

CABINET ITEM COVERING SHEET PROFORMA

AGENDA ITEM

REPORT TO CABINET

16 JUNE 2011

**REPORT OF CORPORATE
MANAGEMENT TEAM**

CABINET DECISION/COUNCIL DECISION

Regeneration and Transport – Lead Cabinet Member – Councillor Smith

Local Development Framework

**Core Strategy Development Plan Document (DPD) Review – Issues and Options Document
Sustainability Appraisal Scoping Report of Core Strategy Review - Issues and Options
Sustainability Appraisal of Core Strategy Review Issues and Options
Habitats Regulations Assessment of Core Strategy Review Issues and Options**

1. Summary

This report advises that as a result of the current economic situation, malaise in the development industry and uncertainties in higher level planning and central government's funding policy, a review of the housing element of the Adopted Core Strategy is necessary, and the detail of that Review and Issues and Options arising for consideration are to be found in the Core Strategy Development Plan Document (DPD) Review Issues and Options Document (the DPD Review Document).

This report summarises the main detail of the DPD Review Document, and notes that a Habitats Regulations Assessment of Core Strategy Review Issues and Options and Sustainability Appraisal of Core Strategy Issues and Options will accompany the Review Document. It seeks consideration and approval of those documents for consultation, delegation of authority to officers to make minor changes to those documents prior to consultation and advises of the next steps towards Preferred Options and submission for independent examination. The DPD Review Document is attached at **Appendix 1**. The Habitats Regulations Assessment of Core Strategy Review Issues and Options and Sustainability Appraisal of the Core Strategy Issues and Options are substantial documents and have therefore been made available for inspection in the Member's Library.

Furthermore, it advises that the Sustainability Appraisal Scoping Report of the Core Strategy Review was prepared earlier this year and consulted upon in March 2010. This document has informed the Sustainability Appraisal of the Core Strategy Issues and Options, and requires adoption by the Council; this report also seeks Member's agreement to adopt the Sustainability Appraisal Scoping Report. This is also a substantial document and a copy has been made available in the Member's Library.

2. Recommendations

It is recommended that Cabinet: -

1. Note the contents of this report;

2. Approve the Core Strategy Development Plan Document Review Issues and Options Document, Habitats Regulations Assessment of Core Strategy Review Issues and Options and Sustainability Appraisal of the Core Strategy Issues and Options for consultation;
3. Agree to a period of public consultation upon the Core Strategy Development Plan Document Review Issues and Options Document, Habitats Regulations Assessment and Sustainability Appraisal of the Core Strategy Issues and Options;
4. Agree to adopt the Sustainability Appraisal Scoping Report of the Core Strategy Review; and to
5. Delegate to Officers any necessary minor amendments to the contents of the Core Strategy Development Plan Document Review Issues and Options Document Habitats Regulations Assessment of Core Strategy Review Issues and Options and Sustainability Appraisal of the Core Strategy Issues and Options prior to the public consultation period.

3. Reasons for the Recommendations/Decision(s)

There is a statutory duty under the Planning and Compulsory Purchase Act 2004 for local authorities to review matters, which may affect the development of their area or planning of development, and accordingly review and adopt a development plan for their respective areas. The Adopted Stockton on Tees Core Strategy is the development plan document that sets out the Council's vision and spatial strategy for meeting known and anticipated development requirements to 2026.

Planning Policy Statement 12: Local Development frameworks states the "Local planning authorities should prepare development plan documents taking into consideration the process of continuous community involvement...and should front load the preparation of development plan documents by facilitating early involvement and securing inputs from the community and all stakeholders".

Following a scoping exercise undertaken by officers, the housing element of the adopted Core Strategy has been examined and found to be in need of review and revision. It is necessary to seek approval of the Core Strategy Review Issues and Options Document, the accompanying Habitats Regulations Assessment of Core Strategy Review Issues and Options and Sustainability Appraisal of the Core Strategy Issues and Options for consultation and to adopt the Sustainability Appraisal Scoping Report of the Core Strategy Review to allow progress towards independent examination and adoption of a revised housing element of the Core Strategy for Stockton on Tees.

