

Appendix 3 Topic Papers

Housing Need and Demand Topic Paper

Housing Site Selection Topic Paper

Yarm and Kirklevington Topic Paper

Wynyard Topic Paper

Health and Safety Constraints Topic Paper

Stockton-on-Tees Borough Council Housing Need and Demand Topic Paper

February 2015

Responses to comments relating to housing need and demand

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Introduction

1. A number of representations have been received relating to housing need and demand. This topic paper responds to those representations. Housing need and demand covers a broad area and this is reflected in the range of representations that have been received.
2. The local planning authority is not reviewing the housing requirement as part of the Core Strategy Review of housing options. It is only looking at the locations where housing sites will be allocated, that is to say the spatial distribution of housing sites. Nonetheless representations have been received relating to the overall housing requirement. These representations include both the contention that the overall housing requirement is too low and that it is too high. One section of this paper therefore sets out why the Council believes it is appropriate to retain the average annual housing requirement stated in the adopted Core Strategy and rolling this forward to 2030.
3. The issue of housing need and demand in the context of the different housing sub divisions has been raised by some respondees. Comments include that the housing need and demand for the Billingham sub division has not been met and that the housing allocation to the Yarm and Eaglescliffe area is excessive. It has also been contended that the approach to meeting rural housing need and demand is too restrictive and that the need rural affordable housing has not been adequately addressed. A section of this paper responds to those representations.
4. The affordable housing requirement has been the subject of some responses and this also forms a section of this paper. These include the contention that full annual affordable housing requirement identified in the 2012 Tees Valley Strategic Housing Market Assessment (2012 TVSHMA) should be planned for. This issue is addressed in the affordable housing section of this paper.
5. The needs of the ageing population and vulnerable groups are one very important aspect of housing need and demand. The evidence relating to this topic and the policy response are summarised.
6. The need and demand for executive housing is particularly relevant in the context of the Wynyard Village housing allocation. A section of this paper provides a definition of executive housing and discusses the evidence of a need and demand for executive housing in the Tees Valley and why Wynyard is considered to be a suitable location for this type of development.
7. Some respondees have commented on the housing delivery plans of the local planning authority for meeting housing need and demand. A section of this paper discusses the issues raised by these representations. These include whether only a minimum buffer of 5% should be added to the housing requirement or whether a 20% buffer should be added.

The Regional Context

8. The housing requirement for the Borough of Stockton-on-Tees has been determined through the process of producing the North East of England Plan: Regional Spatial Strategy to 2021 (referred to as the regional strategy for simplicity). The regional strategy was produced by the former North East Assembly. The regional strategy determined the Tees Valley requirement and the apportionment to the Borough of Stockton-on-Tees. This was then incorporated in the Adopted Core Strategy (March 2010). In order to be adopted the Core Strategy, including the housing requirement, had first to be found 'sound' by an independent inspector.

The evidence that supported the housing requirement for Stockton-on-Tees

9. The first point to emphasise is that the Regional Strategy housing target for Stockton (and the other Tees Valley authorities) was not imposed from the top but built up through working with all the authorities to reach a housing requirement target that all the Tees Valley authorities supported. This meant that a consistent approach could be taken at the Examination in Public for the Regional Strategy. It is clearly not possible to divorce the assumptions for housing made for Stockton without considering the wider Tees Valley context. It is also important to understand that the housing requirement was not trend-based; that is to say that although trend-based data was taken into account it also reflected the policy aspirations of the Tees Valley authorities.
10. Key assumptions behind the 'Tees Valley' housing requirement were as follows:
 - Net migration (the rate of people moving in less the rate of people moving out) rates for 2001 – 2005, indicated a strong case for an optimistic outlook on future migration rates
 - Grounds for optimism for faster economic growth reflected in work done by the Northern Way, City Region Development Programme and Tees Valley Vision
 - A locational strategy focussing future development in city regions
 - Major regeneration proposals in the pipeline and initiatives to re-structure the housing market
 - Providing more choice and variety of housing type and location
11. A number of trends in population and housing had been apparent since 1991:
 - Slowing rate of population decline
 - Between 1991-2001 there was an average net migration loss of 1500 per annum, but a much lower net loss of 700 per annum in the period since 1998/99
 - Higher rate in household numbers
 - Increase in number of net dwellings
12. The policy based housing projection submitted to the Panel for the Examination in Public of the Regional Strategy (as opposed to a trend based projection) included key economic factors such as:
 - A strong manufacturing based centred on the steel and chemical sectors contributing to national exports

- Strong growth of jobs in the service sector to replace those lost in manufacturing.
13. Economic growth was complemented by much lower net migration losses – the lowest at that time in the last 30-40 years. The economic case was built up around a number of sources of evidence including:
- The Northern Way Growth Strategy
 - Centre for Economics and Business Research report "The implications of a Prosperous North East for the RSS" that indicated even under a no change structural change model there was potential for 24,000 more jobs to be created in the Tees Valley to 2021 and an improved annual growth rate in GVA of 2.87% from 2004-2021
 - New developments in the chemical and processing sectors
 - The Role of Teesport and its expansion
 - The role of Durham Tees Valley Airport
 - Tees Valley regeneration projects
 - Growth in university/education sector
14. The assumptions for housing at Tees Valley level were as follows:
- Net migration is zero
 - Birth and death rates follow national trends but retaining local differentials
 - Household formation rates were the same as those used in central government forecasts
15. The distribution of the Tees Valley housing requirement between the local authorities (particularly in the first two periods of the Regional Strategy 2004-2011 and 2011-16) needed to reflect the scale of existing commitments, and allow positive intervention in the housing market including support for the housing element of major regeneration and flagship projects and re-structuring within a number of areas and communities. In Stockton, key factors included the Riverside providing a focus for further office development, employment uses, housing and the expansion of Durham University's Queens Campus on the North Shore site.

Commentary

16. The economic case referred to a projected annual growth rate in GVA of 2.87% (see 2nd bullet point, paragraph 13). The CPRE have commented 'That growth has not occurred in recent years and there is no evidence to suggest that it will be achieved in the future, at least in the short term' and the continued validity of this assumption has also been questioned in some representations from local residents. Conversely Nathaniel Litchfield and Partners have suggested a range of scenarios including growth of almost 5%.

The opportunity to determine housing targets locally

Introduction

17. The detail behind the housing need that informs the housing requirement for the Core Strategy is contained in a number of papers published as part of the process of producing the Regional Strategy. The housing targets for the Borough of Stockton-on-Tees stated in the Regional Strategy were then incorporated in the Stockton-on-Tees Core Strategy. These figures have been accepted both by the Panel for the Examination in Public of the Regional Strategy and by the Inspector for the Examination in Public of the Core Strategy.
18. The Localism Act 2011 provided for the abolition of regional strategies. The revocation order for the Regional Strategy for the North East came into force on the 15th April 2013. One of the consequences is that the local planning authority has the opportunity to determine the Borough's housing requirement. This is subject to that requirement being robustly evidenced.
19. This section of the topic paper responds to the representations summarised below by discussing the latest evidence available regarding overall housing need and demand including the latest trend-based household growth projections, migration trends and the plans of other Tees Valley authorities that have the potential to impact on the level of migration into Stockton-on-Tees and economic growth.
20. This section of the topic paper then concludes by explaining why the preference of the Council is to retain the housing requirement in the adopted Core Strategy and roll this forward to the end of the period covered by the Regeneration and Environment Local Plan.

Representations

21. A number of representations have been received in respect of the housing requirement set out in the Preferred Options. Comments include that the local planning authority should take advantage of the opportunity to determine housing targets locally and revise the housing requirement as it is derived from the Regional Spatial Strategy which adopted in July 2008. This has been contended both by consultees who wish to see the housing requirement reduced (these include local residents and the Campaign for the Protection of Rural England) and by Nathaniel Litchfield and Partners (NLP) contending that it should be increased. Arguments made by local residents and the CPRE include that the economic growth assumptions made in the context of the Regional Spatial Strategy are no longer valid in the context of the challenging economic circumstances that have been experienced nationally. Representations have also included the contention that the Borough's housing delivery strategy should be based on the re-use of empty properties.
22. NLP contend that the household projections derived from the ONS 2010-based sub national population projections (SNPP) should be used to inform an updated housing requirement. The household projections derived from the ONS 2010-based SNPP for Stockton-on-Tees shows a trend-based projection which is significantly higher than the housing requirement in the

adopted Core Strategy. NLP also maintain that an additional allowance for economic growth should be made on top of the trend-based based estimates for population and household growth.

Context

The housing requirement

23. In order to extend the time horizon of the Core Strategy the housing numbers in the latter phase of the plan have been rolled forward to 2030. This will provide a 15-year plan period when the RELP is adopted. Table 1, below, summarises the total housing requirement.

Table 1 – The housing requirement 2015 to 2030

Period	Total dwellings	Dwellings per annum
2015-2016	530	530
2016-2021	2,625	525
2021-2024	1,665	555
2024-2030	3,330	555
Total	8,150	545

The housing requirement over the 15 year period 2015 to 2030 covered by the plan is 8150 dwellings. The average annual housing requirement over the period 2015 to 2030 is 545 dwellings (figure rounded).

The national planning policy context

24. A number of references in the National Planning Policy Framework (NPPF) place significant importance on having a robust evidence base to justify local plan decisions relating to housing and economic development needs, with paragraph 47 specifically stating that local planning authorities should ‘use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework...’
25. The NPPF sets out the Government Strategy for achieving sustainable development, setting out a ‘presumption in favour of sustainable development’. The NPPF places significant emphasis on boosting housing supply, positively seeking the opportunities to meet the development needs of the area, and responding to market signals. As well as providing new homes the NPPF requires local planning authorities to identify and bring back into use empty housing.
26. Local planning authorities are required to produce a Strategic Housing Market Assessment (SHMA) in order to have a clear understanding of housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA should assess the full housing needs, identify the scale and mix of housing the population is likely to need over the plan period which meets household and population projections, taking account of migration and demographic change; address the need for affordable housing; and caters for housing demand.
27. In doing so local authorities are required to discharge their legal duty to cooperate on planning issues that cross administrative boundaries. This

involves collaborative working on strategic priorities across local boundaries, as well as with Local Enterprise Partnerships and infrastructure providers. The housing requirement of each local authority has important cross boundary impacts that should be considered.

Evidence

The Tees Valley Strategic Housing Market Assessment (SHMA)

28. The Tees Valley Strategic Housing Market Assessment was updated in 2012. Whilst this provides significant evidence relating to the housing market area and affordable housing needs, it does not objectively assess the housing requirement for the Borough or the Tees Valley.
29. Whilst a sub-regional housing market exists, this topic paper assesses the housing requirement of the Borough at local authority level only, recognising that the adjacent Tees Valley Local Authorities have undertaken their own studies. However, the findings of the work should consider the different housing markets working in the area, especially the duty to co-operate implications of the cross-boundary role performed by Ingleby Barwick and Yarm.

Population estimates and projections

30. Household projections are produced by the Department for Communities and Local Government (CLG), based on population projections produced by the Office of National Statistics (ONS). Both the population and household projections are trend based, using information about what has happened in the past to project forward.
31. These projections provide the starting point for understanding the level of housing development required in a local authority. However, they are not forecasts as they do not attempt to predict the impact that future government policies or other factors might have on demographic trends. If there is strong justification, it can be appropriate to take a policy decision to plan for a different housing requirement than the trends suggest.
32. The Office of National Statistics (ONS) undertakes a census every ten years, the most recent being in 2011. The census provides a point in time snap-shot for information on housing and population that central and local government needs to develop policies, and to plan and run public services such as health and education. In addition to undertaking the Census, the ONS produces 'mid-year estimates' which provide an estimate of the population for each year following the census.
33. When the census is undertaken, ONS must reconcile the figures in the Census and the mid-year estimates to provide a robust estimate of the population. This has resulted in:
 - The 2001 census being considered to be an under-recording of the population of the Borough. Therefore ONS added an additional 5,400 people to the mid-year estimate (183,800), but did not alter the census figure (178,400);

- The 2011 census finding that less people lived in the Borough than expected. The mid-year estimate for 2011 therefore includes a reduced population from the 2010 mid-year estimate of -600 people

34. Table 2, provides the mid-year population estimates for every five years since 1991 when there were 175,200 people, along with the latest population estimate for 2012. Over the period the population of Stockton Borough has increased by about 17,200 people, about 820 people a year. This is a much larger increase than the wider Tees Valley, largely because of a decline population in the Tees Valley between 1991 and 2001.

Table 2 Population change in Stockton-on-Tees and the Tees Valley 1991 to 2012 (ONS mid-year estimates)

Mid-Year Estimate	Stockton-on-Tees		Tees Valley	
	Population	Change	Population	Change
1991	175,200	-	656,200	-
1996	177,700	2,500	654,700	-1,500
2001	183,800	6,100	652,300	-2,400
2006	187,900	4,100	655,400	3,100
2011	191,800	3,900	663,000	7,600
2012	192,400	-	663,600	-
Total Change	17,200	-	7,400	-
Annual Average	-	820	-	350

Source: ONS

35. Natural change (net change from births and deaths) and Migration are the main 'components of change' of the population. ONS use this information at a national level to inform population projections which are projected from a baseline population using trend based assumptions on the level of natural change and migration over the period. ONS then produce 'sub-national' projections for smaller geographies, like local authority boundaries, using local mortality, fertility and migration trends to provide a locally specific projection.
36. The 2011 projection was based on the population estimates from the 2011 census, but used trend information from the 2010 population projection, which were not influenced by the census. This increased uncertainty meant that the projection was given an 'interim' status. Whilst this projection and the 2008 projection are now out of date, they are presented alongside the 2012 based population projection in Table 3 as at the time of writing the 2012 based population projection had not been converted in to a household projection. This allows a comparison to be made between the population projections and the household projections in Table 4.

Table 3 – ONS Population projections

Base Year	2015	2020	2025	2030	Change		
					Total 2015 to 2030	Annual	
2008	189,800	196,900	202,300	207,400	211,600	14,700	980
2010	192,300	198,800	205,000	210,300	214,400	15,600	1,040
2011	191,824	197,906	205,314	-	-	7,709*	1,542
2012	192,406	195,665	201,527	206,753	211,005	15,340	1,022

*Total change for 2015 to 2020

37. The 2012 population projections have a lower growth in population than the 2011 interim projections, with the population growing by over 400 people less per annum. Whilst the 2008 and 2010 projections show a growth similar to the 2012 projection, the baseline figures for the projection are based on pre-2011 census estimates which over-estimated the baseline population and inflated the housing requirement. Therefore the 2012 based CLG household estimates are likely to be below those already released that are discussed below.

Household Projections

38. CLG convert the ONS population projections household projections population. The first stage of this is to discount the population that lives in communal establishments. This then provides a private household population, which is converted to a dwelling requirement using assumptions called 'headship rates' or 'household representative rates' which are based on the probability that a person of a particular age group and gender will be the head of a household.
39. The latest available household projections are the 2008 based household projection and the 2011 interim household projection, which are summarised in Table 4 below.

Table 4 – Households projected by 2008 and 2011(interim) CLG household projections

Period	Households	Annual change
2008 - 2033	18,000	720
2011 - 2021	7,253	725

Source: ONS

40. Published in November 2010, the 2008 based household projections are based on the 2001 Census and cover the 25 year period between 2008 and 2033. The projection requires +720 households per annum to be created between 2008 and 2033. Between the 2008 to 2023 period the household growth rate is highest +800 per year before reducing to +600 per year for the remainder of the period.
41. The 2011-based household projections were published in 2013. They project forward 10 years to 2021 instead of the usual 25 years shows the CLG 2011-based household formation projections for Stockton-on-Tees. The average rate over the period is 725 households forming per year.
42. However, as the 2012 based population projection anticipates a smaller population in the Borough than set out in previous projections, it is anticipated that the revised CLG projections (expected in February 2015) will show a smaller household requirement for the Borough than the 2008 - based and the 2011 - based CLG household projections.

Natural change

43. Table 5 below displays the total births and deaths in Stockton on Tees for the period 2006 to 2012 as recorded by ONS. This shows the fairly consistent

trends that have resulted in a positive natural change in each year throughout the period.

Table 5 – Births and deaths in Stockton on Tees Borough

Year	Births	Deaths	Natural Change
2006	2,385	1,741	+644
2007	2,276	1,746	+530
2008	2,449	1,767	+682
2009	2,443	1,679	+764
2010	2,478	1,604	+874
2011	2,432	1,662	+770
2012	2,444	1,634	+810
Total	16,907	11,833	+5,074
Average	2,415	1,690	+725

Source: ONS Births and Deaths Registrations information

44. Table 6 below shows the birth and death projections from the 2012 based population projections.

Table 6 – Natural change projected in 2012 based population projection

Component of Change	Annual Average
Natural Change	733
Births	2,450
Deaths	1,700

45. Table 5 and Table 6 reflect the well-documented ageing population in the Borough which means that the birth rate is exceeding the death rate.

Migration trends

46. The previous long term trend for in-migration to the Borough between 1999 and 2012 is that there was a net migration of +293 people per year on average.
47. A significant amount of this migration has been from adjacent Middlesbrough Borough and Redcar & Cleveland Borough. ONS figures indicate that between 2002 and 2012 about 4,070 people (net) have moved from Middlesbrough to Stockton on Tees Borough. Similarly 828 people (net) have moved from Redcar & Cleveland to Stockton on Tees Borough.
48. However, Stockton-on-Tees Borough also experiences significant net out migration to other parts of the UK which means that total net migration reduces to 1,822 between 2002 and 2012. Clearly population growth in Stockton-on-Tees Borough is influenced by in migration from adjacent local authorities.
49. Both Middlesbrough and Redcar & Cleveland local authorities have acknowledged this trend, recognising that they have historically provided insufficient housing to meet the needs of their populations. This is a trend which dates back at least as far as the Cleveland Structure Plan (1990 & 1995) where the housing allocation at Ingleby Barwick in Stockton Borough

exceeded the housing requirements for both Middlesbrough and Redcar & Cleveland. Of particular significance for Stockton-on-Tees is the newly adopted Middlesbrough Local Plan. The Inspectors Report for the Middlesbrough Housing Local Plan refers as follows to Middlesbrough's relationship with the other Tees Valley authorities in the context of housing requirements:

Middlesbrough has steadily been losing population since 1961 to 2011, albeit at a slower rate over the last decade. The census figure in 2011 was some 2300 lower than that predicted by the 2010 Office of National Statistics (ONS) predictions. The evidence demonstrates that Middlesbrough has experienced high levels of outmigration to adjoining local authorities where higher levels of new build housing have occurred and where there is a wider choice of housing available. 77% of net internal outmigration from Middlesbrough was to elsewhere in Tees Valley of which nearly 60% was to Stockton (paragraph 16, Report on the Examination of Middlesbrough Housing Local Plan, 31st October 2014)

50. The Inspector's Report continues by commenting that the Middlesbrough Housing Local Plan will reverse this trend by providing 'a suitable mix of housing in locations that will be attractive to those currently leaving' (paragraph 18). This is then amplified as follows:

This option is based on retaining households generated within Middlesbrough within the Borough itself. It has had regard to natural change within the Borough rather than across Tees Valley as a whole and thus aligns with the Council's objective of stemming out-migration. The requirement of 410 dpa is within the mid-range of the various options considered by the Council which ranged from 263 dpa to 558 dpa. It is higher than the DCLG forecasts (paragraph 20).

51. The Redcar & Cleveland Corporate Plan acknowledges this issue as follows:

The 2012-based ONS sub national population projections suggest that the population of the borough is now set to be broadly stable in the medium-to-long term. However, we recognise the need to begin the process of reversing the historical decline, in order to assist with our objectives to increase employment, stimulate economic growth and rebalance the population profile. Therefore, we will aim to grow our population by approximately 2,500 more than the ONS projections over the next 10 years, with a particular focus on attracting families to the borough (page 11).

Economic growth

52. The NPPF includes the core planning principle that plans should 'proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs'. The NPPG advises that 'Local Plans should be aspirational but realistic'.

53. The trends in the 2012 ONS SNPP are based on a 5-year period (2008 – 12) which was characterised by a significant economic downturn which impacted on the global, national and local economy. There is also a historic trend for out-migration from Tees Valley with the 2012 SNPP identifying a net out-migration of 1,700 people. However, this out-migration is masked by natural change which creates population growth in the area.
54. It is expected that the trend for out-migration from the Tees Valley will reduce the level of housing projected to be required by CLG.

The Regional Spatial Strategy

55. The economic case for the housing requirements in the Regional Spatial Strategy included a projected growth rate to 2021 of 2.87% for the Tees Valley. Growth rate in this context refers to the growth in Gross Value Added (GVA). GVA is a measure in economics of the value of goods and services produced in an area, industry or sector of an economy.
56. Representations from the CPRE and local residents have stated that this growth rate is not being achieved and that the housing requirement should reduce on this basis. However, the GVA growth rate that was achieved for the Tees Valley over the period 2004 to 2011 was 2.65% which is still very positive in the context that this included from 2008 to 2011 a period of very challenging economic circumstances. Moreover, it is clearly the Government's intention that local planning authorities plan positively for a resumption of growth.

Job requirements

57. The Tees Valley Strategic Economic Plan (SEP) sets out the economic growth aspirations of the Local Enterprise Partnership up to 2024, the same time horizon as the adopted Core Strategy. A key aim of the SEP is for 25,000 more people to be employed in the Tees Valley economy, an increase of about 10%.
58. A successful SEP requires a large increase in the employment rate of the working age population in the Tees Valley, from 64.5% to the national average employment rate (71.1%), which creates a need for an additional 28,000 jobs. The latest employment rate (January to December 2013) for the Borough at 71.2% is already above the SEP aspiration. However, in order for the SEP to be achieved across the area, the employment rate in the Tees Valley and each constituent local authority must also increase.

Commentary

59. The housing requirement that is incorporated in the adopted Core Strategy was prepared in accordance with the now revoked Regional Spatial Strategy. It is acknowledged that following the introduction of the NPPF and the NPPG the context in which housing requirements are now formulated has changed significantly.
60. The housing requirement does not form part of the Core Strategy review of housing options, the results of which have been incorporated in to the RELP. For this, reason this topic paper has not undertaken a full objective assessment of housing need.

61. However, it has responded to representations from CPRE and local residents contending that it should be lower and from NLP and others contending that it should be higher. In responding to these representations the Council has identified the following factors which suggest that the housing requirement would remain valid if a full objective assessment of housing need were undertaken.
62. It is important for the economic growth of the area that additional housing is built to provide opportunities for the in-migration of highly skilled workers to fill positions in key economic sectors in the Borough. Stockton on Tees Borough has several of the most attractive housing locations in the Tees Valley, which are attractive to in-migrants to the Tees Valley as well as existing residents.
63. The SEP has a key aim of creating an additional 25,000 jobs in the Tees Valley by 2024. It is also an aspiration of the SEP that the employment rate in the Tees Valley increases. This successful implementation of the SEP therefore will support housing demand through job creation. However, it is also an aspiration of the SEP that the majority of the additional jobs are taken up by existing Tees Valley residents which, if successful, will reduce the new housing needed.
64. The population of the Borough is ageing. This has resulted in a positive natural change trend i.e. births are exceeding deaths.
65. The trend projected forwards by CLG 2008-based and by the interim 2011-based household growth projections is higher than the housing requirement in the adopted Core Strategy. However, the projections are trend based; that is to say they reflect existing population trends over a specific period but are not sensitivity tested to take into account changing circumstances. The housing stock within the local authority area has clearly been attractive to residents of adjoining local authorities who have migrated in to Stockton on Tees Borough. This trend is reflected in the ONS population projections.
66. It is clearly very significant in this context that the housing strategy of the newly adopted Middlesbrough Housing Local Plan is to allocate greenfield sites in locations that are attractive to the housing market in order to retain population which is currently contributing significantly to in-migration into Stockton-on-Tees. The pursuit of this objective will have the effect of reducing the loss of population from Middlesbrough to Stockton-on-Tees although this is likely to be a gradual process as Middlesbrough's new planning strategy takes effect. It is also potentially relevant that the Redcar & Cleveland Corporate Plan aims to grow that Borough's population by 2,500 people more than the 2012-based SNNP projections over a 10 year period.

