiversity and geodiversity. This is addressed by balancing the need for economic development with environmental protection, focusing on a high quality environment as a key economic driver, and protecting and enhancing key areas of green infrastructure and nature conservation value; and
 - Increase in the production of waste, to be addressed in the Joint Tees Valley Minerals and Waste Development Plan Documents.

-
- 15.5 The impact of the Core Strategy on some policy initiatives is uncertain, owing to the strategic nature of the plan. However, more detailed analysis will be undertaken, including on a site-by-site basis where appropriate, during the preparation of other development plan documents, such as the Regeneration DPD, which will set out more detailed proposals to implement the Core Strategy.
- 15.6 All impacts will be monitored against the Sustainability Objectives on a continuing basis following the adoption of the Core Strategy.

Table 7: Links with other Strategies

Strategy	Key Objectives	Links with Core Strategy Objectives	Links with Core Strategy Policies
Other Tees Valley Strategies			
Stockton Middlesbrough Initiative.	<ul style="list-style-type: none"> Ensuring that the urban core is well connected, both internally and strategically. Creating and attracting high-quality city scale assets. Creating a vibrant and diverse urban core where people want to invest, live work and visit. Linking landscape and water. Build on existing assets with the River Tees at its heart. Keeping old industry and embracing new to develop a new industrial landscape by harnessing the potential of the universities, skill base and land supply infrastructure. 	Objectives 1, 2, 3, 4, 5, 8, 9, 10, 11 and 12.	<p>Core Strategy Policy 1: The Spatial Strategy. Core Strategy Policy 2: Sustainable Transport and Travel. Core Strategy Policy 3: Sustainable Living and Climate Change. Core Strategy Policy 4: Economic Regeneration. Core Strategy Policy 5: Retail and Town Centre Uses. Core Strategy Policy 6: Community Facilities. Core Strategy Policy 7: Housing Distribution and Phasing. Core Strategy Policy 8: Housing Mix and Affordable Housing Provision.</p>
Tees Valley Green Infrastructure Strategy.	<p>To develop a network of green corridors and green spaces in the Tees Valley that:</p> <ul style="list-style-type: none"> Enhance the quality of place and environment for existing and future communities and potential investors. Provide an enhanced environmental context for new development, regeneration projects, and housing market projects, and housing market renewal and produce high quality design and developments. Creates and extends opportunities for access, recreation and enhancement of biodiversity. 	Objectives 6, 8, 9 and 11.	<p>Core Strategy Policy 6: Community Facilities. Core Strategy Policy 10: Environmental Protection and Enhancement. Core Strategy Policy 11: Planning Obligations.</p>

Strategy	Key Objectives	Links with Core Strategy Objectives	Links with Core Strategy Policies
Tees Valley Biodiversity Action Plan.	<p>A plan of action for threatened or characteristic habitats and species in the Tees Valley carried out by the Tees Valley Biodiversity Partnership. The Plan:</p> <ul style="list-style-type: none"> • Identifies local priorities for biodiversity conservation and works to deliver agreed actions and targets for specific habitats and species. • Translates national targets for species and habitats into effective action at the local level. • Works to raise awareness of the need for biodiversity conservation and enhancement in the local context. • Ensures opportunities for conservation and enhancement of biodiversity are promoted, understood, reflected in policies, programmes, strategies and decisions at the local level. • Provides a basis for monitoring and evaluating local action for biodiversity priorities, at both national and local levels. 	Objective 8.	Core Strategy Policy 10: Environmental Protection and Enhancement.
Tees Valley Business Case and Development Plan.	<ul style="list-style-type: none"> • To build on the economic, assets of the City Region. • To improve the urban competitiveness and liveability of the Tees Valley. 	Objectives 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12.	Core Strategy Policy 1: The Spatial Strategy. Core Strategy Policy 2: Sustainable Transport and Travel. Core Strategy Policy 3: Sustainable Living and Climate Change. Core Strategy Policy 4: Economic Regeneration. Core Strategy Policy 5: Retail and Town Centres.