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 judgment of the public interest (paragraph 10 of the code of conduct).

A Member with a prejudicial interest in any matter must withdraw from the room where the meeting is being held, whilst the matter is being considered; 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, and if their interest is prejudicial, they must also leave the meeting room during consideration of the relevant item.

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Local Development Framework

Core Strategy Development Plan Document (DPD) - Core Strategy Review – Issues and Options Document

Sustainability Appraisal of Core Strategy Issues and Options

Sustainability Appraisal Scoping Report of Core Strategy Review Issues and Options

Habitats Regulations Assessment of Core Strategy Review Issues and Options

SUMMARY

This report advises that as a result of the current economic situation, malaise in the development industry and uncertainties in higher level planning and central government's funding policy a review of the housing element of the Adopted Core Strategy is necessary, and the detail of that Review and Issues and Options arising for consideration are to be found in the Core Strategy Development Plan Document (DPD) Review Issues and Options Document (the DPD Review Document).

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RECOMMENDATIONS

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DETAIL

The Core Strategy Review DPD Issues and Options Document

Introduction and Context

1. The Stockton on Tees Core Strategy was adopted in March 2010 and contained policies requiring new housing to be located on sites in the Core Area of the Borough, alongside the riverside and in the urban area.
2. On 20th December 2010, Cabinet agreed that, in the light of the downturn in the development industry and prevailing economic situation, a scoping exercise should be undertaken to determine if a review of the housing element of the adopted Core Strategy would be necessary (D100158). Further to this, it was agreed that if a review were considered necessary, that approval would be sought for a work programme and timetable for completion of the work.
3. The scoping exercise has identified that the number of homes that will be built between 2004 and 2028 is about 2800 less than the number needed to address housing need and demand. Contributory factors include the current economic situation and the dwindling supply of public finance to support those schemes in the Core Area that require public subsidy. Officers have therefore taken the view that the housing element of the adopted Core Strategy is not deliverable unless new housing sites are identified and allocated.
7. It is for those reasons that a review of the Council's locational strategy for housing is taking place and subsequent work to identify deliverable sites to accommodate new housing development in the Borough has commenced. The DPD Review Document is the first stage in this process. It identifies a number of potential housing sites across the Borough and will be the subject of an extensive consultation exercise to determine which should be allocated for housing.
8. The adopted Core Strategy will continue to provide a sound basis for considering sustainable and sustained growth in the Borough. At this stage, the intention is not to completely re-work the existing Core Strategy but to build on its provisions and to indicate how the housing objectives might be delivered in the future, in the light of experience and changing circumstances since it was prepared and adopted.