The Nathaniel Litchfield and Partners challenge to the robustness of the housing requirement

Introduction

NLP have challenged the credibility and robustness of the housing requirement in the adopted Core Strategy, contending that it does not allow sufficient flexibility for economic growth. This section of the topic paper responds to this representation.

The Stockton-on-Tees Employment Land Review

67. The representation from NLP which is discussed in this paper refers to the scenarios that were developed and tested in the Borough's Employment Land Review (ELR). In order to put this into context the ELR is discussed here. An ELR is an assessment of the demand for and supply of land for employment. In accordance with the Employment Land Reviews Guidance Note (ODPM 2004), a three stage ELR was undertaken.
68. Stage 2 of the ELR (December 2007) developed and tested three different growth scenarios, based upon differing assumptions regarding the future economic performance of the Borough. These are summarised as follows:
 - Bronze Scenario (economic growth of 2.3% per annum)
 - Bronze / Silver2 Scenario (economic growth of 2.8% per annum)
 - Gold Scenario (economic growth of 4.9% per annum)
69. The context to the growth scenarios developed and tested in the ELR is provided by work undertaken to inform the Regional Strategy. The Centre for Economics and Business Research Limited was commissioned to develop a series of scenarios modelling how the regional economy may be expected to develop over the period to 2016. The Regional Strategy is based on the Bronze / Silver scenario. The ELR recommended the Gold Scenario for Stockton-on-Tees, as being the optimum scenario to determine the amount of employment land required in the Borough up to 2021.
70. The level of employment change in Stockton-on-Tees over the period 2005 to 2021 projected by the three scenarios for the main industrial sectors is as follows:
 - 4,033 additional jobs (net) under the Bronze Scenario
 - 15,879 additional jobs (net) under the Bronze/ Silver2 Scenario
 - 34,526 additional jobs (net) under the Gold Scenario
71. The scenarios equate to additional jobs per annum as follows:
 - 252 additional jobs (net) under the Bronze Scenario
 - 992 additional jobs (net) under the Bronze/ Silver2 Scenario
 - 2158 additional jobs (net) under the Gold Scenario

The NLP challenge

72. The NLP representation states that the purpose is to identify an appropriate housing requirement for the Stockton Borough Local Authority area, informed by demographic, economic and housing-based evidence. In order to do this NLP have carried out an analysis using the in-house 'Headroom' housing need and demand forecasting methodology developed by NLP which takes the following factors into account:
- Housing Factors – including past levels of housing development in Stockton, levels of housing demand and need, housing land supply and established housing targets.
 - Economic Factors – the housing requirements associated with employment growth forecasts; and
 - Demographic Factors – natural change (i.e. births and deaths) within the existing population and changes that arise from domestic and international in and out migration.
73. The NLP representation states that their application of the Headroom methodology to Stockton-on-Tees utilised PopGroup modelling software. PopGroup can be used to produce population and household projections. The representation adds that the output is a scenario-based analysis of the demographic, economic and factors and corresponding local housing requirements. The four scenarios are as follows:
- Scenario 1: Baseline (2010 subnational population projections)
 - Scenario 2: Zero job growth
 - Scenario 3: 'Modest' job growth (the Bronze scenario from the ELR)
 - Scenario 4: Annual job growth (since 1995)
74. Table 7 presents the housing requirements projected by NLP using their 'Headroom' model. Each of the scenarios is then discussed in turn followed by a commentary on the NLP analysis.

Table 7: Housing requirement scenarios

Scenario number	Scenario title	Housing requirement
NLP Scenario 1	Baseline	773
NLP Scenario 2	Zero job growth	610
NLP Scenario 3	Modest job growth	868
NLP Scenario 4	Historic job growth rate	1,372

NLP modelling assumptions

- There will be no change in the age-specific economic activity rates over the plan period although account is taken of the rising pension age;
- There will be a linear reduction in the rate of unemployment from 10.6% to 7.9% (the average rate since 2003) with this level sustained thereafter ;
- Currently there are about 18,000 more workers residing in Stockton than there are equivalent jobs in the borough resulting in a net out-commute from the Borough.

Scenario 1: Baseline

75. NLP contend that this scenario represents the 'baseline' housing requirement for Stockton. It is 'underpinned' by the latest trend based population projections. NLP state that the baseline housing requirement indicates that a minimum of **773 dwellings per annum** are required to house projected population and household growth over the period.

Scenario 2: Zero job growth

76. This scenario assumes there is no job growth in Stockton over the period to 2029. NLP state that it is included to identify the lowest 'book end' in respect of the housing requirement needed sustain the existing number of jobs in the Borough only. This scenario forecasts that **610 dwellings per annum** would be required to meet the demands of what NLP describe as a 'stagnant' economy.

Scenario 3: Modest Job Growth

77. Scenario 3 models the housing requirement needed to support the number of jobs forecasted by the Bronze Scenario in the Employment Land Review. It forecasts that **868 dwellings per annum** would be required.

Scenario 4: Historic Job Growth Rate

78. Scenario 4 models the housing requirement based on alignment with past rates of employment growth in Stockton of 744 additional jobs per annum (average job growth since 1995). NLP contend that this is equivalent to **1,372 dwellings per annum**.

NLP conclusion

79. The analysis by NLP concludes that Stockton's housing requirement does not take into account economic growth and that a significantly higher housing requirement is required with 868 dwellings per annum (Scenario 3) and over 1,300 dwellings per annum (Scenario 4) being suggested.

Commentary on NLP analysis

80. NLP state that the average annual job growth was 744 since 1995. The employment data is quite complex and ONS keep changing their surveys. The forerunner to the current Business Register and Employment (BRES) survey, the Annual Business Inquiry has data from 1998 to 2008. If the changes in job numbers each year are averaged the figure is 743, very close to the NLP figure. However, the figures are quite erratic, with a big drop of 3,300 between 2000 and 2001 and an increase of 7,400 between 2001 and 2002, which do not look very realistic. If these figures are excluded from the calculations and instead change is looked at over 2003 to 2008, then this gives a figure for average annual job growth of 325. After 2008, losses have been at around 1000 a year. It is not suggested that the local planning authority plans its housing requirement on the basis of a continuation of this trend but it does assist in putting into context the NLP forecasts.
81. NLP assume that across the three different economic scenarios unemployment will be at the average rate experienced since 2003. It would seem reasonable to assume that the unemployment rate will vary depending on the scenario rather than be a constant as in the NLP modelling. Put simply

a scenario which projects greater jobs growth than another scenario should also model a higher reduction in the unemployment rate. Not taking this into account may well distort projections about the number of new homes required as some new jobs will be taken by existing residents of the Borough some of whose housing aspirations will already be met.

82. The level of growth assumed in the ELR 'bronze' scenario of 2.3% was experienced during a period of growth in the early 2000s, and is probably the maximum that could be safely assumed. The former forecasting model used by the Economic Strategy and Intelligence section at Tees Valley Unlimited usually predicted rates of around 1%. The ELR 'bronze/silver' scenario assumes growth of 2.8% or about 990 jobs per annum on a regular basis and the ELR 'gold' scenario assumes growth of almost 5% or around 2000 jobs per annum on a regular basis. The NLP scenario 4 assumes growth of over 1,300 jobs per annum on a regular basis. These scenarios are at the very least exceedingly optimistic. To put this in context, the Tees Valley Strategic Economic Plan seeks to create 25,000 jobs in the Tees Valley between 2014 and 2024. This is an average of 2,500 jobs per annum for the Tees Valley as a whole.
83. Furthermore, although the job forecasts in the ELR are the basis for the employment land requirements they are, quite simply, economic projections that have myriad limitations. They reflect aspirations for employment development in the Borough only. The land requirements generated from these forecasts were also reality checked against past employment land take-up rates and visioning workshops involving the local business community.
84. When assessing other needs, like housing, these projections should be applied sensibly with a degree of caution and sensitivity. These figures have been used within the NLP model to provide assumptions which skew the outcome of the assessment. The outcomes of the assessment are purely theoretical and have not been subjected to a reality check against previous assessments, market demand and build out rates. Without this reality check, the projections are not an objective assessment.
85. The NLP modelling assumes that currently there are 18,000 more workers residing in Stockton than there are equivalent jobs in the Borough resulting in a net out-commute from the Borough. It is not clear as to what data NLP have used to support this assumption. The current Annual Population Survey data (Sep 2012) shows residents in employment (aged 16-64) as 88,300 persons and workplace employment (aged 16-64) as 77,400 persons. This would give a gap of 10,900. Moreover BRES data estimates workforce employment at 81,500 jobs which would give a gap of 2400.

Table 8: Residents in employment and persons in workforce in employment

	Stockton-on-Tees	Rate
In employment	88,300	70.5%
Employees	77,400	62.3%

Summary of NLP analysis

86. The NLP analysis makes a number of assumptions that are open to challenge. These can be summarised as follows:

- The NLP analysis states that average job growth since 1995 is 774 jobs per annum. A realistic assessment of the period 2003 to 2008 suggests average annual job growth of 325. After 2008, job losses have been around 1,000 a year.
- The NLP analysis does not marry greater jobs growth to a higher reduction in the unemployment rate.
- The NLP analysis applies the figures in the ELR crudely to provide assumptions which skew the outcome of the assessment.
- The NLP analysis makes an assumption regarding the level of net out-commuting from the Borough which is not supported by the statistical evidence.

Taking empty homes into account

Introduction

87. This section of the topic paper responds to representations regarding empty homes and the housing requirement.

The national planning policy context

88. The NPPF states that 'Local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers' (NPPF paragraph 51).
89. The NPPG provides the following advice on this topic:

The National Planning Policy Framework encourages local authorities to bring empty housing and buildings back into residential use. Empty homes can help to contribute towards meeting housing need but it would be for individual local authorities to identify and implement an empty homes strategy. Any approach to bringing empty homes back into use and counting these against housing need would have to be robustly evidenced by the local planning authority at the independent examination of the draft Local Plan, for example to test the deliverability of the strategy and to avoid double counting (local planning authorities would need to demonstrate that empty homes had not been counted within their existing stock of dwellings when calculating their overall need for additional dwellings in their local plans).

Representations

90. A number of representations from local residents have contended that the planning strategy should be based on bringing empty homes back into use and/or that the number of empty homes in the Borough has not been taken in determining the housing requirement. Comments have included 'I do not believe that all these extra dwellings are necessary, as witnessed by many new homes and flats standing empty', the number of empty homes in the Borough 'is just short of the required dwelling requirements. You have stated that you would support them being brought back into use and that you do have some legal powers to make this happen', 'the housing figures should also consider the number of empty homes across the borough' and does the housing requirement take into account 'over 2,000 homes currently empty or abandoned in the borough?'

Empty homes and the adopted Core Strategy housing target

91. The Regional Strategy assumed that that the household vacancy rate of 4.2% recorded by the 2001 Census would reduce to 3% by 2021 for the Tees Valley as a whole and this was taken into account in determining the housing requirement in the adopted Core Strategy.

Empty homes and a healthy housing market

92. There is a need for a certain number of vacant properties to allow for turnover in existing dwelling stock. Paragraph 31 of the Practice Guidance for Strategic Housing Market Assessments (CLG 2007) states 'Since housing markets are dynamic, a certain level of vacancy is inevitable and may be desirable'. Within this context bringing properties back into use is part of the normal 'churn' in the housing market and distinct from additions to the dwelling stock as the properties already form part of the dwelling stock. There is no definitive figure as to what percentage of the total dwelling stock comprising empty homes should be regarded as part of the normal churn but for a healthy housing market but 3% is the most commonly cited figure. As a figure of 3% is unlikely to be maintained precisely, a range of 2.5 to 3.5% can be considered to be valid for the functioning of a dynamic housing market.

The vacancy rate

93. The Census records the number of vacant premises within the Borough. In 2001 there were 3,235 vacant dwellings which represented 4.2% of the dwelling stock. In 2011 there were 3,130 vacant dwellings. In numerical terms this was less than in 2001, but, as the total amount of dwellings had increased, the proportion of vacant premises had fallen to 3.8% of the dwelling stock.
94. Tees Valley Unlimited have investigated vacancy at ward level noting that the highest level of vacancies are in Stockton Town Centre (9.3%) and Parkfield & Oxbridge (10%) in Stockton. Other areas with vacancies above the Borough average are in Northern Parishes (6.2%), Newtown in Stockton (5.2%), and Mandale & Victoria, Thornaby (5.0%), and Yarm (4.8%). The remaining wards that are slightly above the Borough average are Norton North in Stockton (4.2%), Hardwick in Stockton (4.0%) and Billingham South (3.9%).
95. Several significant housing regeneration schemes are taking place in these wards, including the Mandale (Mandale & Victoria Ward), Hardwick (Hardwick Ward), Parkfield (Parkfield and Oxbridge Ward) and Victoria (Stockton Town Centre ward) regeneration schemes. These regeneration areas have been selected because of housing market failure and the schemes are, in part, attempting to resolve vacancy rates in these wards. The provision of new housing / clearance of redundant dwellings in these areas have assisted in reducing the vacancy rates in comparison to the 2001 figure stated for the relevant ward.
96. CLG also produce vacancy figures for local authority areas (CLG table 615). Table 9 identifies all vacant premises and long term vacancies (6-months+) in Stockton-on-Tees and Table 10 provides the same information for the Tees Valley.

Table 9: All vacant premises and long term premises in Stockton-on-Tees 2004 to 2012

Local Authority	Stockton				
	Dwellings	All Vacant	% Vacant	Long Term	% Long Term
2004	77,650	2,319	3.0%	1,191	1.5%
2005	78,090	2,831	3.6%	1,144	1.5%
2006	78,570	2,966	3.8%	1,178	1.5%
2007	79,220	3,043	3.8%	1,217	1.5%
2008	80,460	3,242	4.0%	1,282	1.6%
2009	81,050	3,138	3.9%	1,196	1.5%
2010	81,680	3,060	3.7%	1,051	1.3%
2011	82,240	2,779	3.4%	1,025	1.2%
2012	82,710	2,787	3.4%	943	1.1%
Change	5,060	468	0.4%	-248	-0.4%

Table 10: All vacant premises and long term premises in the Tees Valley 2004 to 2012

Tees Valley				
Dwellings	All Vacant	% Vacant	Long Term	% Long Term
282,510	10,962	3.9%	5,692	2.0%
284,260	11,355	4.0%	5,553	2.0%
285,800	11,821	4.1%	5,201	1.8%
288,000	11,750	4.1%	5,112	1.8%
290,170	11,926	4.1%	5,488	1.9%
291,810	11,693	4.0%	5,032	1.7%
293,290	11,785	4.0%	4,875	1.7%
294,840	11,774	4.0%	4,543	1.5%
296,160	11,698	3.9%	4,453	1.5%
13,650	736	0.1%	-1,239	-0.5%

97. Vacancies in Stockton on Tees Borough have consistently been below the Tees Valley average. The number of vacancies grew to a peak in 2008 before falling to about 2,800 in 2011 and 2012, the lowest figures since 2004. The growth in the number of vacancies can partially be attributed to the increase in the number of dwellings in the Borough. Furthermore, the growth in total vacancies has not resulted in a major change in the number of properties that are long term vacant (+6 months). In fact, as a proportion of dwelling stock, which has grown over the period, long term vacancy rates have declined at the Tees Valley and Stockton level.
98. In comparison the England average vacancy rate began at 3.28% in 2004, peaked at 3.48% in 2008 and has declined to 3.07% in 2012. Vacancy rates in the Borough are therefore slightly above the national average.
99. The 2012 TVSHMA also provides figures relating to vacancy of premises in the Borough. Table 4.1 of the SHMA provides a snapshot of vacancy based on Council Tax data. This identifies that at the time 3,644 dwellings in

Stockton on Tees Borough were vacant, a rate of 4.4%. This is below the Tees Valley average (4.7%) and the vacancy rates in Hartlepool (5.3%) and Middlesbrough (6.1%). In fact, Middlesbrough actually has marginally more vacant homes than Stockton on Tees Borough, despite having over 20,000 less dwellings. However, it is higher than the figures for Darlington (3.7%), Redcar & Cleveland (4.2%) the North East (3.6%) and England (2.8%).

100. Further information on dwelling stock and vacancy in the Borough, was sourced from the Council's property Gazetteer and Council tax information on the 31st March 2014. The gazetteer identifies 82,755 properties which could be classified as dwellings, whilst the Council Tax records identify 2,962 vacant premises. This is a vacancy rate of 3.58%. The Council tax records also identify 252 properties which have been vacant for 2 years or more, about 0.3% of stock.

The distribution of empty homes

101. Table A1 in the 2012 TVSHMA appendix provides a breakdown of vacancy by sub-area. The central Stockton area has a much higher vacancy rate (10.3%) with the 1,128 vacancies in this area accounting for almost a third of all vacancy in the Borough. The next highest level of vacancy is in the rural areas (5.2%) and Thornaby (4.8% vacant). It should be noted that the broad rural area covers a number of settlements and includes a smaller number of properties, which equate to only about a third of the properties in Thornaby. The lowest level of vacancy is in Ingleby Barwick where just 2.3% of properties were identified as vacant. Other areas with relatively low vacancy rates compared to the Borough average are Billingham (3.1%) and the wider Stockton conurbation (3.2%).
102. The Borough has had a number of housing regeneration schemes that have involved clearance which resulted in dwellings being left vacant (increasing the vacancy rate). The high vacancy rates noted above for the central Stockton and Thornaby areas suggest that this may contribute significantly to the number of dwellings recorded as empty. However, these are homes which have been, or will be, replaced by new build homes.

The Council's plans and empty homes

103. Stockton Borough Council has in place a Council Plan 2012 – 2015 and a Housing Strategy 2012 – 2015 that highlights the significance of dealing with empty properties. The Council places a great deal of emphasis on the redevelopment of existing older housing areas as is evidenced by several housing renewal schemes such as the Parkfield regeneration scheme which includes a significant number of pre-1919 properties and the Swainby Road scheme, built around the 1950s. The Council has a Private Sector Housing Empty Homes Team which aims to reduce the number of long-term empty private homes in the Borough.
104. A 'Scrutiny' Committee report 'Review of Empty/Abandoned Properties' was considered by the Council's Cabinet meeting of 7th March 2013. The Report highlighted that the authority has committed £500,000 from SBC Capital funds and has always been pro-active in bidding for additional capital to return long term empty properties back into use. This has included securing £1m funding from the Homes and Communities Agency (HCA) for this purpose. 99 properties will be brought back into use in the three years to

March 2015. Property owners are offered a loan to fund the renovation and improvement of their property. The funding will then be recycled and a further 100 properties will be returned to use by March 2020. The properties will be managed by a Registered Housing Provider for up to 7 years. Table 11 shows that about 200 empty homes will be brought back into use by 2020. This compares with 185 units that have been returned to use from April 2009.

Table 11: Current projections for bringing empty homes back into use

Year	14/15	15/16	16/17	17/18	18/19	19/20	Total
HCA & SBC loan funded	45						45
Recycled loans		18	18	19	21	24	100
additional	4	12	12	11	10	10	59

Commentary

105. The vacancy rate in the Borough recorded by CLG has fluctuated between 3% and 4% since 2004, with the 2011 census identifying that 3.8% of properties were vacant. The vacancy rate is slightly above the national average and the 3% figure previously identified by CLG as an appropriate vacancy rate to ensure a churn of properties.
106. However, the proportion of properties vacant for 6-months plus has declined over the same period and the Council Tax record information identifies that only 225 properties in the Borough are vacant. This equates to just 40% of one year of the housing requirement in the adopted Core Strategy.
107. It is clear that at any one time a number of properties in the Borough will be vacant. This is something which will always occur. Although the vacancy rate across the Borough exceeds the national average, there is little evidence that the level of vacant premises across the Borough is a strategic issue. Where there are local variations this is an indication of the need for, or existence of, localised housing regeneration schemes to correct market failure.
108. It is not considered therefore, that requirement for new homes is reduced by the Council's activities in bringing empty homes back into use. It should also be noted that changes to the welfare system may impact on the household vacancy rate but the impact of these changes remains to be seen.

Housing need and demand by area

Introduction

109. This section of the topic paper looks at the available evidence for understanding the housing market in Stockton-on-Tees and how this relates to the draft housing policies in the Publication version of the Regeneration and Environment Local Plan. It also responds to representations on this subject.

Representations

Distribution of new housing to Yarm and Eaglescliffe

110. A number of representations have commented on the distribution of the draft housing allocations in the Preferred Options within the context of their relationship to the distribution of housing need and demand. A particular theme of the comment from local residents has been that there is not credible and robust evidence to justify the scale of housing allocation in the Yarm and Eaglescliffe area. This contention has found support from the Campaign for the protection of Rural England.
111. Comments regarding the housing allocation for Yarm and Eaglescliffe have included that the data is 'flimsy', that the housing need and demand in 30 years' time is being guessed, that the 2012 TVSHMA shows that housing demand and supply are largely in balance so no need for hundreds of additional dwellings, there is no real increase in the population for Yarm and there is a large amount of unsold dwellings in both areas.

Evidence

Distribution of general market supply and demand

The 2012 TVSHMA

112. The 2012 TVSHMA provides significant evidence relating to housing need and demand by area. A 2011 household survey was undertaken for the 2012 TVSHMA. The 2012 TVSHMA used household survey data to review the extent to which open market demand and supply is balanced. Market demand was measured by the aspirations from existing households, newly-forming households and in-migrant households. This was then reconciled with the likely supply of new dwellings based on turnover rates in the preceding five years. Table 12 reviews general market supply and demand in the Borough.

Table 12: Review of general market supply and demand in Stockton-on-Tees

		Billingham	Ingleby Barwick	Rural Areas	Stockton Inner Core	Stockton Outer Core	Thornaby	Yarm/Preston/Eaglescliffe	Stockton-on-Tees
Tenure	Total	Yellow	Green	Green	Green	Yellow	Green	Green	Green
	Owner Occupied	Green	Green	Green	Green	Yellow	Green	Green	Yellow
	Private Rented	Yellow	Green	Green	Purple	Yellow	Purple	Green	Green
Property size	One	Green	Green	Green	Purple	Red	Yellow	Green	Green
	Two	Yellow	Green	Green	Green	Purple	Green	Green	Green
	Three	Yellow	Green	Yellow	Green	Yellow	Green	Green	Green
	Four or more	Yellow	Green	Green	Red	Red	Red	Yellow	Yellow
Property type	Detached Hse	Yellow	Green	Green	Red	Red	Red	Yellow	Yellow
	Semi Det Hse	Yellow	Purple	Yellow	Green	Green	Green	Green	Green
	Terraced Hse	Green	Purple	Purple	Purple	Purple	Purple	Green	Purple
	Flat (inc bedsits)	Green	Yellow	Yellow	Purple	Yellow	Purple	Purple	Green
	Bungalow	Yellow	Red	Red	Red	Green	Red	Yellow	Yellow
	Red	Demand exceeds supply and particular pressure on stock							
	Yellow	Demand exceeds supply and some pressure on stock							
	Green	Demand equals supply; demand likely to be satisfied							
	Purple	Supply considerably exceeds demand							

113. Table 12 shows that there is a shortfall of bungalows across most of the district. Demand exceeds supply and there is some pressure on stock in the Stockton and Billingham housing sub divisions. Demand and supply are balanced in the Yarm, Preston and Eaglescliffe housing sub division apart from bungalows, 4+ bedroom and detached properties.

Distribution of affordable housing shortfall

The 2012 TVSHMA

114. Table 15 in the Affordable Housing section of this topic paper shows the distribution of the affordable housing shortfall in the Borough (560 dwellings per year) as identified in the 2012 TVSHMA. This is greatest in the wider Stockton conurbation (210 dwellings) but also substantial in the Billingham area (118 dwellings), the Yarm, Preston and Eaglescliffe area (97 dwellings) and the Ingleby Barwick area (81 dwellings). Central Stockton shows a surplus.

The national planning policy context

115. The NPPF requires local planning authorities to achieve sustainable, inclusive and mixed communities and provides advice on how to achieve this. Table 13 shows how this advice has been followed in the preparation of the Regeneration and Environment Local Plan.