Strategy	Key Objectives	Links with Core Strategy Objectives	Links with Core Strategy Policies
<p>Middlesbrough Borough Council's Local Development Framework Core Strategy Development Plan Document.</p>	<ul style="list-style-type: none"> To recognise the Tees Valley city region and identify the Stockton-Middlesbrough Initiative as the location provide a dynamic city-scale urban centre for the city region and its economy. To improve connectivity within the Tees Valley city region. To maximise the benefits to be gained from natural resources, including the leisure and regeneration potential of water assets, such as the Tees corridor. 	<p>Objectives 2, 3, 4, 5 and 6.</p>	<p>Core Strategy Policy 1: The Spatial Strategy Core Strategy Policy 2: Sustainable Transport and Travel. Core Strategy Policy 3: Sustainable Living and Climate Change. Core Strategy Policy 4: Economic Regeneration.</p>
<p>Other Stockton Borough Council Strategies</p>			
<p>Local Transport Plan 2006 – 2011.</p>	<ul style="list-style-type: none"> To improve opportunities for all to access health, education, jobs, leisure and food outlets. To reduce the rate of traffic growth in the Borough. To improve transport's contribution to our community's quality of life. 	<p>Objectives 5 and 6.</p>	<p>Core Strategy Policy 1: The Spatial Strategy. Core Strategy Policy 2: Sustainable Transport and Travel. Core Strategy Policy 3: Sustainable Living and Climate Change. Core Strategy Policy 6: Community Facilities.</p>

Strategy	Key Objectives	Links with Core Strategy Objectives	Links with Core Strategy Policies
Regeneration Strategy 2007 – 2021	<ul style="list-style-type: none"> Physical regeneration focused on the river corridor. Economic regeneration. Vibrant town centres. Vibrant neighbourhoods. Delivering design quality. 'Fit for purpose' transport infrastructure. 	Objectives 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11 and 12.	<p>Core Strategy Policy 1: The Spatial Strategy.</p> <p>Core Strategy Policy 2: Sustainable Transport and Travel.</p> <p>Core Strategy Policy 3: Sustainable Living and Climate Change.</p> <p>Core Strategy Policy 4: Economic Regeneration.</p> <p>Core Strategy Policy 5: Retail and Town Centres.</p> <p>Core Strategy Policy 6: Community Facilities.</p> <p>Core Strategy Policy 7: Housing Distribution and Phasing.</p> <p>Core Strategy Policy 8: Housing Mix and Affordable Housing.</p> <p>Core Strategy Policy 10: Environmental Protection and Enhancement.</p> <p>Core Strategy Policy 11: Planning Obligations.</p>
Housing Strategy 2008 – 2011.	<ul style="list-style-type: none"> Rejuvenating the housing stock. Providing quality and choice. Improving and maintaining existing housing. Meeting community and social needs. 	Objectives 1, 7, 11 and 12.	<p>Core Strategy Policy 3: Sustainable Living and Climate Change.</p> <p>Core Strategy Policy 6: Community Facilities.</p> <p>Core Strategy Policy 7: Housing Distribution and Phasing.</p> <p>Core Strategy Policy 8: Housing Mix and Affordable Housing.</p> <p>Core Strategy 9: Provision for Gypsy and Travellers and Travelling Showpeople.</p>
Climate Change Action Plan 2007 – 2012.	<ul style="list-style-type: none"> To reduce greenhouse gas emissions from within the Borough area through reducing energy use, better waste management, the use of sustainable transport and green procurement. 	Objectives 8, 10, and 11.	<p>Core Strategy Policy 2: Sustainable Transport and Travel.</p> <p>Core Strategy Policy 3: Sustainable Living and Climate Change.</p>