Issues and Options

9. The DPD Review Document is the basis for a formal debate about housing in the Borough. It acknowledges the relationship between the Sustainable Community Strategy and the Core Strategy and confirms that the appropriate early stages of a Sustainability Appraisal and Strategic Environmental Assessment Scoping Report have been prepared. In setting out the context of the Review, the document discusses the likely impact more generally of the Localism Bill, Neighbourhood Development Plans, Neighbourhood Development Orders and Community Right to Build, Liberalisation of the Use Class Order, and the New Homes Bonus.
10. The review has identified that from 2021 to the end of the plan period there are not enough sites that are both deliverable and compliant with the adopted Core Strategy to meet the housing target. The result is a gap of about 2800 dwellings. The review will seek to ensure that the site selection process identifies the most sustainable locations for a housing site or sites to allocate. The DPD Review Document also states the reasons why identifying sites to accommodate approximately 2800 dwellings through a review of the Core Strategy is important. The reasons are as follows:
- Ensuring that development is in the most sustainable locations and co-ordinated with the provision of infrastructure
 - Providing affordable housing
 - Enhancing economic competitiveness
 - Addressing housing need and demand
11. The document sets out the background and context to the issues and options and sets out the site options together with site maps and details such as site descriptions. The Issues and Options stage is an exercise that includes sites that have significant policy or environmental constraints. The DPD Review Document makes clear that the inclusion of such sites does not reduce in any way the weight that the Council attaches to these constraints. It does not imply any Council support for a site. They are options from which the Council will select a preferred site or sites and will subsequently consult on these.
12. **Issue 1: Deliverability:**
- a) Potential Housing Sites in the Core Area
Identifies that sufficient sites cannot be identified in the Core Area with enough certainty that they will be developed between 2013 and 2028 on the basis that the public investment required for these sites is overwhelmingly uncertain, and that sites that have been previously identified as regeneration sites may well come forward at a time beyond the plan period.
- b) Potential Housing Sites on School and Hospital Land
States that funding has been cancelled for Building Schools for the Future programme and reduced for the new hospital at Wynyard, and that this puts into jeopardy the release of land for housing envisaged as a result of the subsequent rationalisations of land use arising from this process.
13. **Issue 2: Strategy**
- Sets out that a strategy to provide for deliverable housing sites may include urban extensions, conurbation sites, and village extensions, and that potential sites have been identified at:
- Wynyard Hall Estate
 - Wynyard Park
 - Land east of Wynyard Village
 - North West Billingham
 - North West Billingham

- Billingham Bottoms
- Harrowgate Lane, West Stockton
- Yarm Back Lane, West Stockton
- West Preston
- Land South of Preston Farm Industrial Estate
- Land at Durham Lane Industrial Estate
- Land at Urray Nook – Site 1
- Land at Urray Nook – Site 2
- West Yarm
- South West Yarm
- South East Yarm
- Land at Ingleby Barwick

The question asked is whether the Strategy for delivering sites for new homes should concentrate on a single large site or allocate new housing on a combination of types of site.

14. **Issue 3: Urban Extensions**

Explains that urban extensions provide opportunities for concentrated rather than sprawling development, and by virtue of their scale, and if carefully designed and developed to produce integrated, holistic settlements, they can encourage and accommodate highly sustainable patterns of living. It is acknowledged that the allocation of an urban extension would not be consistent with the adopted Core Strategy. However, it is unlikely to be possible to achieve the housing requirement to 2028 without allocating sites of a significant scale such as urban extensions.

The question is whether urban extensions should be allocated and potential sites are identified for consideration at:

- North West Billingham
- Harrowgate Lane, West Stockton
- Yarm Back Lane, West Stockton
- West Preston
- West Yarm
- South West Yarm
- South East Yarm

15. **Issue 4: The Conurbation**

Sets out that large-scale strategic sites on land within the conurbation have been identified for housing, and these include existing employment land and land currently designated as green wedge. The question is whether large strategic conurbation sites should be allocated and potential sites for this purpose are identified at:

- Billingham Bottoms
- Land South of Preston Farm Industrial Estate
- Durham Lane Industrial Estate
- Land at Urray Nook – Site 1
- Land at Urray Nook – Site 2
- Land at Ingleby Barwick

16. **Issue 5: The Villages**

The Review explains the adopted Core Strategy, which states that there will be no site allocations in the rural parts of the Borough, but notes that new legislation could provide the means for rural communities to promote development should they wish to do so.

A summary of the findings of the Council's audit of village services and facilities in 'Planning the Future of Rural Villages in Stockton on Tees' are set out for information. The potential scale, function, benefits and disbenefits of village extensions are discussed. The questions asked are should village extension be allowed for some development, and if so, should this be limited to the more sustainable villages such as Stillington, Long Newton, Carlton, Maltby, Kirklevington, Wolviston, and again if so, by how much. Furthermore, it asks if infill development should be allowed in all the villages in the Borough, thereby adding the villages of Redmarshall, Hilton, Elton, Thorpe Thewles, Wynyard, Whitton Cowpen Bewley and Aislaby to the list of settlements available for infill development.