Table 13: Achieving sustainable, inclusive and mixed communities

NPPF advice to local planning authorities	The Regeneration and Environment Local Plan
<p>Plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);</p>	<ul style="list-style-type: none"> • The Housing Spatial Strategy provides for rural affordable housing need to be met adjacent to sustainable villages. • The Housing Mix Policy requires developers to provide a mix and balance of good quality housing of all types and tenures in line with the latest SHMA. • The Housing Mix Policy requires all major residential schemes to provide a balanced mix of housing types including bungalows • The Housing Mix Policy supports proposals that address the identified requirements of vulnerable and older persons and proposals for extra-care housing schemes.
<p>Identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand</p>	<ul style="list-style-type: none"> • The New Housing Sites Policy includes sites allocated for affordable housing and a site allocated and a planning commitment re-affirmed to meet the needs of older persons • The Housing Mix Policy states that executive housing will be supported in Wynyard Village and the Wynyard Village housing site is allocated to deliver executive housing • The New Housing Sites Policy allocates sites and/or re-affirms planning commitments across all areas of the Borough.
<p>Where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.</p>	<ul style="list-style-type: none"> • The Affordable Housing Provision Policy identifies a target range for the provision of affordable housing on development sites. • The policy allows for off-site provision or financial contributions where there is robust evidence that the achievement of mixed communities is better served by making provision elsewhere.

Commentary

116. The 2012 TVSHMA shows that demand exceeds supply for 4+ bedroom and detached properties and for bungalows in the Yarm, Preston and Eaglescliffe area. The highest overall housing need and demand is identified in the Billingham area and the wider Stockton conurbation. The Wynyard Park allocation is close to the Billingham area and may reasonably be expected to address some of this need. The need identified in the wider Stockton conurbation is acknowledged by the Harrowgate Lane and Yarm Back Lane allocations. These allocations are clearly supported by the 2012 TVSHMA findings that demand exceeds supply in wider Stockton conurbation and that it has the greatest affordable housing need. However, taking into account projected housing delivery rates, it is unrealistic that the Borough's total housing requirement can be met in or near the areas identified as having the greatest overall need in the 2012 TVSHMA.
117. The local planning authority can only allocate housing sites where there are sites available and they have been assessed as suitable and achievable or, as in the case the Wynyard new settlement allocation, development is a means of addressing the issues which currently comprise its suitability. The Strategic Housing Land Availability Assessment is the Council's database of suitable, available and achievable (developable) housing sites. There is not a perfect fit between housing the supply of developable housing sites and housing need and demand on an area basis. Therefore the Council has allocated sites which meet the overall housing need and demand in the Borough as a whole, whilst still having considerable regard to the role of different settlements and the need for allocations not to be excessive in relation to the size of existing settlements.
118. Only one allocation of 30 dwellings is proposed in the Publication version of the Regeneration and Environment Local Plan in the Preferred Options for the Billingham area. This is despite the fact that the 2012 TVSHMA found that demand exceeds supply and that there is an annual unmet affordable housing shortfall of 118 dwellings. This reflects the fact there are no other suitable, available and achievable housing sites identified in the immediate area. However, the re-affirmed planning commitment for Wynyard Park is clearly well placed to address both some of the general market housing imbalance identified and some of the annual shortfall of affordable housing in the Billingham area.
119. The 2012 TVSHMA did not show an overall imbalance between demand and supply in the Yarm, Preston and Eaglescliffe area. However, while land is to be allocated within Yarm and Eaglescliffe for housing development, the area is not the focus for the majority of housing. The largest allocation is the West Stockton strategic urban extension. Moreover, the 2012 TVSHMA did find that there are not enough detached bungalows, detached houses and houses of 4 bedrooms or more within Yarm, Preston and Eaglescliffe area. The exercise undertaken of identifying the relationship between demand and supply for different dwelling types is not an absolutely determinative assessment of the housing need and demand for each area.
120. The NPPF states that local authorities should 'deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities' (NPPF paragraph 50). The Council considers that the range of housing sites allocated or re-affirmed as

planning commitments in the Publication version of the Regeneration and Environment Local Plan, together with the requirements of the Affordable Housing Provision Policy and the Housing Mix Policy are consistent with this advice.

Rural housing need and demand

Introduction

121. This section of the topic paper looks at the available evidence for understanding rural housing need and in Stockton-on-Tees and how this relates to the draft housing policies in the Publication version of the Regeneration and Environment Local Plan. It also responds to representations on this topic.

Representations

122. A number of representations commented on the approach in the Preferred Options which stated that the requirement for affordable housing in the rural parts of the Borough will be met through the delivery of a rural exception site or sites. Comments included that 'the proposed approach is unduly inflexible', will not meet local needs and 'by preventing new housing development in villages, planning policy adds to the rarity value of existing housing, further inflating house prices to the increasing exclusion of local families.' Arguments made in support of extensions to villages being prioritised as part of the housing spatial strategy also include the following:

- 'The NPPF requires that in rural areas, local planning authorities should be responsive to local circumstances and plan housing development to reflect local need.'
- 'The negative attitude to development seems to rest on the presumption that most of the villages are dormitories to the main employment centres. Even if this is the case, the opposition to development ignores the potential value of villages in providing homes for young people and families with either employment in the countryside or long-standing family ties to particular rural communities.'
- 'There are no infill sites assessed in the SHLAA as developable within 0-18 years. As such it is not appropriate that only infill development will be appropriate in villages when there are no identified deliverable infill housing sites in the Tier 1 and 2 Villages'.

Evidence

The 2010 Stockton-on-Tees Rural Housing Needs Assessment

123. The Stockton-on-Tees Rural Housing Needs Assessment (2010) has evidenced a modest need for affordable housing across the rural area of Stockton-on-Tees. An annual shortfall of 5 dwellings each year was calculated which equates to 24 over the 5 year period 2009/10 to 2013/14. The affordable housing requirement identified over the 5 year period for the Stillington and Whitton Parish group is 9 dwellings.

The 2012 TVSHMA

124. The 2012 TVSHMA shows an annual affordable rural housing need of 33 dwellings.

The 2013 Stockton-on-Tees Rural Housing Needs Assessment

125. The study updates the rural housing needs assessment published in March 2010. Additionally the study considers general housing demand in the Rural Areas. Key findings of the study are as follows:
- Analysis of market demand would suggest a 5 year shortfall of 107 open market dwellings across the Rural Area
 - The research has evidenced that there is a need for affordable housing across the rural area of Stockton-on-Tees. An annual shortfall of around 27 dwellings each year has been calculated which equates to 132 over the 5 year period 2013/14 to 2017/18.
126. The study suggests a profile of affordable requirements for the rural areas of the Borough by dwelling size and designation (general needs / older person) for individual Parishes.

Table 14: affordable requirements by size and type for Parish Groups over five years 2013/14 to 2017/18

Designation	General needs			Older		
	No. Beds	1	2	3+	1 Bed	2 Beds
Aislaby & Newsham	1	0	1	0	0	2
Billingham	1	0	0	0	0	1
Carlton	3	2	2	6	0	13
Castle Levington & Kirklevington	6	13	4	3	0	26
Elton	1	1	1	3	0	6
Grindon	10	5	10	3	0	28
Hilton Parish	2	2	1	1	0	6
Long Newton	4	2	3	0	0	9
Maltby	1	1	1	0	0	3
Redmarshall	2	1	1	3	0	7
Stillington & Whitton	6	-1	11	0	4	20
Wolviston	6	3	5	-3	0	11
Rural area	43	29	40	16	4	132

127. The study states that 'The extent to which affordable housing is required varies across the rural areas, with greatest absolute needs identified in Castle Levington and Kirklevington, Grindon and Stillington & Whitton. In other parishes, the number of dwellings required is relatively low and it may be appropriate to group parishes together and any development would aim to address affordable shortfalls for that group of parishes.'

Planning the Future of Rural Villages in Stockton-on-Tees

128. Sustainable villages are referred to in the RELP and the context to this is provided by the Planning the Future of Rural Villages in Stockton-on-Tees Borough Report published in 2008. The purpose of the report was to underpin and support policy development. The study establishes the levels of facilities

available within the Borough's rural villages and assesses their sustainability. The outlying villages were grouped into tiers based on their sustainability, with tier 1 being the most sustainable and tier 4 being the least. Only those villages falling within either tier 1 or 2 have been considered to be sustainable enough to accommodate further infill housing.

129. The latest update of the study was undertaken in 2014 and identifies Stillington as a tier 1 locations (High level of in-village services and ability to access services and facilities by sustainable means) and Wolviston and Carlton as tier 2 locations (Good level of in-village services and ability to access employment/services by sustainable means).

Planning commitments

130. The Council has recently granted planning permission for the following rural housing developments which will contribute to meeting rural housing need and demand for both market and affordable housing:

- 54 dwellings at Morrison Street. Stillington
- 39 dwellings South Avenue, Stillington
- 36 dwellings at Land South of Kirk Hill, Carlton

Employment opportunities in the rural area

131. Employment opportunities are largely focused around the Wynyard area and within Stillington. The villages within Stockton are located close to the main urban area and are largely commuter suburbs. The exception is Stillington, which does have a mix of employment uses.

The national planning policy context

132. The NPPF states that, in rural area, local planning authorities should be responsive to local circumstances and plan housing to reflect local needs. Affordable housing should be delivered through rural exception sites but consideration should also be given to allowing some market housing if it is considered that this would facilitate the provision of significant additional affordable housing (NPPF paragraph 54).
133. The NPPF then states that housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby (NPPF paragraph 55).

The Regeneration and Environment Local Plan

134. The Housing Spatial Strategy Policy states that the majority of rural housing need will be met within the conurbation. Infill rural housing will be supported within sustainable villages as identified in the latest *Planning the Future of Rural Villages* study.
135. The Policy then discusses rural affordable housing need stating that it will be met in locations that are within or adjacent to sustainable villages. Rural affordable housing must be affordable in perpetuity and meet a need identified in the locality.

136. Also part of the Housing Spatial Strategy is that the Council will consider allowing rural market housing in locations outside village limits but only if developers provide robust evidence in the context of economic viability that it is needed to support the delivery of affordable housing in the locality.
137. The New Housing Sites policy re-affirms the following planning commitments:
- 54 dwellings at Morrison Street. Stillington
 - 39 dwellings South Avenue, Stillington
 - 36 dwellings at Land South of Kirk Hill, Carlton

Commentary

138. The NPPF provides local planning authorities with the opportunity to consider whether allowing market housing would contribute to meeting local rural housing need, particularly affordable housing need. The Government is also of the view that local authorities are best placed to understand the needs of their own areas. The villages in the Borough are close to the main urban area and are largely commuter suburbs; that is to say the rural part of the Borough is not a deeply rural area.
139. The Council has therefore taken a balanced approach which recognises both the NPPF advice, the nature of the rural area in Stockton-on-Tees and the sustainability hierarchy identified in the *Planning the Future of Rural Villages* study. Given the proximity of the main urban area to the villages the Council considers that the majority of rural housing need can be met within the conurbation. However, infill development of both market and affordable housing is allowed within sustainable villages.
140. The Council recognises that there is no guarantee that rural affordable housing need will be met through rural exception sites. However, market housing can be considered in location that are adjacent to sustainable villages where it is demonstrably needed to facilitate the delivery of affordable housing.
141. There are therefore rural housing opportunities for families with young children and people with long standing ties to the local community. Notwithstanding that the majority of rural housing need can be met within the conurbation, the Housing Spatial Strategy focuses these opportunities on sustainable villages and on ensuring that homes are delivered for people with a local connection or needed to facilitate their delivery.
142. The *Planning the Future of Rural Villages* study identified Stillington as the only village with a high level of in-village services and ability to access services and facilities by sustainable means. The *2013 Rural Housing Needs Assessment* identified an affordable housing shortfall of 20 dwellings for the Stillington and Whitton Parish Group. It is significant in this context that New Housing Sites Policy re-affirms planning commitments for housing in Stillington totalling 93 dwellings including 47 affordable dwellings. For a rural village this is a development of significant size and the Council considers this to be sufficient to meet the need to support the economy of Stillington.

Carlton was one of two villages identified in the *Planning the Future of Rural Villages* study as possessing a good level of in-village services and ability to access employment/services by sustainable means. The *2013 Rural Housing Needs Assessment* identified an affordable housing shortfall of 13 dwellings for Carlton. The New Housing sites Policy re-affirms a planning commitment in Carlton for 36 dwellings including 13 affordable dwellings. There is therefore a very positive correlation between existing planning commitments that will contribute to meeting rural housing need and demand for both market and affordable housing and the most sustainable villages.

143. Regarding the fact raised by one representation, that the Strategic Housing Land Availability Assessment (SHLAA) has not identified infill sites; the SHLAA has a minimum site size threshold of 0.4 hectares which equates to about 10 dwellings. The SHLAA is not therefore a tool for identifying infill sites.
144. In summary the approach to rural housing need and demand is based on local understanding of the role and function of the villages and of which villages can support further development.

Affordable Housing

Introduction

145. The RELP includes an Affordable Housing Mix Policy. This section looks at the evidence that supports the policy with particular regard to the need for affordable housing and the economic viability of affordable housing provision (which taken together have informed the target range for affordable housing provision), the targets for affordable housing delivery and the mix of tenures for affordable housing provision that are included within the policy.

Affordable housing definition

146. Affordable housing is defined as either social/affordable rented or intermediate housing which is provided and made available to eligible households (i.e. those who lack their own housing or live in unsuitable housing) who cannot afford to meet their needs through the market. Intermediate affordable housing is housing at prices and rents above those of social rents, but below market prices or rents.

Evidence

Affordable housing need and delivery target

147. The 2012 TVSHMA provides significant evidence relating to affordability. The TVSHMA states that there is a gross affordable housing shortfall for the Borough of 613 dwellings and a net annual affordable housing shortfall of 560 dwellings. Table 15 shows the net annual affordable housing shortfall by area.
148. Various assumptions regarding the rate of household formation can be derived from a number of sources. The 2012 TVSHMA assumes a Tees Valley household formation rate of 0.8% of households.

Table 15: The net annual affordable housing shortfall for the Borough (2012TVSHMA)

District	General needs		Older persons needs	
	Smaller 1 and 2 bedroom	Larger 3+ bedroom	1 and 2 bedroom	Total
Billingham	102	4	12	118
Ingleby Barwick	71	8	2	81
Rural areas	29	2	2	33
Stockton Inner Core			12	12
Stockton Outer Core	189	10	11	210
Thornaby	30	31	1	62
Yarm, Preston, Eaglescliffe	89	2	6	97
Stockton-on-Tees Borough	466	48	46	560

149. The affordable housing shortfall identified in the 2012 TVSHMA is not a target reflecting absolute need but rather an imbalance. The Council has therefore determined an affordable housing delivery target based on 15% of the total number of dwellings of all tenures that the council expects to be delivered through planning permissions and site allocations.

The economic viability of affordable housing provision

150. The NPPF states 'To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable' (Paragraph 173)
151. The emphasis on the economic viability of development in an affordable housing context is not new. In 2008 the Council commissioned a housing consultancy to undertake viability work to test the level of affordable housing that can realistically be achieved in the context of economic viability. The Stockton-on-Tees Economic Viability of Affordable Housing Requirements Report was published in February 2009. The report recommended that a target of 15-20% affordable housing provision would be economically viable for most sites but that this would need to be applied with flexibility.
152. The economic viability of affordable housing is also being considered through the 'whole plan viability' process.
153. The target range of 15-20% in the Affordable Housing Policy is subject to economic viability factors; that is to say that the policy allows for provision at a lower level than the target range where robust evidence in an economic viability context is provided to demonstrate that the target range cannot be achieved.

The affordable housing mix

154. A 2011 household survey was undertaken for the 2012 TVSHMA. In terms of the split between social rented and intermediate tenure products, the household survey identified tenure preferences of existing and newly-forming households. This suggests a tenure split of 70% affordable (social) rented and 30% intermediate tenure.

The Regeneration and Environment Local Plan

155. The affordable housing requirement is set out in the Affordable Housing Provision Policy. The policy states that 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 0.15 hectares or more.
156. The policy also identifies an average annual target for the delivery of affordable housing of 100 dwellings. Housing trajectory work shows that an annual target of 100 affordable dwellings is achievable on average over the lifetime of the plan.

Commentary

157. The NPPF states that local authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period (NPPF paragraph 47).
158. It has been suggested in the context of NPPF paragraph 47 that the RELP should plan to deliver the full annual affordable housing requirement as identified by the 2012 TVSHMA. The NPPF also states that Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole (paragraph 14).
159. The 2012 TVSHMA identified a net annual affordable housing provision shortfall of 560 dwellings. However, this needs to be placed in to the following context:
- It is an imbalance and not an absolute need;
 - The average annual housing requirement (all housing tenures) for the Borough over the plan period of 545 dwellings;
 - The Economic Viability of Affordable Housing Requirements Report that a range of 15 to 20% would be an appropriate target for affordable housing provision in the context of economic viability;
 - In order for the RELP to identify an affordable housing target of 560 dwellings per year the average annual housing requirement (all tenures) would have to be increased to 2800 dwellings; and
 - There will be a contribution from the Affordable Homes Programme, but clearly nowhere near 560 affordable homes a year.
160. To summarise; the figure of 2800 dwellings per annum exceeds the total housing requirement for the Tees Valley. It would clearly exceed the capacity of the development industry to deliver this many dwellings on annual basis in the Borough of Stockton-on-Tees and would also not be realistic in the context of achieving highways mitigation for this scale of development.

The ageing population and addressing the needs of vulnerable people

Introduction

161. The NPPF states that local planning authorities should 'plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community' (1st bullet point, NPPF paragraph 50 and address the needs of different groups in the community including older people (NPPF paragraph 59). The proportion of older people in Stockton-on-Tees is expected to increase over the next few decades.

Representations

162. Representations in response the Preferred Options have included the view that 'housing developments should include mix of dwellings including bungalows/extra care schemes to provide for elderly residents'. It has also been contended that the needs of the elderly require the allocation of land at Billingham Bottoms for extra care housing.
163. The potential of the land at Billingham Bottoms in the context of residential development is assessed in the Housing Site Selection Topic Paper.

The ageing population

164. The 2012 TVSHMA states that over the next few decades, the age profile of residents in the Tees Valley is 'expected to change dramatically. The population is ageing and the proportion of households headed by an older person is likely to increase' (paragraph 4.85). The 2012 TVSHMA adds 'A major strategic challenge for the Tees Valley Councils is to ensure a range of appropriate housing provision, adaptation and support for the Tees Valley's growing older population' (paragraph 4.1.2.1).
165. The implications for the housing market of the ageing population are also discussed in the 2012 TVSHMA. The technical appendices include an appendix that presents the evidence on the future housing market (Technical Appendix C) and this includes key summary messages. One key message is as follows:

'The ageing population in Tees Valley as a major market driver. Bungalows are in short supply and any additional market provision would be useful, along with retirement apartments in urban and village centres close to amenities. Similarly, there is a need to diversify the range of older persons' provision including the development of extra care schemes within the sub-region'

The Regeneration and Environment Local Plan

166. The Housing Mix Policy states 'A balanced mix of housing types will be required. In particular: All major residential schemes should provide balanced mix of housing types including bungalows unless robust justification is provided.' This responds to the shortfall of bungalows across the Borough

identified in the 2012 TVSHMA and the advice that any additional market provision would be useful.

167. The needs of older persons are also addressed in the Housing Mix Policy with the following point: 'The Council will support proposals that address the identified requirements of vulnerable and older persons housing consistent with the housing spatial strategy. Proposals for care homes or housing for older people will be acceptable where they will directly address a proven local need. Proposals should meet the current and future housing aspirations of older people. All housing developments for older people should be in locations where services and facilities are accessible to residents.'
168. The following housing site allocations have been made with reference to meeting the needs of older persons:
- Victoria Estate, Stockton
 - Blair Avenue, Ingleby Barwick (re-affirmed planning commitment)

Commentary

169. The Borough has an ageing population and this presents a major strategic challenge for the Council. A number of the Council's services; particularly Housing and Social Care services, are involved in addressing this challenge and officers from these teams have liaised with the Planning Service in the preparation of the RELP.
170. The portfolio of policies in the adopted Core Strategy and the Regeneration and Environment LDD adequately address the needs of the ageing population and vulnerable groups. Whilst it is acknowledged that extra care housing in the right location has a role to play in responding to the challenges presented by the ageing population, for the reasons set out in the Housing Site Selection Topic Paper, Billingham Bottoms is not considered to be a suitable location.

Executive Housing

Introduction

171. The driver for the Core Strategy Review of housing options is the need to meet the housing requirement. The LDD Preferred Options states that the Council wishes to ensure that its aspirations for economic growth are delivered. Economic growth is one of the drivers for the housing requirement. This section of the topic paper discusses the evidence of demand for executive housing in the Borough. It also states a definition for executive housing which takes into account the context provided by executive housing development in the Borough.

Representations

172. Representations relating to executive housing have focused on its role in relation to the Wynyard area. A number of representations from Wynyard residents have contended that the Wynyard 'area would lose its exclusivity if general market housing is to become available'. Conversely a representation in support of the draft Wynyard Park allocation states 'consistent with the overall grain and aesthetics of the Wynyard area, the proposed development will be designed to 'executive housing' principles' and a representation supporting the allocation of a higher quantum of additional dwellings at Wynyard Village than proposed in the LDD contends that there is a need to complete the village and additional housing and community facilities are 'a pre-requisite to this sustainable future'. The Wynyard Topic Paper responds comprehensively to these representations. This Topic Paper does so purely within the context of executive housing. Some representations have also referenced executive housing in the context of Yarm and/or Eaglescliffe such as 'there is no doubting Yarm's attraction for developers and 'executive' housing but this does not make it sustainable'.

Background

173. The Borough has a number of housing developments that could be branded 'executive' by estate agents. These include large self-build houses overlooking the River Tees Valley on the western edge of Ingleby Barwick and some of the housing developed in Yarm. However, the area most associated with executive housing and which has a regional profile for its executive housing status is Wynyard Village.
174. In the mid-1980s Wynyard Estate was acquired by Cameron Hall developments. Prior to this point, the site had been the home of the Londonderry family and was essentially a stately home in vast landscaped grounds with agricultural and woodland areas. Built development in the area was limited. Following this change in ownership the estate has changed considerably with significant development leading to the creation of settlement that exists today.
175. In late 1987 planning permission was sought for a business park, new village and golf course, amongst other things. A revised planning application was approved in the early 1990s which served as the main planning permission for Wynyard Village and golf course to the south of the A689. The majority of

the village permitted in the application have now been developed and the area has a reputation as an executive housing location.

Evidence

The former Regional Strategy

176. The former Regional Strategy stated that the provision and location of executive housing has a role in both attracting and retaining mobile professionals in the North East. In the Tees Valley executive housing provision will have a role in response to the need for diversification and expansion of the sub-region's economy and in contributing towards achieving wider population and economic growth objectives for the Region.

Regional Housing Aspirations Study (NLP 2005) and the North East Executive Housing Study (NLP 2005)

177. This study concluded that executive housing is currently under-represented in the dwelling stock in the North East Region. Although the executive housing market only constitutes a small segment of the overall housing market this lack of supply is considered to be acting as a barrier to economic growth and in-migration in the Region

Centre for Urban and Regional Studies (CURDS): University of Newcastle upon Tyne executive housing case study

178. CURDS undertook a case study of executive housing at Wynyard. CURDS found that 40% of the residents of the Wynyard development own or part own a business. Furthermore, 40% of its residents are footloose purchasers from outside the Region who may not have otherwise chosen Stockton as a place to live. Two thirds of residents would not have chosen to live anywhere else in Tees Valley. 'In some cases rather than competing with other local areas the move to Wynyard prevented a move out of the region...' (CURDS study page 525). A further finding was that fourteen separate businesses exist at Wynyard, half of which have their main markets outside of the North East.
179. Security, size of plot, amenity, image and accessibility to other parts of the region were the five most commonly sited factors as drivers for a move to Wynyard. The references to 'image' suggest that there is a perception of a Wynyard brand influencing moves to Wynyard. This was supplemented by a range of qualities perceived as being 'special' by residents of which the most prominent were the 'rural feel' and on-site security but also included exclusivity, the golf club and accessibility. Accessibility was a combination of the access to the good road network which allowed residents to reach the main conurbations in the north east, schools and airports.
180. The study recognises the dilemma for policy makers. One the one hand 'the findings of the survey suggest that it is "aspirational" housing – relatively large houses on large plots – which has played a role in attracting and retaining mobile creative professionals in the North East' (CURDS study page 512). On the other hand if future development reduces the exclusivity of the Wynyard development then this might reduce its attractiveness to mobile professionals.