16 Monitoring Framework and Implementation Plan

Monitoring Framework

- 16.1 The improvements made to the quality of life within the Borough, as a result of the Council's plans and policies, can be measured at a number of levels. Multi Area Agreements are designed to be cross-boundary local area agreements, bringing together key players to tackle issues that are best addressed in partnership at regional and sub-regional levels. The Tees Valley, as a city region, will agree cross-boundary targets to address issues such as housing market imbalances, transport and infrastructure projects and economic development. These will be assessed at the sub-regional level. A Local Area Agreement sets out the local priorities that will make the Borough a better place. The targets associated with the chosen indicators will be monitored in order to measure the success of the Sustainable Community Strategy.
- 16.2 The Multi Area Agreement indicators which will be used to monitor progress within the Tees Valley City Region are as follows:
- Gross Value Added per Head;
 - New Business Registration Rate;
 - People on Out of Work Benefits;
 - Overall Employment Rate;
 - Reliability of City Region Road Network;
 - Net Additional Homes Provided;
 - Per Capita CO₂ Emissions from Industrial Premises.
- 16.3 Local Area Agreement improvement targets have been set to measure progress over the first three years of the Sustainable Community Strategy. These comprise a number of designated (agreed with Government), local (agreed by the Council locally for inclusion) and mandatory (required for inclusion by the Department of Children, Schools and Families) indicators, including measurements such as the overall employment rate, net additional homes provided, supply of ready to develop housing sites, and others relevant to the Core Strategy.
- 16.4 The spatial strategy and core policies of the document are based on information currently available. The Core Strategy must be flexible enough to respond to changing needs and circumstances, nationally, regionally and at the local level. Monitoring will assess its effectiveness in delivering the vision and spatial objectives, and in implementing the spatial strategy. A monitoring framework will be established, which will be incorporated into an Annual Monitoring Report (AMR). This will indicate the extent to which the strategy is being successful, and to identify any changes required if a policy is not working or if targets are not being met. If necessary, parts, or the whole of the Core Strategy may need revising should policies prove to be unsuccessful, or if changes in external circumstances have severe implications that undermine the basis for the Strategy.
- 16.5 Indicators have been developed which provide a consistent basis for monitoring the performance of the Strategy against spatial objectives. These include Core Output Indicators, as required by Government, and local indicators to reflect the Borough's particular circumstances. Indicators have also been chosen to provide a brief guide to overall progress

and concentrate on strategic outcomes for the area. A monitoring and implementation framework is set out overleaf.

- 16.6 A number of key targets have been identified, as set out below, and the Implementation Plan on page 64 gives a range of other indicators and targets, and the organisations responsible for these.

Key targets

Accessibility:

- No reduction in accessibility by public transport up to 2011;
- Restriction in the rate of growth in area-wide traffic mileage within the Borough between 2004 and 2011 to that recorded between 1994 and 2004.

These targets will be revised towards the end of the Local Transport Plan period.

Employment Land Provision:

- Annual average take-up of employment land of 13 ha (Stockton Borough Council).

Vitality and Viability of Town Centres

- Reduction in Vacancy Rates – by 10% in Stockton Town Centre by 2010/11.

Housing Provision:

- Spatial distribution: at least 50% of homes to be provided within the Core Area 2016 – 2021.
- 5 year annual average house completions of
- At least 600/annum 2004 – 2011;
- At least 530/annum 2011 – 2016;
- At least 525/annum 2016 – 2021;
- At least 555/annum 2021 - 2024.
- 100 affordable homes per year to 2016; 90 affordable homes to be provided every year 2016 – 2021; 80 affordable homes per year 2021 - 2024;
- 75% of new dwellings to be built on previously developed land;
- Average density of residential development to be greater than 30/ha.

(All Stockton Borough Council).

Sustainable Living

- 100% homes built to Code for Sustainable Homes Standard Level 3 by 2013, and Level 4 by 2016;
- 100% non-domestic buildings to be built to Building Research Establishment

Environmental Assessment Method (BREEAM) standard 'Very Good' by 2013 and 'Excellent' by 2016;

- 100% homes to be built to Lifetime Homes standards by 2013;
- 100% homes to be carbon neutral by 2016;
- 100% non-domestic buildings to be carbon neutral by 2019.

Implementation Plan

Policy	Potential Implementation Frameworks	Lead Agencies	SA Objective	Indicator	Target	Strategic Outcome
Core Strategy Policy 1: Spatial Strategy.	Regeneration DPD.	Stockton-on-Tees Borough Council (SBC).	SA 1, 2, and 4.	Adoption of DPDs and SPDs.	In line with the dates schedule set out in the LDS.	Best use is made of land and sustainable development ensured, taking into account economic, social and environmental factors.
	Environment DPD.					
	Supplementary Planning Documents.	Tees Valley Regeneration (TVR).		Geographical spread of development within the Borough. (L.I.) ⁹	Minimum of 50% of housing development to take place within the Core Area between 2016 and 2024.	
	Determining Planning Applications.	ONE (One North East). Developers. Landowners. Stockton Renaissance and the Area Partnership Boards.				
Core Strategy Policy 2: Sustainable Transport and Travel.	Regeneration DPD.	SBC.	SA11	Adoption of DPDs and SPDs.	In line with the dates schedule set out in the LDS.	Improved access into our town centres, and throughout and beyond the Borough by forms of transport other than by private car.
	Local Transport Plan.	HA (Highways Agency).		Bus patronage. (NI177) ¹⁰	10% reduction in users 2005/06 – 2010/11.	
	Sustainable Travel and Transport Strategy.	Network Rail.		Number of cycle	50% increase	
	Development Briefs.	Public Transport Providers.				