17. **Issue 6: Wynyard**

Discusses the future of Wynyard, and in particular Wynyard Park where a significant amount of land is permitted for employment development. Explains that Wynyard Park is a Key Employment Location, and that there is insufficient highway capacity to accommodate the traffic arising should all development permitted there be implemented.

The questions surrounding the broad employment strategy that should be pursued are whether Wynyard should continue to provide a significant amount of office development opportunities in line with the current permissions, consider alternative uses- to reduce the impact on the highway, allow a different mix of uses - with a varying proportion of housing, or a different strategy entirely.

18. **Issue 6b: Wynyard as a Housing Location**

Wynyard is identified as an executive housing location, but with very few commercial and community facilities. It is acknowledged that residents rely on the private car to access basic services. Furthermore, it explains that an increase in the number of residents could help to improve the sustainability of Wynyard and address the housing requirement but place a strain on highway capacity. Sites at Wynyard Hall Estate, Wynyard Park (to the north of the A689) and Land to the east of Wynyard Village, could collectively address the highway implications arising from such a large development; a comprehensive masterplan may deliver that development. The questions query the potential location of new development at Wynyard, the types of properties that ought to be provided and how links between the northern and southern areas of Wynyard could be improved.

19. **Issue 7: The Identified Sites**

Potential site options have been listed and mapped in the document. The document asks for views on the extent of those boundaries, any additional information about the identified sites, which might help in further assessments, and the details of any additional sites for consideration that may help provide for housing.

20. **Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) for Stockton-on-Tees Borough Council's Core Strategy Review**

Scoping Report

The Scoping Report records the process of deciding on the scope and level of detail for the Sustainability Appraisal, including the Sustainability Objectives, issues which need to be considered and the assessment methods to be used. A Scoping Report for the Core Strategy was produced in 2005 and an updated Scoping Report for the Local Development Framework was produced in May 2010. Neither of these two documents relate to the Core Strategy Review.

In 2011, an updated Scoping Report relating to the Core Strategy Review was consulted upon for a five-week consultation period beginning in March. The Council specifically consulted the three statutory bodies, English Heritage, Natural England and the Environment Agency, and selected organisations with social, economic or environmental responsibilities.

Comments were received from the following sources and a summary of those consultation responses are provided within the Scoping Report Document and attached at **Appendix 2**:

- Natural England
- Environment Agency
- English Heritage
- Sport England
- Tees Archaeology
- Tees Valley Unlimited.

The Scoping Report has been amended, in response to the comments received, and has been used to inform the Sustainability Appraisal of the Core Strategy DPD Review Core Strategy Issues and Options. A Consultation Statement and an Infrastructure Strategy will also support later versions of the document.

21. Sustainability Appraisal and Habitats Regulations Assessment of Core Strategy Review Issues and Options

A Sustainability Appraisal and a Habitat Regulations Assessment of the Development Site Options will accompany the DPD Review Document. These documents are statutory requirements for land use plans and consider the environmental, social and economic impacts of the plan and the potential for impacts upon sites designated as of European importance for their nature conservation value. Both documents will be published for consultation along side the DPD Review Document.

22. **THE NEXT STEPS**

Following the initial round of consultation, the preparation process can be divided into 3 further stages:

- **Production** – preparation of Preferred Options (formal consultation/participation will take place on these), followed by the preparation and submission of the Core Strategy Review development plan document in the light of representations on the preferred options
- **Examination** – the independent examination into the soundness of the Core Strategy Review
- **Adoption** – the Inspector’s report and adoption

The Core Strategy Review will be scheduled in the next revision of the Local Development Scheme.