The 2012 TVSHMA

181. The TVSHMA sought to investigate the requirements for executive housing through a review of existing provision, stakeholder discussions and analysis of household survey evidence.
182. The TVSHMA examined the preferences of higher income households using household survey data and concluded that a challenge must be to provide more large houses in the better areas of the Tees Valley to help attract more and retain more mid-upper income households.
183. The TVSHMA did not include Darlington. The four authorities that did participate are referred to as the TV4 (Stockton-on-Tees, Hartlepool, Middlesbrough and Redcar and Cleveland). The TVSHMA considered the number and distribution of Council Tax Band G and H properties across the TV4 area. There are around 2,600 such properties and 29% are in the Rural Areas of Stockton on Tees, 13% are in South Middlesbrough, 12% in the Outer Suburbs of Hartlepool and 7% are in Guisborough, Redcar and Cleveland.

Economic aspirations

The Tees Valley Strategic Economic Plan

184. The Tees Valley Strategic Economic Plan (SEP) has been produced by Tees Valley Unlimited on behalf of the Tees Valley authorities. The SEP identifies two ambitions for the Tees Valley economy as follows:
 - Ambition 1: Drive the transition to the high value low carbon economy
 - Ambition 2: Create a more diversified and inclusive economy
185. The aim is to become a high-value, low-carbon economy, diverse and inclusive economy. To get there the SEP focuses upon six priorities as follows:
 - i. Develop and nurture an innovation culture and positive environment for business growth.
 - ii. Secure the transformation of Tees Valley into a Low Carbon High Value economy.
 - iii. Secure improved skills levels to address future demand in growth sectors and in existing industries.
 - iv. Secure additional capacity on the East Coast Main Line rail route and improve rail services to major northern cities and within the Tees Valley.
 - v. Improve our air, road, port, land and property infrastructure to enable economic growth.
 - vi. Create and retain wealth by establishing the Tees Valley as a preferred location to live in, work and visit.
186. These six priorities are grouped under four objectives within the SEP:
 - i. Support Innovation and Sector Development
 - ii. Develop The Workforce
 - iii. Develop and Provide Infrastructure

iv. Attract and Retain Wealth

187. In relation to the priority of attracting and retaining wealth, a weakness is identified in the Tees Valley of a lack of executive housing and conversely an opportunity is identified to attract an aspirational population through an improved housing offer.

Local evidence

188. Council Tax records provide one means of identifying property hotspots which in turn provides a basis for identifying the current distribution of executive housing in the Borough. It is acknowledged that there are limitations to this approach. These relate particularly to the fact that it is some time since Council Tax records were re-based and that the higher bands are not a perfect proxy for executive housing. It is for these reasons that the Council has decided not to reference Council Tax bands into definition of executive housing. Notwithstanding these limitations Council Tax records provide a data set which has a role in identifying property hotspots.
189. Council Tax records for Stockton-on-Tees show 83588 properties as being subject to Council Tax. Table 16 shows the breakdown of these properties by Council Tax band:

Table 16: Properties by Council Tax band

Council Tax Band	Number of properties
A	35,175
B	15,691
C	14,967
D	9,185
E	5,130
F	2,087
G	1,240
H	113

190. The proportion of properties that fall within Council Tax bands G or H is 1.6%. Appendix 1 shows the overall distribution of properties according to which tax band they fall within. Table 17 shows the percentage of Council Tax bands G and H properties in each Parish. This shows that 48% of the Council Tax banded properties within the Parish of Grindon, which includes Wynyard, fall with Council Tax band G or H. Specifically within the Wynyard part of this parish, the figure rises to 59%. Appendix 2 shows the distribution of properties falling within Council Tax band G or H. The key finding is that Wynyard is what might be termed a 'hotspot' in the property market for executive housing. Appendix 3 shows the distribution of properties falling within Council Tax band E or F (upper tier market housing).

Table 17: the proportion of Council Tax bands G and H properties by Parish

Parish	Percentage (rounded) of Council Tax band G & H properties
Aislaby and Newsham	37%
Billingham	0%
Carlton	13%
Castle Levington and Kirklevington	5%
Eggelscliffe	3%
Elton	23%
Grindon	48%
Hilton Parish	28%
Ingleby Barwick	1.5%
Long Newton	3.5%
Maltby	16%
Stockton	0.5%
Preston-on-Tees	5%
Redmarshall	17%
Stillington and Whitton	2.5%
Thornaby	0%
Wolviston	9%
Yarm	3%

The Publication Regeneration and Environment Local Plan

191. The RELP states that the planning commitment for a western extension to Wynyard Village comprising up to 500 dwellings is re-affirmed and that development proposals will be expected to deliver a high quality executive housing development in a woodland setting.
192. The supporting text for the Housing Mix Policy in the RELP provides a definition of executive housing in the context of the Borough. This is discussed below.

Definition

193. The 2012 TVSHMA does not define executive housing but it does note *Distinctive features of executive housing are:*
- *High property values:*
 - *With high incomes required to support purchase and high values are linked to desirable locations; and*
 - *High quality construction including exterior and interior fittings.*
- 1.1 The term executive housing is sometimes used by developers and estate agents as a promotional tool. Factors often associated with housing promoted as executive are price (high), density (low), location (exclusive) and specification (high). The Council has developed a definition that is appropriate in the context of the Borough and included it within the Housing Mix Policy. The Council would define an executive housing development as one which is likely to include the following features:

- Is suited to the needs and aspirations of high income households
 - High property values
 - Architect designed bespoke properties featuring exceptionally high quality construction with quality materials in respect of both interior and exterior fittings.
 - Personalised fittings and high environmental specification
 - A location which is recognised as exclusive and prestigious and set in surroundings of high quality landscaping / green infrastructure / public realm
194. Typically such developments will be detached and at least five bedrooms or more and with very low density. However, the Council recognises that some higher density developments that achieve all of the above features can also be executive housing, particularly when forming a contrasting enclave within an overall scheme typified by lower densities.

Yarm and executive housing

195. Yarm is undoubtedly an attractive location in a housing market context for family housing including at the upper end of the range and this contributes to the aim of attracting and retaining wealth in the Tees Valley. The most significant recent housing developments granted planning permission in Yarm are the Morley Carr Farm (350 dwellings), Land south of Green Lane (370 dwellings) and Mount Leven Farm (350 retirement bungalows). However, whilst all three of these locations have a degree of exclusivity, the Council does not consider that any of these developments could be accurately described as an executive housing development within the context of the above definition. The Council acknowledges that because a location is attractive in a housing market context it does not necessarily follow that it is a sustainable location for housing development. However, the officer reports for all three of the above development shows that accessibility to services and facilities was carefully considered through the planning application process.

Commentary

196. Stockton Borough Council supports the aspirations stated in the SEP including the priority to create and retain wealth by establishing the Tees Valley as a preferred location to live in, work and visit. This priority is of course much wider than improving the executive housing offer but this is an important part of it.
197. The housing market in the Tees Valley is currently still recovering from the nadir experienced in 2008. There is now strong demand for family housing including at the upper end of the range in sought after locations such as Yarm. Whilst the housing market is still recovering the demand for truly executive housing; that is to say housing that meets the Council's definition of executive housing, is still relatively restrained. The TVSHMA acknowledges this pointing out that developers are generally focusing on traditional markets at present (2012 TVSHMA paragraph 4.68). However, given the historic success of the Wynyard Village development, the Council believes that this success can be carried forward and that demand for executive housing in the Tees Valley that is likely to strengthen in tandem with economic recovery.

198. The distribution of executive housing across the four Tees Valley authorities included in the TVSHMA shows that Stockton-on-Tees has a very significant role in meeting the need and demand for executive housing in the Tees Valley. Wynyard clearly has a very significant role in the context of the distribution of executive housing within Stockton-on-Tees and the CURDS study shows that this is economically significant – that executive housing in the right place can attract persons with the right skills (entrepreneurial and/or highly skilled vocational) to fulfil a key role in driving economic growth. A range of academic research has identified that this target group are highly mobile and consider a wide geographic area to meet their housing aspirations.
199. It is acknowledged that it is very difficult to quantify the need and demand for executive housing but the historic success of the Wynyard development suggests that Wynyard Village can support further executive homes over the plan period in this prestigious and exclusive location.

Housing Delivery

Introduction

200. The RELP includes a New Housing Sites Policy which sets out how the housing requirement will be delivered over the plan period 2015 to 2030. It is essential for the soundness of the plan that the approach to housing delivery is robust.
201. This section of the topic paper does not look at the specific evidence that underpins the delivery assumptions made for the specific sites in the New Housing Sites Policy. That evidence can be found in the Strategic Housing Land Assessment and in the Infrastructure Strategy and Schedule.
202. The supporting text for the New Housing Sites Policy sets out that a 20% buffer has been added to the five year supply of deliverable housing sites, moved forward from later in the plan period. It also explains that a contingency allowance has been included in the overall supply of housing sites. This section of the topic paper explains both the 20% buffer and the contingency allowance.
203. The New Housing Sites Policy also includes a small sites windfall allowance. This section of the topic paper provides the evidence for this.

Representations

204. A number of representations have commented on the housing delivery plans of the local planning authority for meeting housing need and demand.
205. These representations have included comments from local residents and the Campaign for the Protection of Rural England that building in a buffer of more than the 5% which is the minimum required by the NPPF into the supply of deliverable housing sites is unnecessary. It has also been suggested that an allowance for windfall sites should be included in the housing supply.
206. Conversely representations on behalf of developers have contended that there has been persistent housing under delivery and that the Council should be benchmarking a 20% buffer for the five year supply of deliverable housing sites to provide choice and competition in the supply of deliverable housing sites. It is also stated that previous underperformance should be added to the housing requirement. It has also been commented that parts 2 and 5 of the Housing Phasing Policy 'are overly restrictive and negative, going against the very purpose of the NPPF' such as to boost significantly the supply of houses. This section of the topic paper responds to these representations.

Evidence

Persistent under-delivery

207. There is no guidance on the period over which to assess persistent delivery. Possibilities include from 2004 (the year that the now revoked Regional Spatial Strategy used as a starting point to set out district housing

requirements) and over the last five years. In order to provide a comprehensive picture regarding housing delivery Table 18 shows housing delivery since 2004.

Table 18: Housing delivery in Stockton-on-Tees 2004 to 2014.

Year	Annual housing requirement (net)	Net additional dwellings delivered	Proportion of annual housing requirement delivered
2004/2005	600	345	57%
2005/2006	600	387	64%
2006/2007	600	564	94%
2007/2008	600	1141	190%
2008/2009	600	496	83%
2009/2010	600	542	90%
2010/2011	600	459	77%
2011/2012	530	471	89%
2012/2013	530	616	89%
2013/2014	530	358	67%

208. It is clear that whether the delivery is evaluated since 2004, or over the last five years, there has been persistent under-delivery.

Small sites windfall allowance

209. Paragraph 48 of the NPPF states that ‘Local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.’

210. With regards to the definition of windfalls the glossary to the NPPF states: ‘Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.’

211. Small sites (sites of less than 10 dwellings) have consistently become available in the local area and provided a reliable source of supply (see paragraph 33). A windfall allowance of 55 dwellings per year has been made for this source. The figure of 55 dwellings per year is informed by the historic windfall delivery rate for this source (70 dwellings per year over the period 2007/8 to 2013/14) but allows for a discount of 20% as some have been on residential gardens. The remaining 80% have been other forms of development and represent an average of about 55 dwellings per annum (figure rounded). In order to avoid double counting the small sites with planning permission this allowance is only made from year 4 onwards of the plan period.

The national planning policy context

212. The broader context to planning for housing delivery is that increasing that the Government recognises that the number of homes being delivered each year nationally is below the number needed to meet housing need and demand at the national scale. Delivering more homes, both to address the need and demand and as a driver for economic prosperity, is clearly a key ambition of the government and this is reflected in the NPPF.
213. The NPPF states that there are three dimensions to sustainable development: economic, social and environmental. Providing a supply of housing to meet the needs of present and future generations is identified as an aspect of the social role.
214. Building a strong, competitive economy is one of the key NPPF themes for delivering sustainable development. The NPPF states that the Government is committed to securing economic growth in order to create jobs and prosperity and to ensuring that the planning system does everything it can to support sustainable economic growth. It adds that planning should operate to encourage sustainable growth and that planning policies should recognise and address any barriers to investment including a lack of housing with significant weight being placed on the need to support economic growth through the planning system.
215. The NPPF states 'Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable' (paragraph 173).
216. Paragraph 47 of the NPPF stresses the importance the Government attaches to boosting significantly the supply of housing and that where there has been persistent under-delivery a 20% buffer should be added to the five year supply of deliverable housing sites to (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.

The Regeneration and Environment Local Plan

217. The Preferred Options included a Housing Phasing and Implementation Policy. As already noted a number of representations were received from developers and planning consultants contending that the policy was too restrictive. The Council has accepted that these representations are valid and the policy has not been carried forward to the Publication version of the RELP.

The contingency allowance in the New Housing Sites Policy

218. Experience has taught that a key requirement for a successful housing delivery policy is flexibility. Housing delivery projections are informed by the best information available at the time of the projection and every effort is made to ensure that they are as credible and robust as possible. However, it is not possible to precisely project housing delivery over 15 years. For this reason a contingency allowance is essential. This provides insurance against site or sites not delivering as expected.

219. The approach of identifying enough sites to potentially provide a greater than required number of houses over the plan period is consistent with the Council's growth aspirations, the NPPF emphasis on encouraging investment in housing and the need to have a flexible housing delivery strategy should a site or sites not come forward as currently anticipated.

The 20% buffer added to the five year supply of deliverable housing sites

220. This responds directly to the NPPF advice that in the event of persistent under-delivery, a 20% buffer, moved forward from later in the plan period, is added to the five year supply of deliverable housing sites in order to ensure choice and completion in the market for land. It is not expected that persistent under-delivery will be maintained indefinitely and when the Council is able to demonstrate persistent delivery then a 5% buffer will be introduced.
221. It is important to be clear that neither the contingency allowance nor the 20% buffer added to the first five years of the plan increase in the overall housing requirement over the plan period. Both are a means of ensuring that the housing requirement is achieved.

Representations that this topic paper responded to

The opportunity to determine housing targets locally

The following representations included comments that related to the opportunity to determine housing targets locally: - 6, 12, 28, 63, 92, 197, 201, 214, 239, 255, 259, 263, 272, 282, 283, 284, 311, 321.

The Nathaniel Litchfield challenge to the robustness of the housing requirement

The following representations are responded to: 187, 201, 311

Taking empty homes into account

The following representations commented on taking empty homes into account: 6, 23, 63, 64, 135, 140, 141, 158, 255, 295

Housing need and demand by area

The following representations included comments that related to housing need and demand by area: - 22, 23, 44, 132, 156, 157, 172, 188, 202, 208, 209, 214, 225, 231, 238, 242, 243, 244, 245,

Rural housing need and demand

The following representations included comments that related to rural housing need and demand
136, 166, 197

Affordable housing

The following representations included comments that related to affordable housing: - 85, 193, 202, 209, 313

The ageing population and addressing the needs of vulnerable people

The following representations included comments that related to the ageing population and addressing the needs of vulnerable people: 153, 307

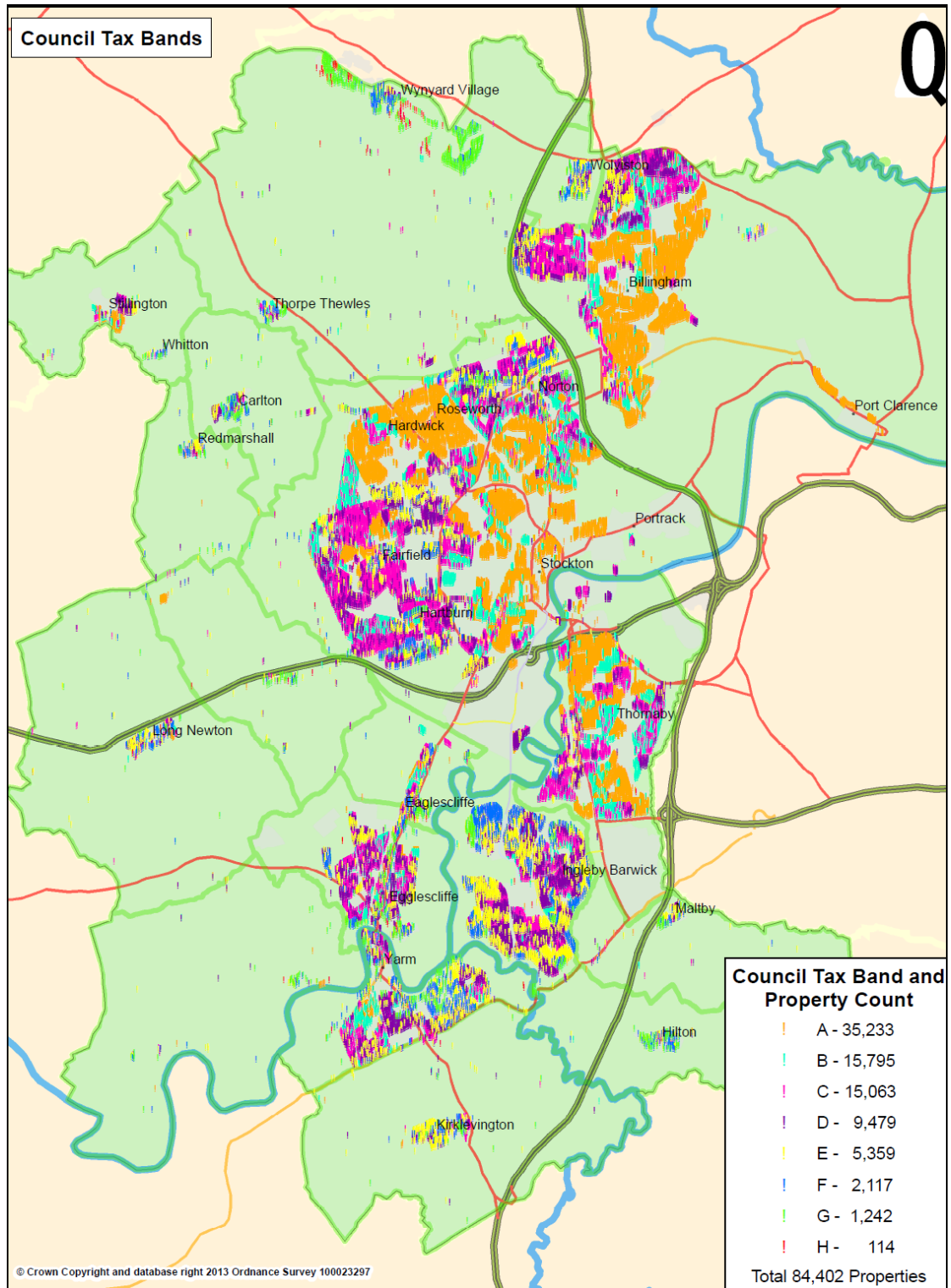
Executive housing

The following representations included comments that related to executive housing: 105, 132, 158, 165, 171, 173, 174, 175, 176, 177, 178, 179, 180, 181, 182, 183, 184, 185, 190, 191, 192, 196, 204, 210, 238, 298, 299, 300, 301

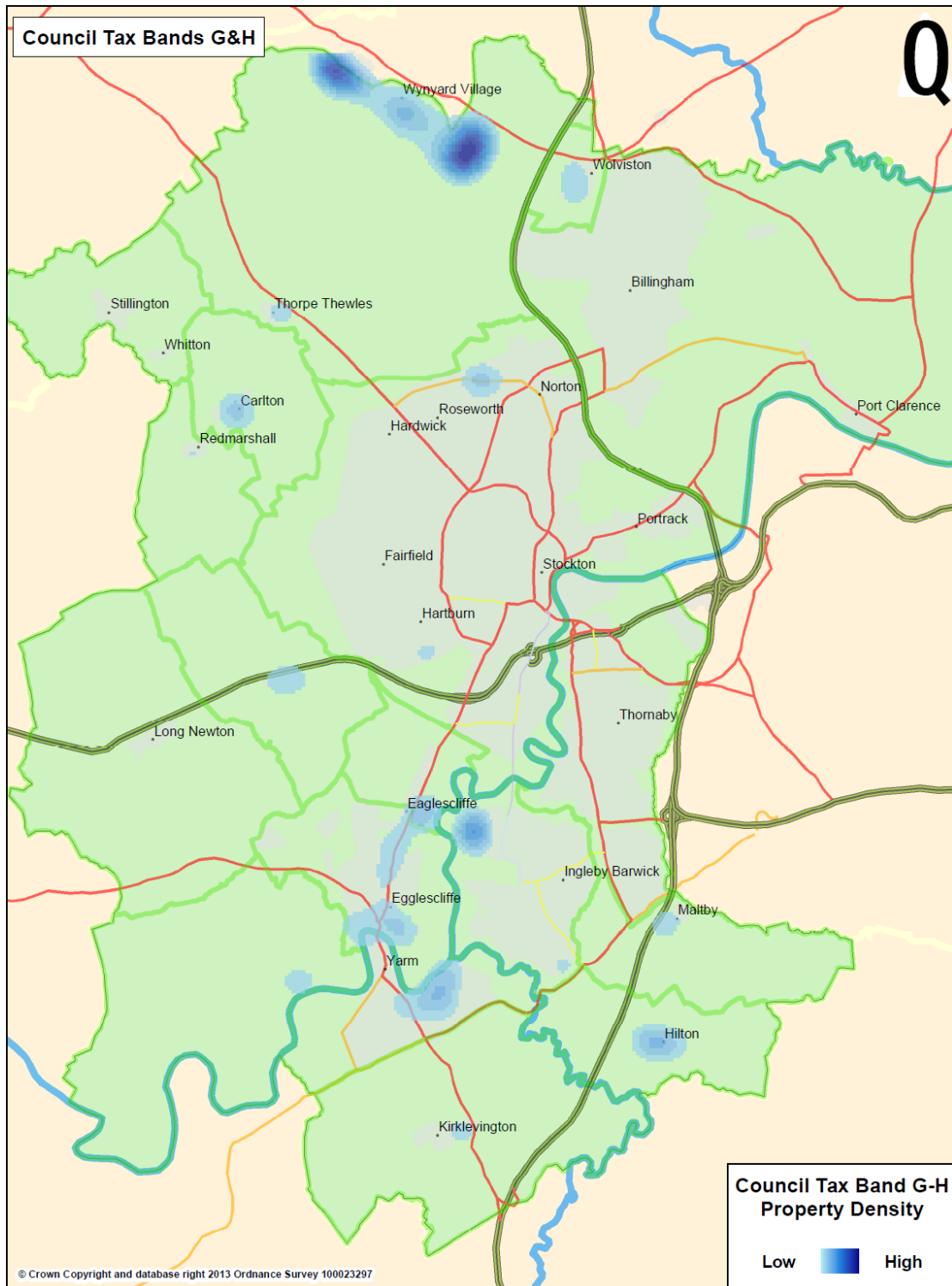
Housing Delivery

The following representations included comments that related to housing delivery: 128, 136, 164, 171, 189, 192, 197, 201, 202, 203, 209, 225, 263, 313