⁹L. I. Local Indicator.

¹⁰N.I. National Indicator.

Policy	Potential Implementation Frameworks	Lead Agencies	SA Objective	Indicator	Target	Strategic Outcome
	Greater North Shore Master Plan. Planning Obligations SPD.	Neighbouring LAs. Land Owners. Developers.		trips. (LTP3) ¹¹ (L.I.) Passenger footfall at railway stations. (SUP4) ¹² (L.I.) Changes in peak traffic flows to urban centres. Accessibility (Progress on schemes - see Core Strategy Policy 3). L.I.	2004/05 – 2010/11. 720,220 by 2010/11. No overall increase for 2010/11 compared with 2006/07 baseline. (LTP6)	
Core Strategy Policy 3: Sustainable Living and Climate Change	Regeneration DPD. Environment DPD. Climate Change Action Plan. Air Quality Strategy. Community Safety Plan. Joint Minerals and Waste	SBC. Developers. Police Architectural Liaison Officer.	SA 9, 13, and 14	Adoption of DPDs and SPDs. % of new residential development within 30 minutes' public transport time of a GP, a hospital, a primary	In line with the dates schedule set out in the LDS. 100%. (L.I.)	Sustainable principles are at the centre of all new development and regeneration schemes, helping to tackle climate change and improve the quality and security of the environment for current and

¹¹LTP Local Transport Plan Mandatory Indicator

¹²SUP Local Transport Plan Supplementary Indicator

Policy	Potential Implementation Frameworks	Lead Agencies	SA Objective	Indicator	Target	Strategic Outcome
	DPDs. Planning Obligations SPD. Residential Design Guide SPD.			school, a secondary school, areas of employment and a major retail centre. (C.I.) ¹³ Reduction in CO2 emissions per capita. (N.I.) ¹⁴ % of homes constructed to Sustainable Homes Code Levels. (L.I.) Buildings constructed to Building Research Establishment Environmental Assessment Method standards. Number and % of Listed Buildings at	To meet the 1.25% annual reduction targets (measured as an average reduction over 5 years). 100% Level 3 to 2013; 100% Code Level 4 2014 onwards 100% 'Very Good' up to 2013; 100% 'Excellent' 2014 onwards.	future generations.

¹³C. I. Core Indicator for the Annual Monitoring Report

¹⁴N. I. National Indicator.

Policy	Potential Implementation Frameworks	Lead Agencies	SA Objective	Indicator	Target	Strategic Outcome
Core Strategy Policy 4: Economic Regeneration.	Regeneration DPD. Regeneration Strategy. Determining Planning Applications. Commercial Improvement Study.	SBC. Developers. Private Businesses. Landowners.	SA1,2,4,10	Risk (All Grades) Adoption of DPDs and SPDs set out in the LDS. Take up of employment land. (C.I.) Overall Employment Rate. (NI151)	buildings at risk (all grades) by 25% over the life of the plan (to 2024) In line with the dates schedule set out in the LDS. Annual average of 13 ha. 74.1% by 2010/11	A vibrant economy which is attracting investment and achieving business growth.
Core Strategy Policy 5: Retail and Town Centres.	Regeneration DPD. Regeneration Strategy. Determining Planning Applications. Commercial Improvement Study. Town Centre Action Plans.	SBC. Developers. Private Businesses. Landowners. Retailers. Town Centre Managers.	SA1,2,4	Adoption of DPDs and SPDs. Stockton town centre in the top 100 retail destinations nationally. Reduction in town centre vacancy rates. (L.I.)	In line with the dates schedule set out in the LDS. By 2020. A 10% reduction in voids in Stockton town centre by 2010/11.	Vital and viable town centres which offer a range of quality retail and other town centre uses.

Policy	Potential Implementation Frameworks	Lead Agencies	SA Objective	Indicator	Target	Strategic Outcome
Core Strategy Policy 6: Community Facilities.	Regeneration DPD. Planning Obligations SPD. Open Space, Landscaping Recreation SPD. Regeneration Strategy. Museums Strategy. Play Strategy. Playing Pitch Strategy. Determining Planning Applications.	SBC. Developers. Landowners. SRCGA ¹⁵ . Town Centre Managers. British Waterways. Theatre Trust. DfES. ¹⁶ Primary Care Trust	SA1,2,4,6	Increased footfall within the town centres. (L.I.) Rental Levels. (L.I.) No. of upper floors brought back into use. (L.I.)	Increase the footfall in Stockton town centre's two main shopping centres year on year (baselines December 2005 Castlegate 768114; Wellington Square 577214).	Community facilities, together with open space, leisure, sport and recreation provision is sufficient to meet the needs of residents.