23. **VIEWS OF THE LOCAL DEVELOPMENT FRAMEWORK MEMBER STEERING GROUP AND PLANNING COMMITTEE**

The DPD Review Document and accompanying documents will be discussed at the LDF Member Steering Group on 14 June and Planning Committee on 29 June. Any comments and amendments arising from those meetings will be reported verbally at Full Council on 29 June.

FINANCIAL IMPLICATIONS

24. This stage of production of the document can be made within existing budgetary provisions.

LEGAL IMPLICATIONS

25. Pre-submission consultation relating to the preparation of Development plan Documents is a statutory requirement of the Town and Country Planning (Local Development) (England) Regulations 2004. Failure to comply would lead to the Core Strategy Review being found “unsound”.

RISK ASSESSMENT

26. This Core Strategy Review Development Plan Document Issues and Options Document is categorised as low to medium risk. Existing management systems and daily routine activities are sufficient to control and reduce risk. However, delay at this stage could lead to difficulties in meeting subsequent target dates for the preparation of and consultation on the Preferred Options and Submission documents, independent examination and adoption of the Core Strategy Review.

SUSTAINABLE COMMUNITY STRATEGY IMPLICATIONS

Economic Regeneration and Transport

27. Economic regeneration and transport strategy and the development of policies to assist delivery remain central to the adopted Core Strategy and are unaffected by the Review.

Safer Communities

28. The Adopted Core Strategy also aims to ensure development can make a positive impact to the safety and well being of the Borough’s residents. The Vision specifically refers to the “creation of safe, healthy, prosperous, inclusive, sustainable communities”. Safety and well-being are central to proposals, and that aim and vision remains unaffected by the Review.

Children and Young People

29. **None specific, but implications arise in other sections.**

Healthier Communities and Adults

30. The Adopted Core Strategy seeks to bring together the spatial aspects of other plans and strategies, and the implications of policies for the health of the community are taken into account through the Sustainability Appraisal. The Vision specifically refers to the creation of healthycommunities and a holistic approach has been taken to considering the impact on health of providing quality homes, access to employment opportunities, improved access to health care, sport, leisure and recreation facilities. Under the Review, the vision remains unaffected.

Environment and Housing

29. The Core Strategy DPD and the DPD Review Documents aim to ensure that development makes a positive contribution to sustainable development within the Borough of Stockton-on-Tees. Sustainability is at the heart of adopted policies, and new strategies and policies will also seek to enhance the quality of the Borough’s natural and built environment.

Stronger Communities

30. See 'Safer Communities' and 'Healthier Communities and Adults'.

Older Adults

31. None specific, but implications are included in other sections.

Arts Leisure and Culture

32. Improving the "cultural" offer of the Borough is a strand which is incorporated in the Core Strategy DPD, and remains unaffected by the Review.

EQUALITIES IMPACT ASSESSMENT

31. This report is not subject to an Equalities Impact Assessment as it does not contain new policy, but sets out issues and options for consideration and comment.

CONSULTATION INCLUDING WARD/COUNCILLORS

33. As this is a Borough wide document, it is not possible to identify specific wards or ward councillors for consultation. The document will be subject to a full public consultation for a period during July-September 2011, with the dates to be determined in the near future.

Name of Contact Officer: Matthew Clifford

Post Title: Principal Planning Officer, Spatial Planning Section

Telephone No. 01642 526049

Email Address: matthew.clifford@Stockton.gov.uk

Education related? No

Background Papers:

Planning Policy Statement 12: Local Development Frameworks

Adopted Core Strategy Development Plan Document March 2010

Core Strategy Development Plan Document Review - Issues and Options Document May 2011

Sustainability Appraisal of Core Strategy Issues and Options

Sustainability Appraisal Scoping Report of Core Strategy Review Issues and Options

Core Strategy Development Plan Document Review Habitats Regulations Assessment of Core Strategy Review Issues and Options

Ward(s) and Ward Councillors: **ALL WARDS AND WARD COUNCILLORS**

Property: **N/A**