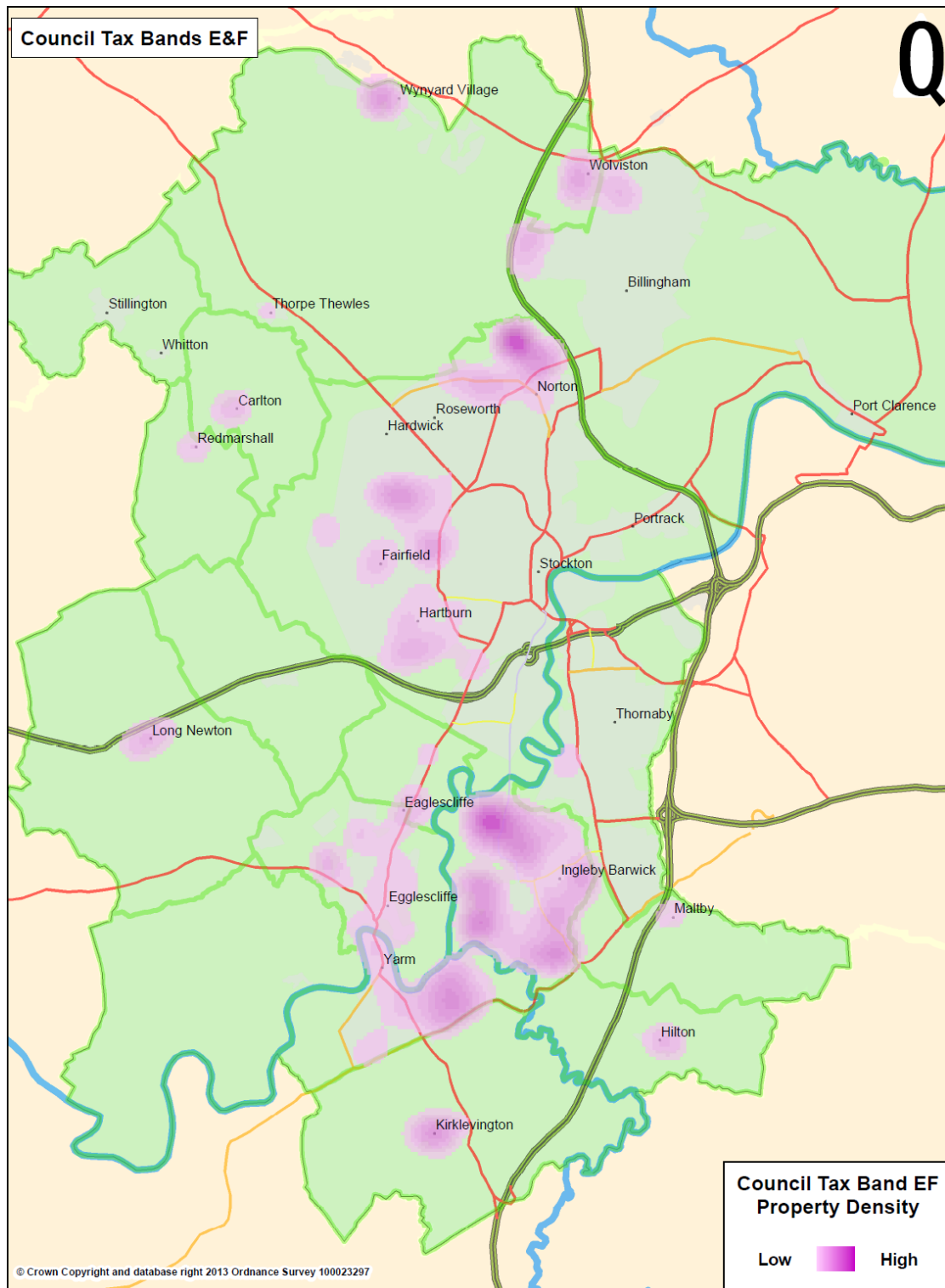
Appendix 1: The distribution of Council Tax bands



Appendix 2: The distribution of Council Tax band G & H properties



Appendix 3: The distribution of Council Tax band E & F properties



Stockton-on-Tees Borough Council Housing Site Selection Topic Paper

February 2015

Responses to comments relating to housing site selection

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1. Introduction

1. The purpose of this topic paper is to show set out how housing sites have been assessed up to the Publication stage in the Regeneration and Local Development Document (referred to in this topic paper for simplicity as the RELP) preparation process.
2. The Wynyard Topic Paper provides further context to the assessment of potential housing sites in Wynyard. The Yarm and Kirklevington Topic Paper provides further context to the assessment of potential housing sites in the Yarm - Kirklevington area. The Housing Need and Demand Topic Paper provides context in respect of discussing the housing need and demand that the housing sites are allocated in order to meet.

Background to the topic paper

3. Stockton Borough Council is reviewing the housing element of the adopted Core Strategy (2010). The reason for the review is that the evidence the Council has indicates that not enough housing sites can be identified that are compliant with the adopted Core Strategy to deliver the overall housing requirement. The first stage in the review process was the Planning for Housing - Issues and Options consultation (summer 2011). The second stage was the Regeneration and Environment Local Development Document (LDD) Preferred Options consultation (summer 2012). This followed the decision to incorporate the results of the Core Strategy review of housing options into a single document together with the Regeneration DPD and the Environment DPD. The Issues and Options for the Regeneration DPD were consulted upon in 2007

Why greenfield sites have been allocated in the Regeneration and Environment Local Plan

4. The Core Strategy focused housing development on the brownfield sites in the Core Area. Issues with the deliverability of these brownfield sites have become apparent. Many of these sites have significant issues, such as flooding and land contamination that are costly to rectify. There is very limited public funding available to contribute to this and developers are unwilling or unable to deliver these sites. The Council has had therefore to allocate greenfield sites in order to meet the housing requirement for the Borough.

Process

The Core Strategy 'Planning for Housing' review of housing options - Issues and Options consultation

5. The following sites were identified through this process and included in the Core Strategy 'Planning for Housing' issues and options consultation:

Site Name	Approx. dwelling capacity
• North West Billingham	260
• Harrowgate Lane, West Stockton	2470
• Yarm Back Lane, West Stockton	3120
• West Preston	4150
• West Yarm (Morley Carr Farm)	330
• South West Yarm (Land South of Green Lane)	480

• South East Yarm	780
• Billingham Bottoms	260
• Land to the South of Preston Farm Industrial Estate	1140
• Land at Durham Lane Industrial Estate	630
• Land at Urray Nook – Site 1	570
• Land at Urray Nook – Site 2	340
• Land at Ingleby Barwick	1530
• Wynyard Park	1000
• Land East of Wynyard Village	280
• Wynyard Hall Estate (Wynyard Village)	300

The Regeneration and Environment LDD Preferred Options consultation

6. The following sites were identified as housing allocations in the Preferred Options consultation document:

Site Name	Approx. dwelling capacity
• Nifco site	165
• Urray Nook	570
• University Hospital of North Tees	340
• Blakeston School	40
• Norton School	46
• Land at Leeholme Road	30
• Harrowgate Lane	2470
• Yarm Back Lane	945
• West Yarm (Morley Carr Farm)	300
• South West Yarm (Land South of Green Lane)	735
• Wynyard Village	300
• Wynyard Park	1000

The Publication Draft of the Regeneration and Environment Local Plan

7. The following sites are identified as housing allocations in the Publication Draft:

Site Name	No of units (approx.)
• Victoria Estate	210
• Boathouse Lane	400
• Queens Park North	250
• Land off Albany Road (Norton School)	40
• North of Junction Road (Blakeston School)	60
• South of Junction Road, Norton	40
• Darlington Back Lane	28
• Yarm Road	30
• Abbey Hill, Norton	12
• Somerset Road, Norton	44
• South of Kingfisher Way	30
• Harrowgate Lane	1250
• Yarm Back Lane	500
• Leeholme Road	30
• Land off Cayton Drive	50
• Queens Avenue	12
• Land off Roundhill Avenue	30

2. The approach to housing site selection

8. The approach to site selection has had three broad aspects. These are as follows:
 - assessing the deliverability of the site;
 - assessing the sustainability of the site; and
 - assessing whether or not the site would deliver the Housing Spatial Strategy
9. The assessment of each site has followed this broad framework. Sites have not been scored.

Assessing deliverability and developability

The Strategic Housing Land Availability Assessment (SHLAA)

10. The first Stockton-on-Tees SHLAA was published in 2008 and has been updated on an annual basis. The SHLAA is an important part of the evidence base for assessing whether a site is deliverable and/or developable. The availability and achievability section of the site assessment checklist are particularly relevant in this context.

Highways implications

11. In allocating housing sites and reviewing and allocating employment sites, detailed investigation work and modelling has revealed the stresses and strains on the local and strategic highway network. This, in combination with the highway works required for individual planning applications on housing allocations in Yarm, Wynyard and West Stockton presents a picture of the highways solution to accommodate the envisaged growth. The main schemes are set out in the Infrastructure Schedule and identify works at A689 junction at Wynyard, Elton Interchange on the A66, Yarm Back Lane/Darlington Back Lane junction improvements, Durham Road and Harrowgate Lane Junction Improvements, Ingleby Barwick and Portrack Relief Road.
12. The costs and timescales for these projects are current estimates but subject to change in the future, particularly those after 2020/21, and on-going negotiations in respect of the sites at Harrowgate Lane and Yarm Back Lane may mean the structure, timing and costs of the highway schemes change in later iterations of the Infrastructure Schedule.

Sustainability

The Sustainability Appraisal process

13. The Sustainability Appraisal (SA) process has also contributed to the selection of sites. This is documented in the SA reports.

Access to local services and facilities

14. For developments to be sustainable they should be located on sites that are well served by public transport links and that allow the residents easy access to

local facilities and services, to reduce the number of trips made by private motor vehicles. Some of the proposed sites will be more accessible than others and a brief description of the sustainability of each site has been provided to allow some comparison. Information on the modelling used to determine the distances from facilities can also be found with the appraisal document.

The Landscape Character Assessment and Capacity Study

15. The Stockton on Tees Landscape Character Assessment and Capacity Study (2011) was undertaken by White Young Green. It has been used to assess the development capacity and sensitivity of the site allocations. Specifically, it assesses the 'degree to which a particular landscape character type or area is able to accommodate change without significant effects on its character, or overall change of landscape character type'.

Spatial Strategy

Strategic Policy SP2 – Housing Spatial Strategy

16. The Preferred Options of the Regeneration and Environment LDD included Strategic Policy SP2 - Housing Spatial Strategy. The Publication Draft of the RELP carries forward an amended version of Strategic Policy SP2 - Housing Spatial Strategy. Policy SP2 sets out how the how the Local Planning Authority (LPA) proposes to develop the housing spatial strategy.
17. Both the Preferred Options and Publication Draft versions of the Housing Spatial Strategy have informed the approach to housing site selection. Following the consultation it was considered that the Preferred Options Policy SP2 functioned more as a housing site selection hierarchy than a strategic policy. For this reason the Publication Draft Policy SP2 has been changed from the Preferred Options version but it is still relevant in the process of housing site selection to consider if a potential housing allocation can deliver the Housing Spatial Strategy.

The 2012 Tees Valley Strategic Housing Market Assessment (TVSHMA)

18. The 2012 TVSHMA provides significant evidence relating to housing need and demand by area. A 2011 household survey was undertaken for the 2012 TVSHMA. The 2012 TVSHMA used household survey data to review the extent to which open market demand and supply is balanced. Market demand was measured by the aspirations from existing households, newly-forming households and in-migrant households. This was then reconciled with the likely supply of new dwellings based on turnover rates in the preceding five years. Table 12 reviews general market supply and demand in the Borough.

Table 12: Review of general market supply and demand in Stockton-on-Tees

		Billingham	Ingleby Barwick	Rural Areas	Stockton Inner Core	Stockton Outer Core	Thornaby	Yarm/Preston/Eaglescliffe	Stockton-on-Tees	
Tenure	Total	Green	Green	Green	Green	Yellow	Green	Green	Green	
	Owner Occupied	Green	Green	Yellow	Green	Yellow	Green	Green	Yellow	
	Private Rented	Yellow	Green	Green	Purple	Purple	Purple	Green	Green	
Property size	One	Green	Green	Green	Purple	Red	Yellow	Green	Green	
	Two	Yellow	Green	Green	Green	Purple	Green	Green	Green	
	Three	Yellow	Green	Yellow	Green	Yellow	Green	Green	Green	
	Four or more	Yellow	Green	Green	Red	Red	Red	Yellow	Yellow	
Property type	Detached Hse	Yellow	Green	Green	Red	Red	Red	Yellow	Yellow	
	Semi Det Hse	Yellow	Purple	Yellow	Green	Green	Green	Green	Green	
	Terraced Hse	Green	Purple	Purple	Purple	Purple	Purple	Green	Purple	
	Flat (inc bedsits)	Green	Yellow	Yellow	Purple	Yellow	Purple	Purple	Green	
	Bungalow	Yellow	Red	Red	Red	Green	Red	Yellow	Yellow	
	Red	Demand exceeds supply and particular pressure on stock								
	Yellow	Demand exceeds supply and some pressure on stock								
	Green	Demand equals supply; demand likely to be satisfied								
	Purple	Supply considerably exceeds demand								

The Green Wedge Review (December 2014)

19. The purpose of the study is to review the extent of the green wedge to inform the Regeneration and Environment Local Plan Publication Draft. As the council are proposing to place green wedges outside the limits to development this review also consider this designation as the extent of the green wedge will also form the limit to development.
20. There is continuing development pressure and the Secretary of State agreed with the recommendation of the Inspector for the Low Lane Inquiry that a higher value should be accorded to the potential of the appeal site (currently designated as green wedge) to assist in meeting housing need and demand. It would therefore enhance the Local Plan evidence base to consider whether land within the green wedge continues to meet this function and ensure that the designation can be sustained over the plan period.
21. The conclusions from the Green Wedge Review have informed the housing site selection process where relevant.

Planning the Future of Rural Villages in Stockton-on-Tees

22. Sustainable villages are referred to in the RELP and the context to this is provided by the Planning the Future of Rural Villages in Stockton-on-Tees Borough Report published in 2008. The purpose of the report was to underpin and support policy development. The study establishes the levels of facilities available within the Borough's rural villages and assesses their sustainability. The outlying villages were grouped into tiers based on their sustainability, with tier 1 being the most sustainable and tier 4 being the least. Only those villages falling within either tier 1 or 2 have been considered to be sustainable enough to accommodate further infill housing.

23. The latest update of the study was undertaken in 2014 and identifies Stillington as a tier 1 locations (High level of in-village services and ability to access services and facilities by sustainable means) and Wolviston and Carlton as tier 2 locations (Good level of in-village services and ability to access employment/services by sustainable means).

Sites safeguarded for housing

24. The Council has also re-affirmed housing commitments at Wynyard to enhance the existing settlement. In addition the Council has safeguarded a housing allocation for 400 dwellings at Wynyard Park. No housing delivery has been projected for this allocation in the plan period because it requires government funding to unlock the necessary capacity on the highway network. Similarly, no housing delivery has been projected for the safeguarded housing allocation at Harrowgate Lane as its delivery is reliant upon interventions from the Highways Agency.
25. Detail of how the sustainability of these sites was assessed can be found in the Regeneration and Local Plan Sustainability Appraisal. The broader Harrowgate Lane site that is allocated for housing is also appraised within this topic paper.
26. The Housing Spatial Strategy allocates a sustainable new settlement at Wynyard. The safeguarded land for housing at Wynyard Park is consistent with this. The Housing Spatial Strategy also provides the context for the safeguarded housing land at Harrowgate Lane by allocating a strategic urban extension to the west of Stockton.

3. Overview of the housing site selection process

27. Prior to the Core Strategy review of housing options – Issues and Options consultation SBC officers undertook a site search exercise. This can be summarised as follows:

Core Strategy Review Issues and Options 2011 and Regeneration and Environment LDD Preferred Options 2012

- The Strategic Housing Land Availability Assessment (SHLAA) database of potential housing sites was used as the primary source of potential housing land.
- All land on the urban fringe of the conurbation including land not identified in the SHLAA was reviewed for its housing potential.
- A Housing Site Baseline database was established to audit the following process as follows:
 - a. Stage 1: Initial Options
 - b. Stage 2a: Highways
 - c. Stage 2b: Distance and accessibility of services
- Some sites were discounted as technically unfeasible or unsuitable.

Regeneration and Environment Local Plan – Publication Draft

28. A number of sites were submitted in response to the consultation that was undertaken in summer 2012 on the Regeneration and Environment LDD Preferred Options. These sites were assessed and the assessment was reported to the Local Plan Member Steering Group meeting of 8th January 2013.
29. The Preferred Options was published in 2012. Since the publication of the Preferred Options the following new activities / circumstances occurred that needed to be taken into account
- The Council has undertaken the 2014 Green Wedge Review. This updates the Review of the Limits to Development and Green Wedges published in 2010.
 - The Council has undertaken a Capital Asset Review. This has recommended that a number of assets currently in the Council's ownership be marketed for housing development.
 - Arup have undertaken an extensive traffic modelling exercise to assess the capacity of the local road network to accommodate the impact of housing development.

Housing Site Selection Review August/September 2014

30. The August / September 2014 review was undertaken for the following reasons:
- To update previous assessments and ensure that the latest information regarding deliverability had been taken into account for all potential housing sites.
 - To take into account the 2014 Green Wedge Review.

4. The assessment of sites allocated in the Publication Draft of the Regeneration and Environment Local Plan

31. A conclusion was reached for each site. This is in the context of the assessment of the sites which has been undertaken within the following framework:
- Availability and achievability; in order to determine the likelihood of their being delivered in the event of their being allocated
 - Sustainability; in order to determine their suitability as housing sites
 - The housing spatial strategy; in order to determine if the development of the site would deliver Strategic Policy 2 – The Housing Spatial Strategy in the Publication Draft of the Regeneration and Environment LDD Preferred Options draft.
32. For maps of the sites allocated in the Publication Draft, refer to the Publication Draft Regeneration and Environment Local Plan Policies Map.

Conurbation sites

- Victoria Estate
- Boathouse Lane
- Queens Park North
- Land off Albany Road
- North of Junction Road
- South of Junction Road
- Darlington Back Lane
- Yarm Road
- Abbey Hill, Norton
- Somerset Road, Norton
- South of Kingfisher Way
- Leeholme Road
- Queens Way

Urban extensions

- Harrowgate Lane
- Yarm Back Lane

Urban Fringe / Green Wedge

- Land off Cayton Drive
- Roundhill Avenue

Conurbation sites

Victoria Estate

Availability and Achievability

33. The site is considered to be available. A strategy has been developed for decanting the residents.
34. The development of this site is a regeneration priority for the Council and its achievability has been assessed through the process of producing the Victoria Estate Masterplan. The Council has secured a developer partner for the site.

Sustainability

35. The site has easy access to the services and facilities of Stockton Town Centre and is well linked to the public transport network.

Spatial Strategy

36. The site is located within central Stockton and is not within Green Wedge. The site would support the regeneration of central Stockton through the positive re-use of a brownfield site and is therefore within a high position within the site selection hierarchy and will contribute to delivering the Housing Spatial Strategy
37. Development of brownfield sites will reduce pressure of greenfield sites or those outside of the conurbation and with a greater landscape impact.
38. The provision of additional housing in a location reasonably close to and with good public transport links to Stockton Town Centre will assist in supporting the vitality and viability of Stockton Town Centre.

Conclusion

39. The site performs well in sustainability terms and will contribute to the delivery of the Housing Spatial Strategy. Its location is particularly well suited for meeting the housing needs of older persons.

Boathouse Lane

Availability and Achievability

40. The site is in multiple ownerships and includes the Aviva bus depot which would be difficult to re-locate use. Therefore, it is not currently available. However, there are two planning permissions for residential development relating to the site as follows:
 - Northern Machine Tools Engineering, Land at Boathouse Lane, Stockton on Tees – outline permission for 118 dwellings
 - Land South of Hughes Building, Boathouse Lane - Reserved matters permission for residential development comprising of 60 no. dwelling houses and 114 no. apartments.
41. The site has significant constraints such as flood risk and is not in a strong housing market area. The two planning permissions referred to above have not been implemented and are not currently projected to deliver housing within the plan period.

Sustainability

42. The site has access to the services and facilities of Stockton Town Centre and is well linked to the public transport network. Residents on this site will have a relatively low need to travel by private transport. The site is largely areas of Flood Zones 2 and 3, although it has been demonstrated that appropriate mitigation can be provided, which includes compensatory flood storage or flood resilience measures
43. Development of brownfield sites will reduce pressure of greenfield sites or those outside of the conurbation and with a greater landscape impact.

Spatial Strategy

44. The site is located within central Stockton and is not within Green Wedge. The site would support the regeneration of central Stockton through the positive re-use of a brownfield site and is therefore within a high position within the site selection hierarchy and will contribute to delivering the Housing Spatial Strategy

Conclusion

45. The site performs well in sustainability terms and has the potential to contribute to the delivery of the Housing Spatial Strategy through the regeneration of a key gateway site. The site has significant deliverability constraints. It is allocated in order to re-affirm the Council's commitment to regeneration but no reliance is placed on its delivery in the context of delivering the housing requirement.

Queens Park North

Availability and Achievability

46. The site is part of a broader area that benefits from planning permission for 552 dwellings. However, the planning permission has not been implemented and there is a legal dispute in relation to the broader area.
47. The site has previously been in industrial usage. However, a scheme of environmental remediation has already been implemented.

Sustainability

48. The site has access to the services and facilities of Stockton Town Centre and is well linked to the public transport network. Residents on this site will have a relatively low need to travel by private transport. An area of Flood Risk associated with Lustrum Beck lies within the site. However any risk can be suitably mitigated.
49. Areas of biodiversity associated with habitat around Lustrum Beck have been identified within the site but appropriate mitigation can be provided.
50. The site is a brownfield site. Development of brownfield sites will reduce pressure of greenfield sites or those outside of the conurbation and with a greater landscape impact.

Spatial Strategy

51. The site would support the regeneration of central Stockton through the positive re-use of a brownfield site. The site will therefore contribute to delivering the Housing Spatial Strategy.

Conclusion

52. The site is allocated because it performs well in sustainability terms and has the potential to contribute to the delivery of the Housing Spatial Strategy through the regeneration of a key gateway site. It is acknowledged that there is a legal issue in relation to the site and for this reason no delivery is scheduled from the site for the first five years of the plan period.

Land off Albany Road

Availability and Achievability

53. The site is within the Council's ownership. The Council's Asset Review Strategy has identified the site for disposal. It is available.
54. No physical constraints to the delivery of the site have been identified although the housing market area is not as strong as some parts of the wider Stockton conurbation.

Sustainability

55. Being within the existing conurbation, the site has good links to services and facilities including being located near to a Core Bus Route but the development will involve development of greenfield land.
56. The development will lead to the loss of part of an area of open space, although this will not include the adjacent playing fields.

Spatial Strategy

57. The site is located within the wider Stockton conurbation and is not within Green Wedge. It is therefore within a high position within the site selection hierarchy and will contribute to delivering the Housing Spatial Strategy.
58. The provision of additional housing in a location reasonably close to and with good public transport links to Stockton Town Centre will assist in supporting the vitality and viability of Stockton Town Centre.
59. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the wider Stockton conurbation, which further supports development at this site.

Conclusion

60. The site is sequentially preferable within the housing site selection hierarchy and performs well in sustainability terms and it will contribute to the delivery of the Housing Spatial Strategy

North of Junction Road

Availability and Achievability

61. The site is within the Council's ownership. The Council's Asset Review Strategy has identified the site for disposal. It is available.
62. The development will be adjacent to a railway. However, this can be taken into account in the design of the site and will not impact on the achievability of the site.

Sustainability

63. The development site is located adjacent to a Core Bur Route and has good access to a number of other services and facilities which will reduce the need to travel by private vehicle.

Spatial Strategy

64. The site is located within the wider Stockton conurbation and is not within Green Wedge. It is therefore within a high position within the site selection hierarchy and will contribute to delivering the Housing Spatial Strategy.
65. The provision of additional housing in a location reasonably close to and with good public transport links to Stockton Town Centre will assist in supporting the vitality and viability of Stockton Town Centre.
66. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the wider Stockton conurbation, which further supports development at this site.

Conclusion

67. The site is sequentially preferable and performs well in sustainability terms and it will contribute to the delivery of the Housing Spatial Strategy

South of Junction Road

Availability and Achievability

68. The site is within the Council's ownership. The Council's Asset Review Strategy has identified the site for disposal. It is available.