¹⁵SRCGA Stockton Residents and Community Groups Association.

¹⁶DfES Department for Education and Skills.

Policy	Potential Implementation Frameworks	Lead Agencies	SA Objective	Indicator	Target	Strategic Outcome
Core Strategy Policy 7 Housing Distribution and Phasing. Core Strategy Policy 8 Housing Mix and Affordable Housing.	Regeneration DPD.	SBC.	SA4,5,6	Adoption of DPDs and SPDs.	In line with the dates schedule set out in the LDS.	Improved quality of life for local people with a better living environment and a mix of housing provision to meet all needs.
	Sustainable Design Guide.	Landowners.				
	Housing Strategy.	Developers.		Number of completions. (C.I.)	Minimum annual average a year of: 600 2004/11; 525 2011/21; 530 2021/24 555 2024/26.	
	Housing Investment Plan.	RSLs and other Housing Providers.				
	Older People's Strategy.	Private Landlords.				
	Supporting People.	CLG. ¹⁸		% development on previously developed land. (C.I.)	75%.	
	Regeneration Strategy.					
	Planning Obligations SPD.					
	RSL ¹⁷ Investment Programmes.			Number of affordable homes completed. (C.I.)	100/year to 2016; 90/year 2016/2021; 80/year 2021–2024.	
	Neighbourhood Renewal Strategy.			Density of Development (C.I.)	Average of 30+ per hectare.	
Determining Planning Applications.						
Core Strategy Policy 9 Provision for Gypsies, Travellers and Travelling	Regeneration DPD.	SBC.	SA5	Adoption of DPDs and SPDs.	In line with the dates schedule set out in the LDS.	Adequate housing provision to meet the needs of the Borough's Gypsy and Travelling
	Housing Strategy.	Gypsy and Traveller Association.				
	Determining planning			Number of	0.	

¹⁷RSL Registered Social Landlords.

¹⁸CLG Communities and Local Government

Policy	Potential Implementation Frameworks	Lead Agencies	SA Objective	Indicator	Target	Strategic Outcome
Showpeople.	Applications.	Representatives of Gypsy and Traveller Communities.		unauthorised sites. (L.I.) No. of new pitches provided. (C.I.)	To be set in Regeneration DPD.	Communities.
Core Strategy Policy 10 Environmental Protection and Enhancement.	Regeneration DPD. Environment DPD. Environment Strategy. Green Infrastructure Strategy. Biodiversity Action Plan. Determining Planning Applications.	SBC. Environment Agency. Natural England. English Heritage. Tees Valley Wildlife Trust. Other Environmental Groups.	SA1,6,9,10,11,12,13,14,15,16,17	Adoption of DPDs and SPDs. Condition of priority habitats against Natural England guidelines. (C.I.); Protection of strategic gaps and green wedges from inappropriate development. (L.I.). Tees Valley BAP habitats restored or created through development (L.I.) Priority Habitats restored or created through development (L.I.)	In line with the dates schedule set out in the LDS. condition.	A high quality environment for both residents and visitors to enjoy, with a thriving rural economy, enhanced landscapes and increasing biodiversity across the Borough.

Policy	Potential Implementation Frameworks	Lead Agencies	SA Objective	Indicator	Target	Strategic Outcome
Core Strategy Policy 11 Planning Obligations.	Planning Obligations SPD. Determining Planning Applications.	Development Management Process.	SA1,13	Local sites damaged or destroyed through development (L.I.) Number of permissions with associated contributions. (L.I.)		Infrastructure provision meets the needs of the Borough's growing communities.

17 The Evidence Base

Building Schools for the Future in Stockton-on-Tees Borough	Secondary Education Consultation November 2007
Economic Viability of Affordable housing Requirements in Stockton	Arc4 for Stockton-on-Tees Borough Council February 2009
Employment Land Review 2008	Stockton-on-Tees Borough Council May 2008
Extended Schools Programme	The extended schools prospectus, <i>Access to Services and Opportunities for All</i> , June 2005
Housing Monitoring Database	Stockton-on-Tees Borough Council March 2008
Local Housing Assessment 2006	Stockton-on-Tees Borough Council December 2006
Local Transport Plan 2006 – 2011	Stockton-on-Tees Borough Council March 2006
Momentum: Pathways to Healthcare Programme	North Tees & Hartlepool NHS Foundation Trust, 2008.
Open Space Audit	Stockton-on-Tees Borough Council, November 2005; updated May 2008
Primary Capital Programme	May 2008
Regeneration Strategy for Stockton Borough 2007 - 2012	Stockton-on-Tees Borough Council
Shaping our Future: A Sustainable Community Strategy for the Borough of Stockton-on-Tees 2008 - 2021	Stockton-on-Tees Borough Council
Stockton Middlesbrough Initiative – Development Framework	Gillespies Consultants April 2005
Stockton Middlesbrough Retail Study	Joint study on behalf of Stockton-on-Tees and Middlesbrough Borough Councils April 2008
Stockton-on-Tees Climate Change Action Plan 2007 - 2012	Stockton-on-Tees Borough Council March 2007
Stockton-on-Tees Housing Strategy 2008 - 2011	Stockton-on-Tees Borough Council
Stockton Town Centre Study (Draft)	October 2008
Strategic Housing Land Availability Assessment 2008	Stockton-on-Tees Borough Council, October 2008
Strategic Housing Market Assessment 2008 (Draft)	Joint Tees Valley Study October 2008
Student Accommodation (Draft) Study	September 2008

Tees Valley Biodiversity Action Plan	June 1999
Tees Valley Green Infrastructure Strategy	Tees Valley Joint Strategy Unit (Draft for Consultation January 2007)
Tees Valley Gypsy and Traveller Accommodation Needs Assessment Draft)	Joint Study on behalf of the 5 Tees Valley Authorities October 2008
Tees Valley Strategic Flood Risk Assessment	February 2007
Planning the Future of Rural Villages in Stockton	Stockton-on-Tees Borough Council 2008
Wildlife Research Project: Mapping Sensitive Area for Birds Within Stockton and Five Districts of County Durham	March 2009
Wind Farm Development and Landscape Capacity Studies: East Durham Limestone and Tees Plain	North East Regional Assembly August 2009

18 Local Plan Policies to be Replaced by Core Strategy Policies

Local Plan Policy	Core Strategy Polices
Policy GP1	CS2, CS3, CS5, CS6, CS10
Policy EN1	CS10
Policy EN2	CS10
Policy EN5	CS4, CS10
Policy EN11	CS10
Policy EN12	CS10
Policy EN14	CS1, CS10
Policy EN15	CS10
Policy IN5	CS4, CS10
Policy IN6	CS4
Policy IN7	CS4
Policy IN10	CS4
Policy HO8	CS8
Policy HO11	CS3
Policy COMM1	CS6
Policy COMM4	CS6
Policy S1	CS5
Policy TR11	CS2
Policy TR13	CS2
Policy TR15	CS2
Policy TR16	CS2
Policy TR20	CS2

19 Contact Details

If you would like further copies of this plan, please contact:

Tel: 01642 526197

Email: spatialplans@stockton.gov.uk.

If you would like to be kept informed about further planning policy documents and consultations, your contact details can be added to our consultation database. We will use the information you give to let you know about further consultations. The information will be held securely on a database or within a file and will be treated in the strictest confidence and will not be disclosed to any third parties unless allowed by law. Please call us on 01642 526197 or email spatialplans@stockton.gov.uk.

Please address any correspondence to:

Spatial Planning Manager
Planning Service
Stockton Borough Council
Gloucester House
Church Road
Stockton-on-Tees
TS18 1TW

20 Appendix 1 - Spatial Strategy at the Local Level

The Spatial Strategy At The Local Level: Implications Of The Core Strategy For Each Area Partnership Board

The Central Area

This area includes Stockton town, a large part of the river corridor included in the Stockton Middlesbrough Initiative (SMI) area, together with part of the Borough's Western rural fringe.