Sustainability

69. The site is located within the existing conurbation and has access to some services and facilities to reduce the need to travel. The site is not located within a flood zone and is adjacent to a Core Bus Route.
70. The development will lead to the loss of part of an area of open space. However, the policy requires the retention of a significant area and its enhancement. It is likely that the enhancement of the space will lead to some improved recreation opportunity which will benefit the community.

Spatial Strategy

71. The site is located within the wider Stockton conurbation. It will therefore contribute to delivering the Housing Spatial Strategy.
72. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the wider Stockton conurbation, which further supports development.

Conclusion

73. The site is allocated because it performs well in sustainability terms and will contribute to the delivery of the Housing Spatial Strategy.

Darlington Back Lane

Availability and Achievability

74. The site is within the Council's ownership. The Council's Asset Review Strategy has identified the site for disposal. It is available.
75. No physical constraints to the delivery of the site have been identified.

Sustainability

76. The site is located within the existing conurbation and has access to some services and facilities to reduce the need to travel. The site is not located within a flood zone and is close to a Core Bus Route.
77. The site is located within the existing conurbation but there will be some development of greenfield land and loss of open space. The impacts upon biodiversity are unlikely to be significant as this is a maintained area of open space of low biodiversity value.

Spatial Strategy

78. The site is located within the wider Stockton conurbation. It will therefore contribute to delivering the Housing Spatial Strategy.
79. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the wider Stockton conurbation, which further supports development at this site.

Conclusion

80. The allocation of the site would support the Council's capital asset strategy and contribute to the delivery of the Housing Spatial Strategy.

Yarm Road

Availability and Achievability

81. The site is within the Council's ownership. The Council's Asset Review Strategy has identified the site for disposal. It is available.

Sustainability

82. The site is located within the existing conurbation and has access to some services and facilities to reduce the need to travel. The site is not located within a flood zone and is close to a Core Bus Route.
83. The development will lead to the loss of part of an area of open space but enhancements to the remaining area are required and the development of the site allows the Council to secure ownership of a significant area of natural greenspace to the south of Hartburn Village, thereby securing the site for public access and recreation in the long term.

Spatial Strategy

84. The site is located within the wider Stockton conurbation. It will therefore contribute to delivering the Housing Spatial Strategy.
85. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the wider Stockton conurbation, which further supports development at this site.

Conclusion

86. The site is allocated in order to support the Council's capital asset strategy and because it will contribute to the delivery of the Housing Spatial Strategy.

Abbey Hill, Norton

Availability and Achievability

87. The site is within the Council's ownership. It is available.

Sustainability

- 88. Being within the existing conurbation, the site has good links to services and facilities but the development will involve development of greenfield land.
- 89. The site is a brownfield site. Development of these areas will reduce pressure of greenfield sites or those outside of the conurbation and with a greater landscape impact.

Spatial Strategy

- 90. The site is located within the wider Stockton conurbation and will provide affordable homes. It will therefore contribute to delivering the Housing Spatial Strategy.
- 91. The 2012 TVSHMA identified a net annual affordable housing shortfall within the wider Stockton conurbation of 210 dwellings.

Conclusion

- 92. The site performs well in sustainability terms and it will contribute to the delivery of the Council's Affordable Homes Delivery Programme.

Somerset Road, Norton

Availability and Achievability

93. The site is within the Council's ownership. It is available.

Sustainability

94. The site is located within the existing conurbation and has access to some services and facilities to reduce the need to travel. The site is not located within a flood zone and is close to a Core Bus Route.

95. The site is located within the existing conurbation but there will be some development of greenfield land and loss of amenity open space. The impacts upon biodiversity are unlikely to be significant as this is a maintained area of open space of low biodiversity value.

Spatial Strategy

96. The site is located within the wider Stockton conurbation and will provide affordable homes. It will therefore contribute to delivering the Housing Spatial Strategy.

97. The 2012 TVSHMA identified a net annual affordable housing shortfall within the wider Stockton conurbation of 210 dwellings.

Conclusion

98. The site is allocated because it performs well in sustainability terms and it will contribute to the delivery of the Council's Affordable Homes Delivery Programme.

Leeholme Road, Billingham

Availability and Achievability

1. The site has been promoted through the Strategic Housing Land Availability Assessment and was assessed as being available for development. It is currently occupied by vacant industrial units, however it has not previously been safeguarded for employment purposes in planning policy and its relatively small size and location mean that its loss from the employment land portfolio is considered to be acceptable.
2. The site is considered to be achievable, with access likely to be from Saunton Road. However, the site's proximity to the railway line may limit the development area and therefore the site's yield to around 24 dwellings. The site is also within a middle and an outer Health and Safety Executive Zone. An assessment through the HSE's PADHI+ system suggests that the HSE would not advise against development of 30 or less dwellings in this location, however more than 30 dwellings is likely to be advised against.

Sustainability

3. Development of the site would represent development on previously developed land on a site within the existing conurbation. It is located in close proximity to the existing residential area, with easy access to facilities and services, including Billingham District Centre and Billingham Railway Station. The SHLAA also notes that development of the site for residential purposes could also improve the amenity of neighbouring residential properties.
4. The site is unsightly and in disrepair. A redevelopment scheme has the potential to provide improvements to the physical environment.
5. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the Billingham area, which further supports development at this site.

Spatial Strategy

6. The site is located within the limits to development and forms part of the Billingham urban area. It therefore performs well within the site selection hierarchy of the Spatial Strategy. It is not located within the Green Wedge.

Conclusion

7. The allocation of the site would support the Council's Affordable Housing Delivery Programme, in which the site is identified in and has secured funding from the Homes and Communities Agency for delivery, and will thereby contribute towards maximising the range of housing sites that the Borough offers. In addition it is a brownfield site that is unsightly and disrepair and for which a redevelopment scheme has the potential to provide improvements to the physical environment.

South of Kingfisher Way

Availability and Achievability

99. The site has been marketed for development. It is available.
100. No constraints have been identified to achieving housing development on the site.

Sustainability

101. The site is in close proximity to employment opportunities and a convenience retail store is to be provided on an adjacent allocation. However, the Core Bus Route is up to 2km away and there is likely to be some requirement for travel by private vehicle.
102. Development of brownfield sites will reduce pressure of greenfield sites or those outside of the conurbation and with a greater landscape impact.

Spatial Strategy

103. The site is located within the wider Stockton conurbation. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the wider Stockton conurbation, which further supports development at this site.

Conclusion

104. The site is considered to be available and achievable and with good access to employment opportunities although it is acknowledged that access to health and education services is relatively poor for a conurbation site. Its location within the Stockton conurbation means that it performs well in the site selection hierarchy and it will contribute to meeting the need and demand identified in the 2012 TVSHMA.

Queens Way

Availability and Achievability

105. The site formerly benefitted from a planning permission for residential development (46 apartments) which has now lapsed. It is considered to be available.
106. No physical constraints to development of the site have been identified. It is considered that residential development can be achieved on the site but is unlikely to be apartments as the lapsed planning permission tested the market for apartments in this location.

Sustainability

107. The site is located within the existing conurbation with good access to services and facilities including a Core Bus Route and Thornaby Railway Station.
108. The site is a brownfield site located within the existing conurbation and allocation of such sites will reduce pressure on greenfield sites within the countryside.

Spatial Strategy

109. The site is located within the conurbation. It therefore performs well within the site selection hierarchy and will contribute to delivering the Housing Spatial Strategy.
110. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the Thornaby area, which further supports development at this site.

Conclusion

111. The site is sequentially preferable within the housing site selection hierarchy and performs well in sustainability terms and it will contribute to the delivery of the Housing Spatial Strategy.

Urban Extensions

Harrowgate Lane

Availability and Achievability

112. The Council have been working in collaboration with the Advisory Team for Large Applications (ATLAS), landowners, developers and agents to bring forward coordinated housing development and associated infrastructure on Harrowgate Lane and Yarm Back Lane. A Development Framework Document (DFD) is under preparation which draws together the collaborative work undertaken. The DFD will guide the development of the site, identifying the phasing of development and delivery of infrastructure. The sites are considered to be available and achievable.
113. The council is awaiting confirmation regarding the identification and willingness of landowners of a parcel of land on the western side of the site prior to confirming inclusion within the allocation.

Sustainability

114. The site is located on the edge of the conurbation. Good access can be achieved to a number of facilities through the provision of the pedestrian and cycle linkages. A Core Bus Route is nearby, which should reduce the need to travel by private vehicle.
115. The scale of housing development proposed for this site has led to a requirement for land for a new primary school, which will also improve access to and choice of primary education for existing residents in the area.
116. The development will be located on greenfield land within an area of low landscape capacity for development and there is likely to be some negative impacts upon the landscape. However, the overall impact upon this objective is mixed and uncertain. The site is primarily agricultural land but includes habitats such as trees and hedgerows. These features may be lost but there is potential for the Development Framework Document to secure enhancement to biodiversity and landscaping mitigation, such as the de-culverting of Rosedale Beck.
117. Development of the site will provide the opportunity for enhancements to the Castle Eden Walkway and additional cycle/pedestrian links which will provide improved recreation opportunities for the new and existing residents in the area.

Spatial Strategy

118. The Harrowgate Lane site is located adjacent to the adopted limits to development and forms a logical urban extension. The site is, therefore, relatively high within the site selection hierarchy and is not within the Green Wedge.
119. The site has the potential to contribute to meeting regeneration objectives and support disadvantaged communities. In assessing regeneration benefits, the

index of multiple deprivation (IMD), unemployment rates, assessment of the vitality and viability of existing retail centres, open space access, housing market renewal schemes and any other regeneration proposals are all key indicators. Outside of the Core Area the most deprived wards (lowest IMD) are Hardwick and Roseworth wards, which are located adjacent to the Harrowgate Lane housing site.

120. Encouraging development in the northwest of the conurbation will support wards which may benefit from investment, for example Hardwick and Roseworth. In this area, 'High Newham Court' Local Centre has a high vacancy rate and poor physical environment. Regeneration and Environment LDD Policy TC8 - Development in Local and Neighbourhood Centres, supports the redevelopment of High Newham Court Local Centre, and as a result it could be appropriately expanded to absorb the additional spending capacity generated from housing growth in the area.
121. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the wider Stockton conurbation, which further supports Harrowgate Lane. A site of this scale would also be able to support the range of house types, sizes and tenures, which would encourage a sustainable community.

Conclusion

122. Harrowgate Lane is a sequentially preferable site within the site selection hierarchy due to its location adjacent to the adopted limits to development and forms a logical urban extension. The site performs well in sustainability terms and given the size of the site will have capacity for onsite provision for additional services and facilities.

Yarm Back Lane

Availability and Achievability

123. The Council have been working in collaboration with the Advisory Team for Large Applications (ATLAS), landowners, developers and agents to bring forward coordinated housing development and associated infrastructure on Harrowgate Lane and Yarm Back Lane. A Development Framework Document (DFD) is under preparation which draws together the collaborative work undertaken. The DFD will guide the development of the site, identifying the phasing of development and delivery of infrastructure.
124. Extensive highways modelling and designed improvements to key junctions at the following locations as part of the collaborative working have established a maximum quantum of housing that can be delivered to the acceptance of the Highways Agency and Local Highway Authority:
- Elton Interchange
 - Darlington Back Lane and Yarm Back Lane
 - Durham Road, Junction Road and Harrowgate Lane
125. The site is considered to be available and achievable.

Sustainability

126. The site is located on the edge of the conurbation. Good access can be achieved to a number of facilities through the provision of the pedestrian and cycle linkages. A Core Bus Route is nearby, which should reduce the need to travel by private vehicle.
127. The scale of housing development proposed for this site has led to a requirement for land for a new primary school, which will also improve access to and choice of primary education for existing residents in the area.
128. The development will be located on greenfield land within an area of medium landscape capacity for development and there is likely to be some negative impacts upon the landscape. However, the overall impact upon this objective is mixed and uncertain. The site is primarily agricultural land but includes habitats such as trees and hedgerows and a water course. Some of these features may be lost but there is potential for the Development Framework Document to secure enhancement to biodiversity and landscaping mitigation, such as enhancements to green's Beck.

Spatial Strategy

129. The Yarm Back Lane site is located adjacent to the adopted limits to development and forms a logical urban extension. The site is, therefore, relatively high within the housing site selection hierarchy and is not within the Green Wedge.
130. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the wider Stockton conurbation, which further supports Yarm Back Lane. A site of this scale would also be able to support the

range of house types, sizes and tenures, which would encourage a sustainable community.

Conclusion

131. Yarm Back Lane is a sequentially preferable site within the site selection hierarchy due to its location adjacent to the adopted limits to development and forms a logical urban extension. The site performs well in sustainability terms and given the size of the site will have capacity for onsite provision for additional services and facilities.

Urban fringe / Green Wedge

Land off Cayton Drive

Availability and Achievability

132. The site is identified as being available having been successively promoted through the SHLAA and Local Plan process.
133. The site was found to be unachievable within the SHLAA owing to concerns regarding the access being unable to support any further development. However, subsequent comments from the Technical Services Department conclude that whilst there are currently 767 dwellings within the estate served from Bader Avenue it is considered that any scheme could overcome these issues by providing two vehicle accesses in order to aid permeability through the site and aid free flowing traffic movements. The site is therefore considered to be achievable with the provision of a second access.

Sustainability

134. The site is located within reasonable access of existing services and facilities, being within 500m of a Core Bus Route and a retail centre.
135. The site is a greenfield development located within an area identified as having low capacity for development. However, this particular site has been considered within the Council's Green Wedge review as not of the same value to the landscape or Green Wedge as the surrounding area. A previously submitted ecological assessment did not identify any significant issues in terms of habitat loss and impact upon biodiversity.

Spatial Strategy

136. The site is currently identified as green wedge and it was proposed through the Preferred Options of the Regeneration and Environment LDD that this should remain unchanged. Representations in response to the Preferred Options of the Regeneration and Environment LDD in support of residential development at the site provide justification for removing the site from green wedge designation. This can be summarised as:
- a. Difference in character between the land and the surrounding green wedge.
 - b. Private ownership with no public access
 - c. Removal of the site will still maintain the existing physical boundary between the settlement and green wedge with the site being a discrete alcove
 - d. The extent of the green wedge is essentially an arbitrary line not related to any existing landscape features, character or uses
137. The 2014 Green Wedge Review has considered the site and concluded as follows *'The site is a plateau on the edge of the green wedge prior to the valley side sloping down to Bassleton Beck. It is inaccessible and cannot easily be viewed from within the green wedge owing to mixed woodland on the valley sides. Development*

within this area would not undermine separation or the feeling of openness as long as development is sensibly designed and set back from the valley edge.'

138. In order to be consistent with this assessment, the Policies Map for the Regeneration and Environment Local Plan has removed the site from the Bassleton Beck Valley Green Wedge.
139. The site can now be considered as part of the conurbation. It therefore performs well within the site selection hierarchy and will contribute to delivering the Housing Spatial Strategy.
140. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the Thornaby area, which further supports development at this site.

Conclusion

141. The site is situated in a location with access to services and facilities and it can be integrated into the existing residential area through appropriate linkages and the contribution it makes to the Bassleton Beck Valley green wedge is not essential to the role and function of that green wedge.

Land South of Roundhill Avenue, Ingleby Barwick

Availability and Achievability

142. The site is considered to be available, as no land ownership constraints or difficult to relocate active uses have been identified. However, junction spacing issues have been identified with access to Roundhill Avenue, although this may be resolved by using adjacent lane, identified in the Council's Open Space Audit as amenity green space.
143. The site contains a pumping station, which would need to be suitably buffered.. In addition, a landscape buffer would be required to mitigate visual impact from the east. These considerations have been taken into account in estimating the dwelling capacity for the site.
144. The site is considered to be achievable, subject to satisfactory access being achieved.

Sustainability

145. The site is located on the edge of the conurbation with good access to a number of services and facilities, including a local centre. This will limit the need to travel by private vehicle.
146. The site is greenfield and within an area identified as having medium capacity for development. The Council's Green Wedge Review has considered that the site can be developed without intruding upon the Green Wedge, providing landscaping is required. The site is not in close proximity to a designated site for wildlife but there may be some loss of biodiversity, although the development plan will require mitigation for any significant loss.

Spatial Strategy

147. The site is currently identified as Green Wedge and it was proposed through the Preferred Options of the Regeneration and Environment LDD that this should remain unchanged. Representations to the Preferred Options of the Regeneration and Environment LDD in support of residential development at the site provide justification for removing the site from Green Wedge designation. This can be summarised as:
- Its very limited contribution to the function and purpose of the 'Green Wedge'.
 - Relationship of the site with development that has taken place/been approved immediately to the north and south of the site within the existing 'Green Wedge'.
 - Scope this site offers as part of the wider on-going developments to the west of Ingleby Barwick (in particular to the immediate south) for the creation of an extensive Country Park/Local Nature Reserve.
148. The 2014 Green Wedge Review has considered the site and concluded as follows: *'Whilst it is accepted that the further westward development proceeds at this location the more visually intrusive it will be there is the opportunity to extend northwards the landscape treatment proposed at Bettys Close Farm*

northwards to ensure that any development is acceptable in landscape terms. Any development at this location will be required to provide appropriate landscape treatment and provide a gateway into the wider green wedge (Tees Heritage Park).'

149. In order to be consistent with this assessment, the Policies Map for the Regeneration and Environment Local Plan has removed the site from the Bassleton Beck Valley Green Wedge.
150. The site can now be considered as part of the conurbation. It therefore performs well within the site selection hierarchy and will contribute to delivering the Housing Spatial Strategy.
151. The findings of the TVSHMA 2012 suggest that there is need and demand for a variety of housing types within the Thornaby area, which further supports development at this site.

Conclusion

152. The site is situated in a location with access to services and facilities and it can be integrated into the existing residential area through appropriate linkages and the contribution it makes to the River Tees Valley green wedge is not essential to the role and function of that green wedge.

5. Sites not allocated in the Publication Draft of the Regeneration and Environment Local Plan

Introduction

153. This section of the topic paper shows the assessment of the potential housing sites that have not been allocated in the Publication Draft of the Regeneration and Environment Local Plan. It comprises sites that were submitted and/or supported in response to the consultation on the Preferred Options of the Regeneration and Environment LDD.

154. Conurbation sites

- Land off Urray Nook Road (Urray Nook Phases 2 and 3)

155. Urban extensions / urban fringe – outside the limits to development

- Land at Darlington Road, Hartburn
- Land at Blakeston Lane, Norton
- Land to the North West of Billingham
- Land at Yarm Back Lane
- Land to the North of Southlands, Yarm Back Lane

156. Urban extensions / urban fringe – Green Wedge

- Land at Billingham Bottoms, Billingham
- Land at Chesham Road, Norton
- Land at Yarm Riding School
- Land at Little Maltby Farm, Ingleby Barwick
- Land South of Preston Farm Industrial Estate

157. New settlements

- Land at West Preston
- Land to the East of Wynyard Village

158. Village extensions

- Land to the West of Wolviston
- Land West of Carlton
- Land South of High Farm Close, Carlton
- Land North of 18A Braeside, Kirklevington

159. A conclusion is reached for each site. This is in the context of the assessment of the sites which has been undertaken within the following framework:

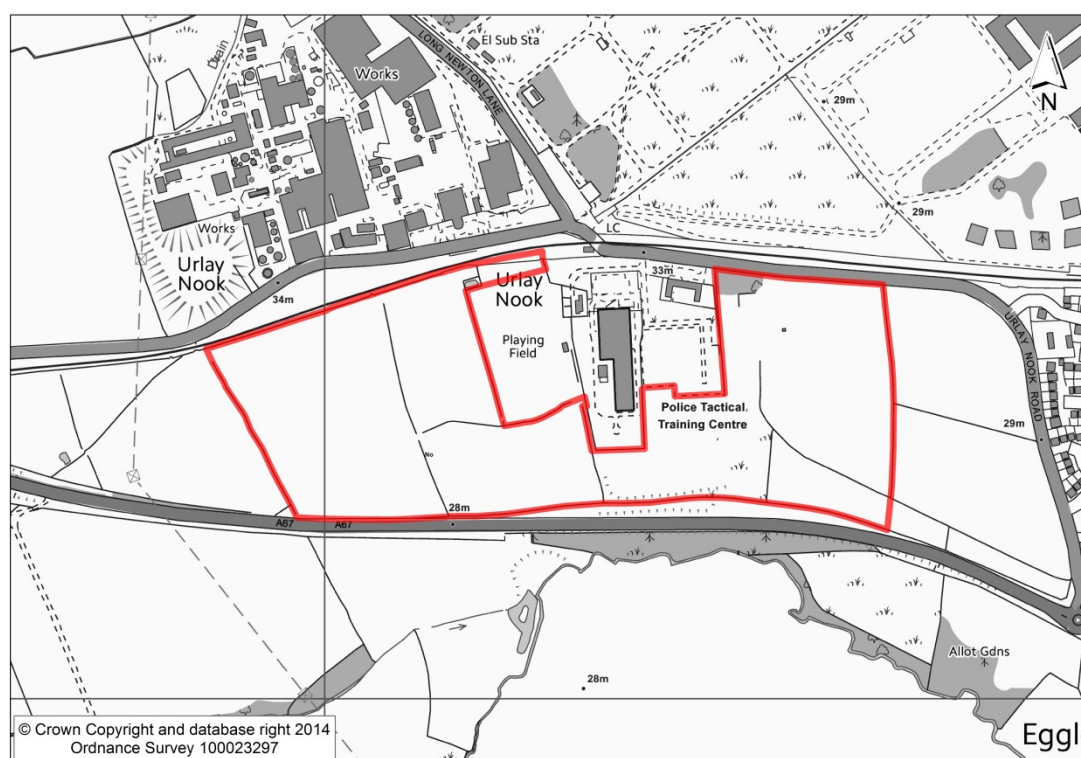
- Availability and achievability; in order to determine the likelihood of their being delivered in the event of their being allocated
- Sustainability; in order to determine their suitability as housing sites
- The housing spatial strategy; in order to determine if the development of the site would deliver Strategic Policy 2 – The Housing Spatial Strategy in the Preferred Options of the Regeneration and Environment LDD.

Conurbation sites

Land off Urlay Nook Road (Urlay Nook Phases 2 and 3)

Site Description

160. The Phases 2 and 3 site is located on the western edge of Eaglescliffe with the A67 to the south and Urlay Nook Road and a railway line to the north. Two large Industrial complexes lie to the north of the railway line, Elementis Chromium to the North West and Allens West to the north east of the site. The Cleveland and Durham Police Tactical Training Centre, a firearms training facility, is south of Urlay Nook Road and borders part of site to the north.



Availability and Achievability

161. It is considered that the site is available for development as the whole of the site is within a single ownership and there are no existing uses requiring relocation. The site has been marketed for sale for a number of years and the current owners are supportive of housing development on the site.
162. Although the adjacent Elementis Chromium plant has been decommissioned, the hazardous substance consents for the plant remain in place, as do the associated Health and Safety Executive Consultation Zones. Approximately 10 hectares at the west side of the Urlay Nook site are located within the inner, middle and outer zones, which would restrict residential development on this area of the site. The implications of the consultation zones are currently being

considered but should the issue not be resolved, there is potential for the site area to be reduced to the land outside of the zones.

163. There are significant concerns relating to noise from the adjacent Police Tactical Training Centre. It is considered that this cannot be adequately mitigated against and that the location of housing in proximity to this facility has the potential to substantially harm the operations of the facility.