This part of the Borough will be the area where most change, growth and development will take place. Stockton Town Centre will retain its role as the Borough's main centre, and will seek to develop niche roles, and provide higher order shops, services and facilities to serve the Borough as a whole. Focus will be on key regeneration sites such as North Shore, and existing initiatives will be built upon. The presence of large areas of previously developed land creates an opportunity to transform the river corridor and to provide a high quality environment for sustainable urban living. The Council and its partners will place emphasis on:

- Regeneration and development of previously developed sites, particularly those that are part of the Stockton Middlesbrough Initiative concept, including the North Shore area;
- Regeneration of Stockton Town Centre, including implementation of the Gateway projects, to reinforce its role as the main settlement in the Borough and top of the retail hierarchy;
- Development of specialist roles for the Stockton Town Centre;
- Establishing an evening economy throughout the town centre, with particular emphasis on the Green Dragon Yard area;
- Revitalisation of central housing areas;
- Improvements to the local transport infrastructure to relieve pressure on the trunk road network;
- Maintain and improve the public transport network within and between Stockton and other areas within and outside the Borough;
- Review and rationalisation of car parking provision;
- Improve pedestrian links between the town centre and the riverside;
- Focusing on the river and riverside area, between the Tees Barrage and Victoria Bridge, for leisure and recreation pursuits and the development of a restaurant and café-bar culture;
- Development of leisure, recreation, and cultural activities within the Green Blue Heart, together with flagship projects illustrating what can be achieved through sustainable construction, energy efficiency and use of renewable energy;
- Safeguarding and enhancing buildings, sites, and areas of heritage and cultural importance;
- Limited development in rural areas;
- Safeguarding and improving sites of biodiversity, particularly along the River Tees and Lustrum Beck; and

- Encouraging tree planting and integrated habitat creation and management to support increasing tree cover and biodiversity through the Biodiversity Action Plan.

The Northern Area

This area includes Billingham as the district centre, together with areas of traditional industrial land on the north side of the River Tees out to the chemical cluster at Seal Sands on the coast, with a rural hinterland to the west.

This will be an area where some development, growth and regeneration will take place. Billingham will continue to fulfil its role as a district centre, accommodating growth proportionate to its function. Emphasis will be on maintaining and modernising the traditional heavy industries concentrated in the area, whilst capitalising on new technologies, together with upgrading the quality of the built and natural environment. The Council and its partners will place emphasis on:

- Regeneration and development to support Billingham's role as a district centre, particularly the upgrading of the retail centre and its associated leisure and recreation facilities;
- Developing the evolving role of the Borough's traditional industries, such as chemicals, as an integral part of the economic base;
- Exploring and developing the area's potential for diversifying the economic base through new technologies, such as the generation of renewable energy, reprocessing industries and the development of associated manufacturing industries;
- Further employment development at Belasis Technology Park;
- Promotion of the area as a location for industries which require a river-based location;
- Development of leisure, recreation and cultural facilities within the Green Blue Heart, together with flagship projects illustrating what can be achieved through sustainable construction, energy efficiency and use of renewable energy;
- Maintain and improve the public transport network within and between Billingham and other areas within and outside the Borough and encourage the retention of rail freight links to industrial areas;
- Improving the road network to the east of Billingham to remove heavy goods vehicles from residential areas;
- Remediation and rehabilitation of derelict and underused land;
- Protection and enhancement of the Teesmouth and Cleveland Coast SPA and Ramsar site and areas used by SPA species;
- Safeguarding and improving sites of biodiversity, particularly along the River Tees, at Teesmouth, along Billingham Beck and within green wedges;
- Environmental improvements to the Haverton Hill and Seal Sands corridor;
- Encouraging tree planting and integrated habitat creation and management to support increasing tree cover and biodiversity through the Biodiversity Action Plan;
- Limited development in rural areas, on small infill sites only.

The Eastern Area

This comprises the older settlement of Thornaby, together with the new community of Ingleby Barwick.

This will be an area where some development and regeneration will take place. As with Billingham, Thornaby will continue to fulfil its traditional role as a district centre, serving a more local population. At Ingleby Barwick, emphasis will focus on supporting the provision of facilities necessary to serve the growing community.

The Council and its partners will place emphasis on:

- Redevelopment of Thornaby centre, together with other development of a scale and nature which supports the role of the town as a district centre;
- Continued employment development on Teesside Industrial Estate;
- Regeneration of the river corridor, to support the Stockton Middlesbrough Initiative;
- Development of leisure, recreation and cultural facilities within the Green Blue Heart, together with flagship projects illustrating what can be achieved through sustainable construction, energy efficiency and use of renewable energy;
- Improvement of the vehicular links into the town centre; development of a light rail corridor linking Saltburn to Darlington via Thornaby, with associated upgrading of station facilities;
- Maintaining and improving the public transport network within and between Thornaby, Ingleby Barwick and other areas within and outside the Borough;
- Investigating and supporting ways to improve traffic circulation in Ingleby Barwick;
- Improving pedestrian links across the River Tees and the Leven;
- Improving links to outdoor leisure and recreation activities and open space;
- Provision of facilities to support the sustainability of Ingleby Barwick as a community;
- Completion of residential development at Ingleby Barwick;
- Rationalisation of housing stock in Thornaby;
- Development of the Tees Heritage Park;
- Encouraging tree planting and integrated habitat creation and management to support increasing tree cover and biodiversity through the Biodiversity Action Plan;
- Limited development in rural areas, on small infill sites only.