Sustainability

164. The 1997 Local Plan allocates approximately 20 hectares of the site for general industrial or storage uses. Stage 1 of the Employment Land Review for the borough was undertaken in 2006. The purpose of this report was to take stock of the existing Employment Land situation and assess the 'fitness for purpose' of the existing available Employment Land Portfolio. The recommendations included that the Urlay Nook employment site be de-allocated for employment purposes through the process of plan preparation. The Council's Cabinet meeting of 6th November 2006 endorsed this recommendation. The Employment Land Review made this recommendation in the context of finding that the site had been allocated for a considerable period of time but not experienced any development and is considered to be a poor employment site from a market perspective.
165. A planning application for 44,500sqm of B2 and B8 development was submitted in 2008 and the Council was minded to approve the application. The allocation of the whole 25 hectares at Urlay Nook for housing would result in the loss of this employment land.
166. However, while the Council was minded to approve the 2008 application, the required Section 106 agreement has not been signed and the application has not been formally approved. In addition, despite a lengthy period of allocation for employment uses, there has been no development on the site. It is considered that the loss of some or all of this employment land is acceptable as it has not proved to be an attractive or viable employment allocation.
167. The site is not located on a Core Bus Route. However, it is adjacent to existing residential development and has links to the existing facilities within the area. The Durham Lane retail centre lies within at least 2km of the site, with the western area being even closer. In addition, as Tesco supermarket lies within 1km of the eastern edge and within 2km of the furthest extent of the site. Egglecliffe Comprehensive School and Durham Lane Primary School are within walking distance, providing pedestrian links are provided through any future development.

Spatial Strategy

168. The potential allocation at Urlay Nook is located within the limits to development around Egglecliffe and forms part of the existing conurbation. A large part of the site has previously been allocated for industrial development and the site is not located within the Green Wedge. It is, therefore, in a relatively high position within the site selection hierarchy identified by the Spatial Strategy.

Conclusion

169. The site is a sequentially preferable location, being within the limits to development and forming part of the conurbation. It is reasonably sustainable and an incompatible business on neighbouring land has been decommissioned. However, the site is not recommended for allocation in the Publication Draft of the Regeneration and Environment Local Plan because the location of housing in proximity to the Police Tactical Training Centre has the potential to harm the operations of the facility.

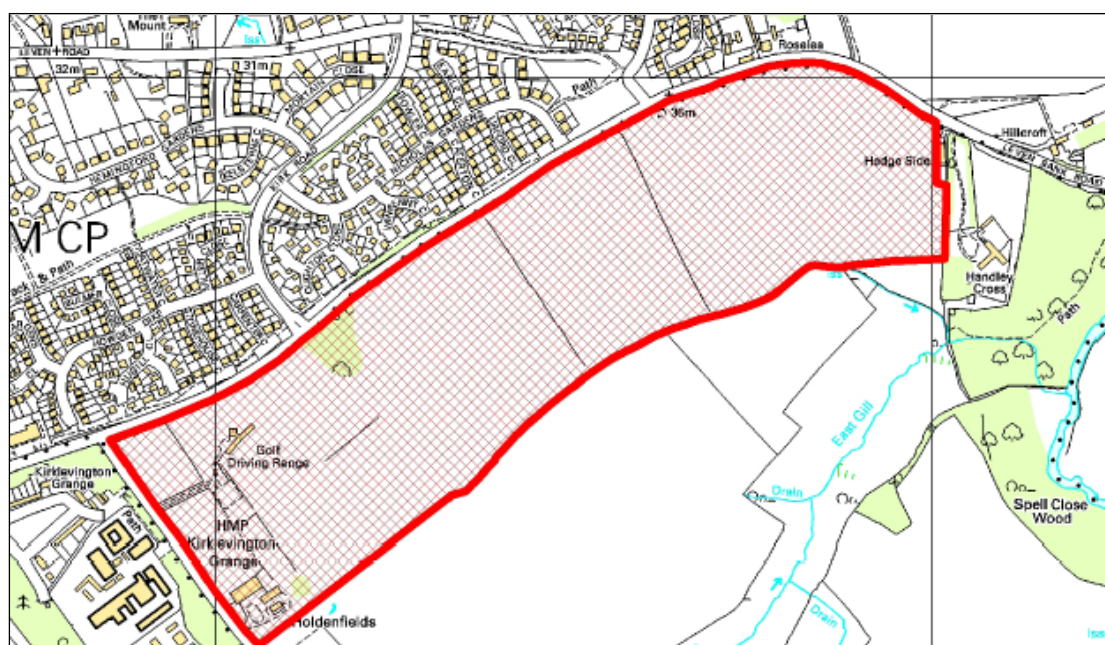
Urban extensions / urban fringe – outside the limits to development

South East of Yarm

Site Description

170. The site is 35 hectares and is currently designated as outside the limits to development. The site was consulted upon at the issues and options stage (summer 2011). The estimated dwelling capacity is 780 dwellings based on a net developable area of 75% and 525 based on a net developable area of 50%. The northern boundary of the site is the A1044. The western boundary is Castlelevington Lane. The site comprises fields and is fairly level in the east but to the west the land rises towards Castlelevington Lane. The southern boundary of the site is generally field boundaries. Boundaries within the site are a mix of fencing and hedges punctuated with maturing trees. In the east the site falls northwards towards Green Lane and Leven Bank Road.

Telegraph lines cross the site. The site holds the Yarm Driving Range and Golf Academy, and Holdenfields. Beyond the A1044 to the north is the built up area of South Yarm including established residential areas, a lorry depot and open space. South of the site is East and West Gill (a beck) beyond which is the Leven Valley Woods Complex (a designated local wildlife site). Beyond Castlelevington Lane to the immediate west are HMP Prison Kirklevington Grange and residential properties at Kirklevington Grange, beyond that is open land.



Availability and Achievability

171. At the issues and options stage there was some uncertainty over whether the whole site was in single ownership and available for housing development as there is a planning permission for a golf course. However, a representation has now been received from the site owner clarifying that the whole site is in single ownership and available for housing development.
172. Advice from the Council's Highways team is that the deliverability of the site in conjunction with the Morley Carr Farm, Yarm and Land South of Green Lane, Yarm sites would put significant pressure on the local and strategic road network and on parking provision within Yarm.

Sustainability

173. In similarity with the West and South West Yarm sites, the South East Yarm site is adjacent to existing residential areas that are supported by a number of local services and facilities, including a designated retail centre. This site is further away from the Core Bus Route and Yarm Railway Station than the other two Yarm sites, therefore its sustainability is slightly lower. Nevertheless, it is still considered to be a largely sustainable location. This can be improved further, however, through the provision of improved pedestrian links over the A1044, which currently separates the site from the existing residential areas. It should also be noted that the representation in support of the site states 'the site is opposite two bus stops and 700 yards from the train station, the shops and pubs are easily accessible on foot'.
174. No significant conflicts with the Sustainability Objectives have been identified for this site. Although, as with some other sites, consideration will need to be given to the impact of the development upon the road network.
175. The Stockton on Tees Landscape Character Assessment and Capacity Study (2011) has been used to assess the development capacity and sensitivity of the site allocations. Specifically, it assesses the 'degree to which a particular landscape character type or area is able to accommodate change without significant effects on its character, or overall change of landscape character type'.. The Land at South East Yarm site is located within an area identified as having a medium landscape capacity.

Spatial Strategy

176. The Land to the South East of Yarm site is located adjacent to the adopted limits to development. The site is, therefore, relatively high within the site selection hierarchy of the Spatial Strategy and is not within the Green Wedge.

Conclusion

177. The site performs well in the site selection hierarchy. . However, its sustainability is considered to be slightly lower than the other two Yarm sites that were allocated in the Preferred Options of the Regeneration and Environment LDD. Highway capacity issues restrict the amount of development potential in the Yarm area. It is anticipated that not allocating this site will reduce the potential impact on the local and strategic road networks, improving the deliverability of other sites in the vicinity. It is not therefore, recommended

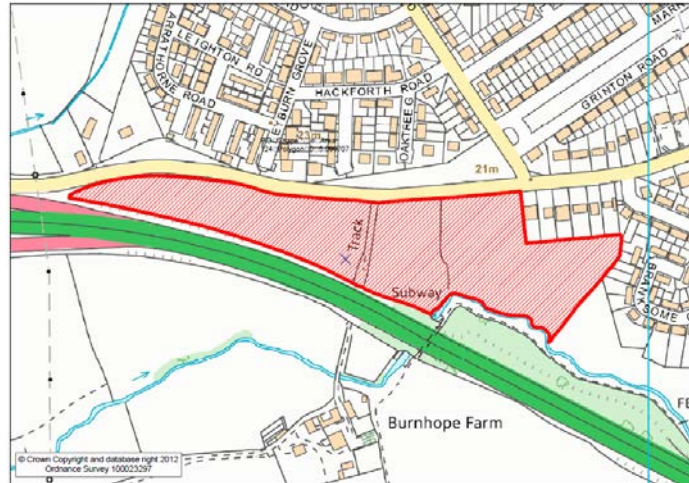
that the site is identified as a housing allocation within the Regeneration and Environment Local Plan.

178. At the issues and options stage it was also considered that the extant planning permission for a golf course and associated facilities means that residential development of this site may result in a reduction rather than an increase in community facilities in this location. However, it is now understood that it is uncertain as to whether the planning permission for the golf course will be implemented anyway.

Darlington Rd, Hartburn

Site Description

179. This site is located adjacent to Hartburn. It is outside the limits to development. It is approximately 5 Hectares. The promoters of the site have estimated the dwelling capacity at 38 dwellings.



Availability and Achievability

180. The site is considered to be available, as no land ownership constraints or difficult to relocate active uses have been identified.
181. The achievability of the site has been assessed through the SHLAA. The site is not considered to be achievable owing to concerns about highway safety. The noise mitigation required would reduce the developable area to the point where only ribbon development could be considered but this would be unsatisfactory in highway safety terms. Approximately half of the site is within Flood Zone 2 and an area is within Flood Zone 3. This would need to be mitigated if the site were developed.

Sustainability

182. The site would form an extension to Hartburn. In respect of access to services and facilities it would be a relatively sustainable site.
183. Approximately half of the site is within Flood Zone 2 and an area is within Flood Zone 3. National policy is clear that the overall aim should be to steer new development to Flood Zone 1. Where there are no reasonably available sites in Flood Zone 1, local planning authorities should take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2. There are other greenfield sites in the same tier (see below) that are entirely within Flood Zone 1. The site contains trees which are protected by a tree preservation order.

Spatial Strategy

184. As discussed above, the Council have significant concerns regarding highway safety and the risk from flooding. It is considered that there are appropriate alternative sites which would not experience these issues.
185. Strategic Policy SP2 - The Housing Spatial Strategy in the Regeneration and Environment LDD Preferred Options sets out the draft housing spatial strategy. A sequential approach to housing site selection is adopted. The site falls in to tier 3 in the Housing Spatial Strategy. The site is therefore considered to be 'adjacent to the conurbation'. Whilst tier 3 sites have been allocated in the Regeneration and Environment LDD, the issues raised above have led to the site not being allocated.

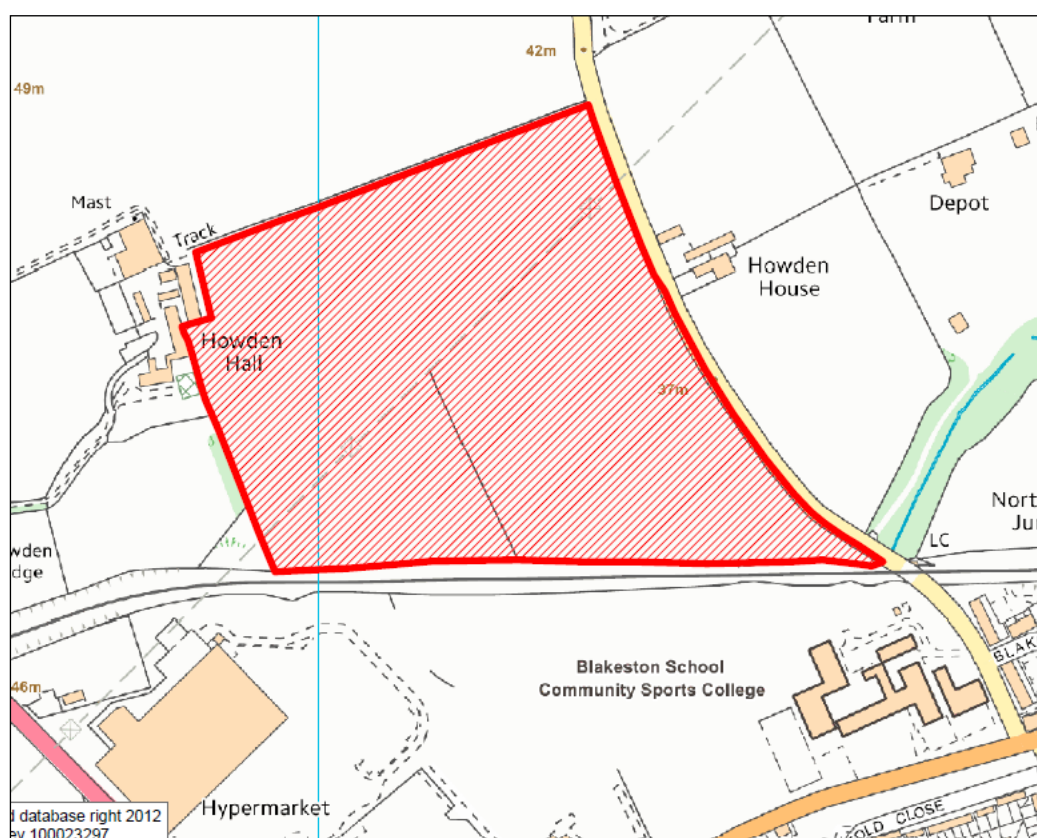
Conclusion

186. Whilst the site is located within a sustainable location and placed highly in the site selection hierarchy it is not considered to be suitable for housing development owing to the concerns about highway safety and the risk from flooding. For these reasons the site is not allocated in the Publication Draft of the Regeneration and Environment Local Plan.

Blakeston Lane, Norton

Site Description

187. Land at Blakeston Lane, Norton is a 15 hectare site located to the north of Norton. The estimated dwelling capacity is in a range of 225 to 340 dwellings based on a 50% and a 75% net developable area respectively at 30 dwellings per hectare. The site is currently designated as outside the limits to development. Blakeston Lane forms the eastern boundary of the site beyond which is what appears to be agricultural land which also appears to be the predominant land use to the north of the site. A railway line forms the southern boundary immediately beyond which is Blakeston School and then the residential built up area of Norton.



Availability and Achievability

188. The site is considered to be available, as no land ownership constraints or difficult to relocate active uses have been identified.
189. The Local Highway Authority had previously identified concerns regarding access from the site onto Junction Road when the site was considered through the SHLAA. Access would not be allowed to the A177. Network Rail has commented in relation to the potential impact on the Blakeston Lane level crossing that they would seek its replacement by a bridge. The level crossing is closed twice a year.

8. The representation submitted in support of the site has referenced the Planning Committee Report for application Ref. 03/2954/OUT. This stated that highway works are to be carried out in relation to the approved residential scheme, which was subject to: ... *detailed examination by the Head of Engineering and Transportation. As a result of these discussions an amendment to the access onto Blakeston Lane has been agreed together with a scheme for off-site highways involving improvements to the Junction Road/Blakeston Lane/Ragpath Lane junction.*
190. The representation continues 'Junction Road/Blakeston Lane/Ragpath Lane junction will therefore be improved in relation to the Former West Quarry site, which will also benefit the Land adjoining Blakeston Lane, Norton.
191. Notwithstanding the comments made in the representation, the Local Highway Authority has significant reservations as to whether satisfactory access can be achieved and the impact on the local highway network satisfactorily mitigated.
192. A pylon runs through the site which would require an easement on either side.

Sustainability

193. The Stockton on Tees Landscape Character Assessment and Capacity Study (2011) has been used to assess the development capacity and sensitivity of the site allocations. Specifically, it assesses the 'degree to which a particular landscape character type or area is able to accommodate change without significant effects on its character, or overall change of landscape character type'. The site that is located within an area identified as having medium landscape capacity.
194. The site could be viewed as a potential urban extension to Norton. However, it does not relate visually to the adjacent urban form as it is separated by a railway line which is a clear and defined boundary between the urban area and the open countryside. The Council's Urban Design Manager has advised that development would have significant adverse visual impact on character of area. The site is open and unlike the site opposite has no intervening vegetation on the boundary. The site would require a significant landscape buffer to mitigate the impact but until the planting matures, housing on this site would represent an unacceptable intrusion in to the open and rural character of this part of Stockton.
195. In respect of accessibility to services and facilities, the site is in a reasonably sustainable location.

Spatial Strategy

196. The Blakeston Lane site is located adjacent to the adopted limits to development. It could be viewed as an urban extension in which case it would fall within tier 3 of the sequential approach to housing site selection set out in Strategic Policy SP2 – Housing Spatial Strategy of the Regeneration and Environment LDD Preferred Options draft. However, officers do not regard it as a logical urban extension for the reasons set out in paragraph 17 above.
197. It is considered that the Blakeston Lane site does not meet regeneration objectives or support disadvantaged communities. However, its development

has the potential to contribute to addressing housing need and demand identified in the 2012 TVSHMA.

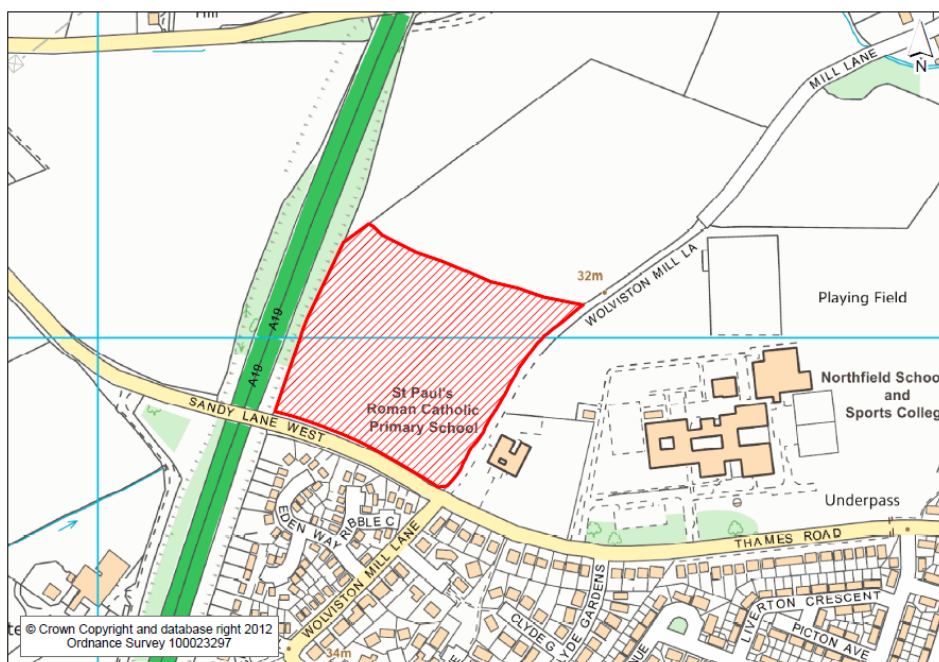
Conclusion

198. The site is not regarded as a logical urban extension and would represent an unacceptable visual intrusion into the open countryside. For this reason and also the reservations as to whether it possible to achieve satisfactory access, it is recommended that the site is not allocated in the Publication Draft of the Regeneration and Environment Local Plan.

North West Billingham

Site Description

199. Land at North West Billingham is a 4 hectare site located to the north of Sandy Lane West. The estimated dwelling capacity is in a range of 60 to 90 dwellings based on a 50% and a 75% net developable area respectively at 30 dwellings per hectare. However, the residential amenity issues identified in this assessment may reduce the net developable area below 50%. The site would be viewed as an extension of Billingham, and is located outside of the established development limit of this town.
200. The village of Wolviston is located to the north of the site, and is linked to Billingham via Wolviston Mill Lane, which runs to the east of the site. The majority of the lane is a footpath, with vehicle access prevented any further north than St Paul's Primary School.
201. The concrete surfaced section of the A19 runs to the west of the site. This part of the A19 causes considerable noise disturbance to existing residents along the western edge of Billingham. The Council's Landscape Character Assessment notes that the large field pattern in the area was dissected by the A19 road corridor which has left a pattern of small fields adjacent to the road corridor.
202. The site itself is generally flat agricultural land which is bounded by mature hedgerows and trees to the south, east and west. To the north of the site the land level gently slopes down from the south of the site towards Cowbridge Beck in the north. Farm vehicles access the site from Sandy Lane West.



Availability and Achievability

203. The area of land which is considered available for residential development is within single ownership and there are no existing owners to relocate. The land owner has objected to the Regeneration and Environment LDD preferred options stating that the site is suitable, available and achievable.
204. In comparison to other sites which have been put forward for development, the site is modest in size and should not have any abnormal infrastructure costs associated with it.

Sustainability

205. The site would form an extension to Billingham and would be a relatively sustainable site. The key consideration is the loss of strategic gap between Billingham and Wolviston and noise considerations emanating from the A19.

Strategic Gap

206. The sensitivity of the strategic gap is enhanced by the site being within the Billingham Beck Valley to Wynyard Primary Green Infrastructure corridor, and land around Cowbridge Beck being identified as a 'secondary green infrastructure corridor'.
207. The Council's Landscape Character Assessment identifies that the site is located within the 'West of Wolviston' Landscape Character Unit. This identifies that the site is of high landscape sensitivity and medium landscape capacity. The study recommends that there should be no built development in the area. Future development in the area should be restricted to management and conservation of the existing landscape.
208. Developing the site would reduce the strategic gap between Wolviston and Billingham at this point to about 500m. The existing gap is about 700m. The Council recognises that parts of the strategic gap around Wolviston are less than the 500m gap which would remain at this site. However, the Council is of the opinion that where smaller gaps exist, in particular to the west of Wolviston, this situation is not something which should be repeated elsewhere.

Noise

209. The site was ruled out prior to the Preferred Options stage due to issues relating to noise from the adjacent A19 leaving the site unsuitable until resurfacing of the A19, it was expected that this would prevent delivery of the site within the plan period. A scheme for widening and re-surfacing of the A19 has since been announced and is expected to be delivered between 2014 and 2021.

Spatial Strategy

210. The site is situated outside the defined limit to development in the adopted Local Plan (1997). It is also located within the strategic gap between Billingham and Wolviston. As stated above the development would have a negative impact on the strategic gap between Billingham and Wolviston and there are other available sites in the Borough which would have less of an impact on their respective gaps.

211. As discussed above, the Council have significant concerns regarding the noise impact that new residents would experience. It is considered that there are appropriate alternative sites which would not experience these issues.
212. The site falls in to tier 3 in the Council's Spatial Strategy. The site is therefore considered to be 'adjacent to the conurbation'. Whilst tier 3 sites have been allocated in the Regeneration and Environment LDD, the issues raised above have led to the site not being allocated.

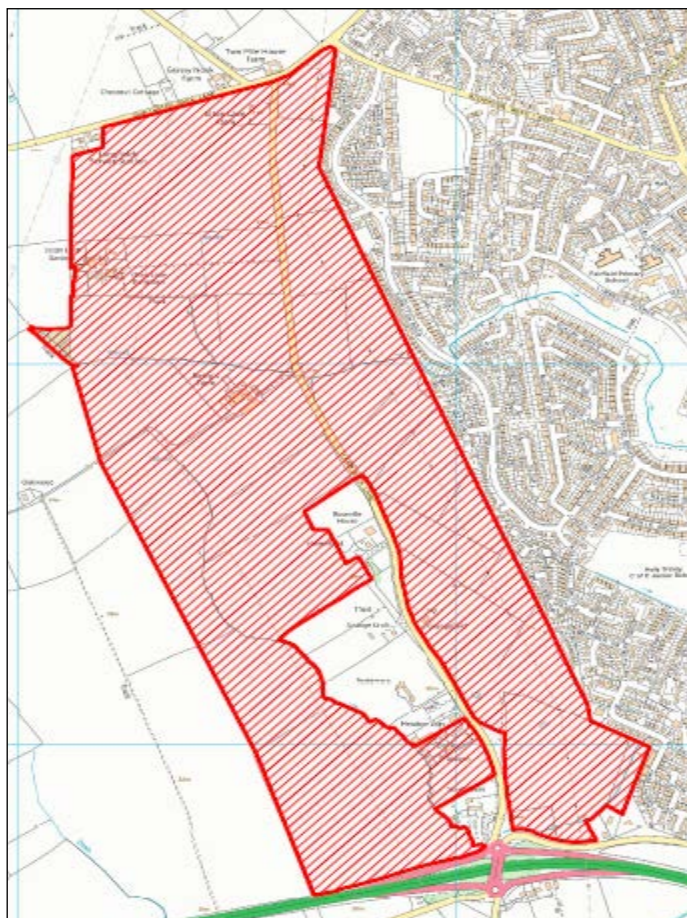
Conclusion

213. Development of the site would reduce the strategic gap between Billingham and Wolviston. The final details of the scheme for widening and re-surfacing of the A19 are unknown and noise will still be a constraint, especially if the capacity of the road increases. The site has not been included within the Publication Draft as the delivery of the site within the plan period is still uncertain and the housing need can be met on other sites.