The Western Area

This area contains the settlements of Preston, Eaglescliffe and Yarm, with rural areas to the south and west. Durham Tees Valley Airport, on the border with Darlington, is an additional asset.

This will be an area where more limited development is likely to take place. Yarm will retain its role as a district centre, building on its niche role in the provision of high quality retail facilities. However, opportunities for further development here may be limited by environmental considerations, in terms of its historic fabric and constrained setting. The Council and its partners will place emphasis on:

- Maintaining the viability and vitality of Yarm as a district centre, with a niche role in the retail market;
- Development which respects the scale and nature of Yarm as a district centre and respects its character;
- Maintain and improve the public transport network within and between Yarm and Eaglescliffe and other areas within and outside the Borough;
- Development of a light rail corridor linking Saltburn to Darlington with associated upgrading of station facilities;
- Supporting measures to upgrade Eaglescliffe station in terms of accessibility and the environment in recognition of the new Sunderland – London route;
- Promoting the potential for river-based tourism, leisure and recreation facilities;
- Enhancing Preston Park as a tourist venue;
- Development of the Tees Heritage Park;
- Safeguarding and enhancing buildings, sites, and areas of heritage and cultural importance;
- Safeguarding and improving sites of biodiversity, particularly along the River Tees and within the green wedge;
- Encouraging tree planting and integrated habitat creation and management to support increasing tree cover and biodiversity through the Biodiversity Action Plan;
- Limited development in rural areas, on small infill sites only.

If you would like this information in any other language or format
for example **large print** or audio please contact
'Joanne Hutchcraft' on 01642 526197.

إذا كنت ترغب الحصول على هذه المعلومات بلغات أو بأشكال أخرى على سبيل المثال
بالطباعة الكبيرة أو بالتصويت المسجل فالرجاء الإتصال 'بدايفرسنتي تيم' (Joanne Hutchcraft)
على هاتف رقم 01642 526197

ARABIC

欲要這份資訊的其它語言版或其它版式例如大字體印刷/錄音帶，請
致電 01642 526197 接洽 '多元化隊' (Joanne Hutchcraft)

MANDARIN

اگر شما این اطلاعات را به زبان یا شکل دیگری مثلا چاپ بزرگ یا بصورت صدا
میخواهید لطفاً با تیم دایورسنتی (گو تاگوئی) (Joanne Hutchcraft) یا شماره 01642 526197 به تماس شوید

FARSI

Si vous souhaitez obtenir ces informations dans d'autres langues ou sous un
autre format, par exemple, en gros caractères / version audio, veuillez
contacter l'équipe "Joanne Hutchcraft" au n° 016 42 52 61 97

FRENCH

ههگهر جهزت لهن به نهم زانیاره به دهسنت بکهونت به زمانه کانی تر بان به شیوه بهکی تر بو نمونه
چاهی گهوره/بان بهتبی توکارکراو نکابه په بوهندی بکه به 'جیمی دايفرسنتی' (Joanne Hutchcraft)
له سهر زمارهکی به له فون 01642 526197

KURDISH

ਜੇ ਤੁਸੀਂ ਇਹ ਜਾਣਕਾਰੀ ਕਿਸੇ ਹੋਰ ਭਾਸ਼ਾ ਜਾਂ ਢੰਗ ਵਿੱਚ, ਵੱਡੇ ਅੱਖਰਾਂ ਵਿੱਚ ਜਾਂ ਟੇਪ/ਸੀ ਡੀ 'ਤੇ
ਚਾਹੁੰਦੇ ਹੋ ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ 'Joanne Hutchcraft' ਨੂੰ 01642 526197 ਨੰਬਰ ਉੱਤੇ ਫੋਨ ਕਰੋ।

PUNJABI

اگر آپ ان معلومات کو کسی بھی اور زبان یا انداز، مثلاً بڑے پرنٹ، آڈیو ٹیپ وغیرہ میں حاصل کرنا چاہیں، تو ٹیما جی ایم
(Joanne Hutchcraft) کو اس نمبر پر فون کیجئے 01642 526197

URDU