Yarm Back Lane

Site Description

214. The site is 140 hectares and is currently designated as outside the limits to development. The site was consulted upon at the issues and options stage (summer 2011) but is a larger site than the site consulted upon at preferred options (summer 2012). The estimated dwelling capacity is in a range of 2100 to 3150 dwellings based on a 50% and a 75% net developable area respectively at 30 dwellings per hectare. Yarm Back Lane divides the site. East of Yarm Back Lane, the site is currently used for agriculture, mostly pasture. It is split into a number of fields with hawthorn hedges and occasional trees. The fields do not appear to be particularly strongly defined although one field boundary (opposite Betty's Farm) also has a drainage stream, which strengthens the separation. The boundary along Yarm Back Lane is a hedge line of variable thickness along its route. West of Yarm Back Lane the predominant current use is agriculture - arable and pasture, with hawthorn hedges and occasional trees. The northern part of the area west of Yarm Back Lane includes a market garden business. There are residential uses to the east of the site and agricultural land to the west. On the western side of Yarm Back Lane, but separate from the site, there is a caravans storage business as well as what appears to be a residential caravan site with horses grazing nearby.



Availability and Achievability

215. The site is within multiple ownerships. Representations have been received through the Regeneration and Environment LDD from land owners and agents for all of the land to the east of Yarm Back Lane. Representations supporting allocation have also been received for the majority of the land to the west of Yarm Back Lane but there are some plots of land to the west of Yarm Back Lane for which representations have not been received.
216. Advice from the Council's Highways team is that the deliverability of the site would require major highway improvements to facilitate the development and these would be unlikely to be delivered during the plan period due to the significant costs involved.

Sustainability

217. The development site is capable of providing a strategic level housing development, with benefits for the local economy. It is located on the edge of an existing residential area, which supports a Core Bus Route (along Surbiton Road) and there are a number of bus stops along this route. But, due to the position of existing residential properties, these bus stops must currently be accessed through a more circuitous route, such as via Yarm Back Lane and Darlington Back Lane. This may reduce the attractiveness of public transport for new residents.
218. Parts of the site are located within 1km, and therefore walking distance, of a school, park and recreation facilities and a designated retail centre. In addition there are further services and facilities within 2km, which include a GPs surgery, primary and secondary schools, and a number of parks or sports grounds. However, the links through to the existing residential area are restricted and the site is currently accessed via Yarm Back Lane, which runs through the centre of the site. This is a 60 mph road with no lighting, footpaths or cycle routes. The unattractiveness of the access route currently limits the sustainability of the site. Should development be proposed on this site, it will be necessary to improve links to the existing residential area and local facilities, in order to improve the site's sustainability.
219. The Stockton on Tees Landscape Character Assessment and Capacity Study (2011) has been used to assess the development capacity and sensitivity of the site allocations. Specifically, it assesses the 'degree to which a particular landscape character type or area is able to accommodate change without significant effects on its character, or overall change of landscape character type'. The part of the site that is west of Yarm Back Lane is within an area identified as having low landscape capacity which would count against its allocation for development. The part of the site that is east of Yarm Back Lane site is located within an area identified as having a medium landscape capacity.
220. A development of strategic scale in this location has significant potential to negatively impact upon the Strategic Road Network. Mitigation will be required to address these issues.

Spatial Strategy

221. The Yarm Back Lane site is located adjacent to the adopted limits to development and forms a logical urban extension. The site is, therefore,

relatively high within the site selection hierarchy of the Spatial Strategy and is not within the Green Wedge.

222. Some mitigation will be required to improve the linkages into the existing residential area but it is anticipated that this will be achievable and has the potential to assist in the creation of a sustainable community. The site also shares with the Harrowgate Lane site a capacity to assist with the delivery of the market and affordable housing requirements identified in the TVSHMA 2012 for the Stockton housing sub division.

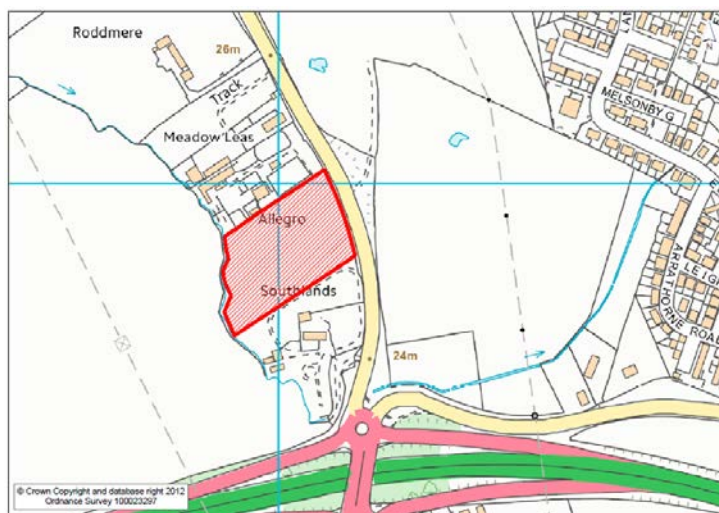
Conclusion

223. Yarm Back Lane is a sequentially preferable site within the Spatial Strategy due to its location adjacent to the adopted limits to development and forms a logical urban extension. The site has the potential to assist in the creation of a sustainable community. However, one of the findings of the Issues and Options consultation was a preference for smaller sites. The authority has tried to acknowledge this preference in the site selection process, subject to still identifying sufficient housing land to meet the requirement. In addition, the major highways improvements that would be required mean that the site is unlikely to be delivered during the plan period due to the significant costs involved. The site is not recommended for allocation in the Publication Draft of the Regeneration and Environment Local Plan.

Land to the North of Southlands, Yarm Back Lane

Site Description

224. This site is located to the west of Yarm Back Lane.



Availability and Achievability

225. The site is considered to be available, as no land ownership constraints or difficult to relocate active uses have been identified. For the reasons explained below it would not be logical for the site to come forward independently. If the site came forward as part of a wider Yarm Back Lane allocation then its achievability would be assessed as part of the wider allocation. The principal achievability issue a wider Yarm Back Lane allocation would be mitigating the impact on the highways infrastructure.

Sustainability

226. Independent of a wider Yarm Back Lane allocation the site would be physically separate from existing and new residential areas. It is not proposed to allocate the wider Yarm Back Lane site consulted on at the Issues and Options stage (2011). It is proposed to allocate the land to the east of Yarm Back Lane. The Land to the North Southlands is to the west of Yarm Back Lane and would not be a logical addition, in isolation, to the Yarm Back Lane housing allocation.

Spatial Strategy

227. The Council considers that the site would be an illogical bolt-on addendum to the Yarm Back Lane site rather than a logical integral part of it. The site is therefore in conflict with the Spatial Strategy.

Conclusion

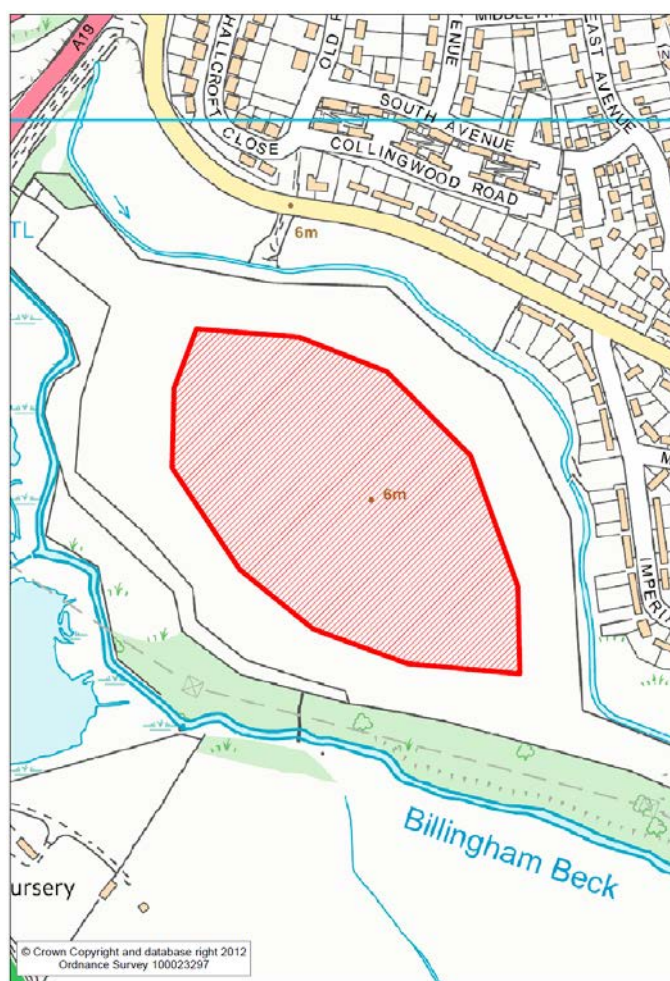
228. The site conflicts with the Spatial Strategy and has not therefore, been allocated.

Urban extensions / urban fringe – Green Wedge

Billingham Bottoms

Site Description

229. Billingham Bottoms is approximately 12ha in size. The site comprises semi-natural habitat which is separated from adjacent land uses by Billingham Beck. The site forms part of the wider open area which separates Billingham and Norton. Adjacent land uses are predominantly open space and nature conservation sites with the exception of residential development to the east.



Availability and Achievability

230. The site has been promoted through the Regeneration and Environment LDD, which has confirmed that the site is available for development. The representation is for a wider masterplanned development for the Billingham and Norton Bottoms area; proposing a mixed residential (retirement village) at Billingham Bottoms and industrial development at Norton Bottoms.

231. The site is identified as not being achievable within the SHLAA as development of the site would require a new access to New Road over Thorpe Beck which is likely to be prohibitively expensive. The site is almost completely encircled by land at risk from flooding which means that it would be necessary to ensure safe access and egress during a flooding event. The promoters of the site have submitted a flood risk supporting statement which contends that the area of the site promoted for a retirement village (the area shown on the location plan) forms a dry island during both normal and flood conditions. It proposes that this area of the development is accessed via a new junction from New Road and that, part of this access, a new bridging structure is provided across the Thorpe Beck. Officer opinion is reserved on whether this solution to safe access/egress in a flooding event would be technically sound. It does not address the issue identified in the SHLAA that these mitigation measures would present very significant challenges for the economic viability of the proposed development.
232. The site is known to be heavily contaminated. Whilst remediation costs have not been identified this is likely to further impact on the viability of any scheme.

Sustainability

233. The development site is located adjacent to existing residential development and within walking distance of a number of local facilities, including schools, retail designations and a Core Bus Route.
234. Concerns were raised at issues and options stage by Natural England which identified that housing in this locality has the potential to result in a negative impact on biodiversity as the site is located adjacent to the Billingham Beck Valley County Park and Billingham Valley Local Nature Reserve.

Spatial Strategy

235. The site is currently identified as green wedge. The site was assessed through the Council's Green Wedge Review (December 2014). The assessment for the site concluded as follows: 'Development would be highly visible when travelling across the A139 from Norton and would completely change what is understood to be the separation between the settlements of Norton and Billingham. This conclusion was supported at the Local Plan Public Inquiry in 1995 where the inspector concluded that Billingham Bottoms has a significant green wedge function stating that 'It is this land which serves as the setting for the adjoining residential development of Billingham. Moreover, this area of development, and the site, are very prominent in view from vantage points such as the A19. From this it follows that the site has a highly significant green wedge function. If it were to be developed, Billingham would lose its separate identity hereabouts. The A19 would simply be a road passing through an urban area, with development on either side' (para 2.134 - 2.135 Stockton-on-Tees Local Plan Public Enquiry).'
236. The representation for the site proposes a retirement village at this site and details the need/justification for such accommodation to meet the needs of the aging population. The 2012 Tees Valley Strategic Housing Market Assessment (TVSHMA) states 'A major challenge for the Tees Valley Councils is to ensure a range of appropriate housing provision, adaptation and support for the Tees Valley's growing older population' (para 4.121). This in the context of a projected 52% increase in the number of people across the study area from 94,000 in 2010 to 144,000 by 2033. It is understood from the representation

that the proposed retirement village would provide 'a whole spectrum of care from active elderly through to dementia units' (para 3.4). It can be concluded that the proposal has the potential to meet the housing needs arising from demographic changes.

237. Combined with considerations of Green Wedge it is also necessary to consider the landscape impact of the proposal. Information contained within the Landscape Character Assessment and Capacity Study for the Borough is therefore of relevance. Billingham Bottoms is located within landscape unit 153 which has been identified as having low capacity to accommodate change without significant effects on the character of the landscape.
238. The Tees Valley Green Infrastructure Strategy 2008 identifies the primary green infrastructure network being based on a sub-regional network of 17 green corridors. Within Stockton the primary green infrastructure network comprises 9 corridors; this includes the Billingham Beck Valley to Wynyard primary corridor which this site falls within.
239. The Tees Valley Green Infrastructure identifies the Billingham Beck Valley to Wynyard primary corridor as 'A strategic wildlife corridor linking the River Tees with open countryside along the Billingham Beck Valley and via Billingham Beck Country Park and Gateway site. It forms an important part of the green network creating a setting for both Norton and Billingham. The corridor links into the Green- Blue Heart and wildlife habitats of Portrack Marsh and Maze Park at its southern end.'
240. The Tees Valley Green Infrastructure Strategy identifies the following priorities and actions for the corridor:
 - a. Focus on the enhancement and management of existing and creation of new habitats, and development of strategic access
 - b. Investigate opportunities to de-pollute contaminated soils and water through plants
 - c. Development of strategic access routes, particularly for the local community at the R Tees end and forwards Wynyard
9. The proposal submitted would be contrary to the aims of the of the green infrastructure strategy and would sever the Billingham Beck Valley to Wynyard primary corridor.

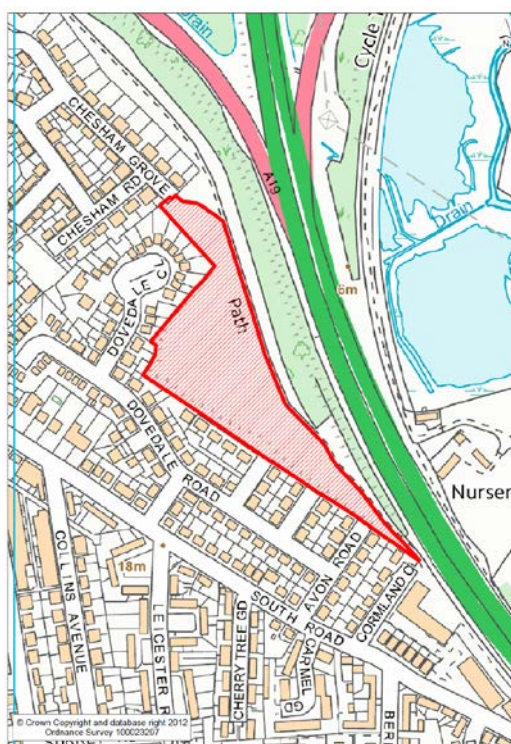
Conclusion

241. In conclusion it is appropriate for the land at Billingham and Norton Bottoms to remain designated as Green Wedge and located outside the limits to development. The sites form an essential part of the Green Wedge as highlighted through the Council's Green Wedge Review and also the strategic green infrastructure network for which there is a desire to enhance inline with the Tees Valley Green Infrastructure Strategy. In addition to this issues have been identified regarding the viability of any scheme owing to costs associated with access and remediation.

Land at Chesham Road

Site Description

242. The site is approximately 2ha in size and has been identified as having a potential yield of 10 dwellings within the SHLAA. The site consists of amenity open space and is substantial tree cover to the western boundary, with a pedestrian/cycle path forming the eastern boundary of the site. Adjacent land uses are residential to the north and west, to the east of the site is a planted area incorporating a sound barrier to the A19 beyond. The topography of the site is flat with the western half of the site rising steeply to the wider residential area.



Availability and Achievability

243. The site is identified as being available having been successively promoted through the SHLAA and Local Plan process.

244. The site has been assessed within the SHLAA as being achievable for a small number of dwellings.

Sustainability

245. The site is within 1km of a school, a health facility and a park/recreation facility and within 500m of a retail centre. It is a reasonably sustainable location in respect of distance to services and facilities.

Spatial Strategy

246. The site is currently identified as green wedge and it was proposed through the Preferred Options Regeneration and Environment LDD that this should remain unchanged as the site still functions as green wedge and is to be located outside the limits to development.
247. The land has also been identified within the open space audit and in accordance with point 3 Core Strategy Policy CS6 'community facilities' the site should be protected as open space.
248. Representations to the Regeneration and Environment LDD in support of residential development at the site contend that there is justification for removing the site from green wedge designation. The representations suggest that removal would not result in the coalescence of settlements as there is a wide main road and a larger area of Green Wedge that all adequately meet that function. The representations contend that, as the road and a high physical sound barrier separate this site from the rest of the green wedge and cannot be seen from the greater area, the site does nothing to improve the appearance or maintain the openness of the Green Wedge.
249. The site was assessed through the Council's Green Wedge Review (December 2014). The assessment concluded as follows: 'It is considered that the green wedge boundary should be amended to continue northwards along the sound attenuation barrier to the west of the A19. This will see the removal of 'Land at Chesham Road, Norton' (SHLAA 13) from the green wedge. Whilst this land fulfils a recreational use/corridor it has been noted that the site is not contributory to the protection of openness or character of the wider green wedge. However, the land has an amenity value and will continue to be protected as open space.'

Conclusion

250. The site is located on the edge of the conurbation and is reasonably accessible to services and facilities. However, the site is not considered to be a reasonable option for development as it would lead to the loss of an area of well used public open space without an area being set aside for enhancement.

Land at Yarm Riding School

Site Description

251. This site is located to the east of Yarm, between the settlement and the river Leven. It currently appears to be in agricultural use. It is approximately 3.66 hectares. The estimated dwelling capacity is in a range of 55 to 80 dwellings based on a 50% and a 75% net developable area respectively at 30 dwellings per hectare.



Availability and Achievability

252. The site is considered to be available, as no land ownership constraints or difficult to relocate active uses have been identified.
253. Achieving satisfactory access would require the loss of garden land or the demolition of property to create a 4.8 metre wide access road from Glaisdale Road.
254. The site contains a small area of Flood Zones 2 and 3 and descends relatively steeply towards the river at the north of the site. A landscaping buffer would be required to mitigate the visual impact of development from the north and the west. Combined, these issues could significantly reduce the site's yield.
255. The site has been assessed as achievable in the SHLAA, subject to overcoming the highways issues.

Sustainability

256. The site is within 500m of a school, 1km of a park/recreation facility and 500m of a retail centre but it is not within 2km of a health facility.

Spatial Strategy

257. The site is currently designated as green wedge. The Council's Green Wedge Review (December 2014) has assessed the Leven Valley Green Wedge and commented on this site as follows: 'It is considered that the current boundary forms the most logical and defensible boundary in this location. To remove this land from the green wedge would allow the potential for development in a visually sensitive location.'

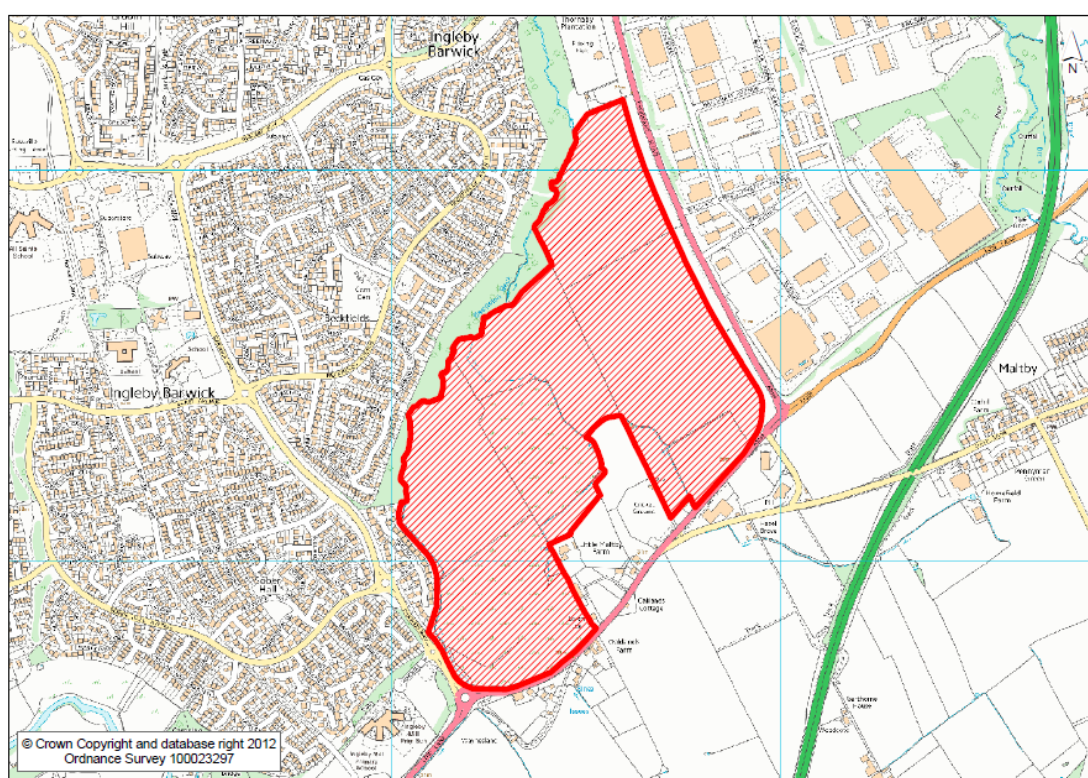
Conclusion

258. Whilst the site is located within a sustainable location and placed highly in the site selection hierarchy it still forms a role as open space and green wedge and is proposed to be designated accordingly.

Land at Little Maltby Farm, Ingleby Barwick

Site Description

259. The 'Land at Little Maltby Farm, Ingleby Barwick' site consulted on at Issues and Options stage is bounded by Low Lane, Thornaby Road and Bassleton Beck, forming a large triangular site to the south of Ingleby Barwick. The site is agricultural land, split into a number of fields. There are farm related buildings (and other miscellaneous buildings) along the Low Lane edge of the site, although these have not been include within the site boundary. The site is approximately 68 hectares of open area of land which forms part of the green wedge identified in the 1997 Local Plan and the Core Strategy. The estimated dwelling capacity is in a range of 1020 to 1530 dwellings based on a 50% and a 75% net developable area respectively at 30 dwellings per hectare.



Recent planning history

260. Since the consultation on the Preferred Options of the Regeneration and Environment LDD the site has been the subject of several planning applications. The status of these applications is stated below:

- 12/2517/OUT - outline application for free school and residential development (350 units) (Approved by the Secretary of State on Appeal (APP/H0738/A/13/219538) – 26 September 2013).
- 14/0562/OUT Outline application for residential development (circa 70 homes) with associated means of access from Low Lane - Appeal In Progress

- Further east within the green wedge, 14/0569/REV – re-submission of outline application of 13/310/OUT (Appeal scheme) for residential development (up to 550 units), local centre and access (Has been the subject of a recovered appeal and public inquiry which has already taken place and the decision is awaited).
- Adjacent to Thornaby Road - 14/2081/OUT Outline Application for Residential Development of up to 550 homes including means of access and strategic open space. Subject of an appeal. The Public Inquiry is due to be heard in February 2015.

Availability and Achievability

261. The site has been promoted through the Regeneration and Environment LDD process, which has confirmed that it is available for development, with responses being submitted from those with an interest in the site for both the Issues and Options and Preferred Options consultations. There are two main land owners, with one party controlling the western part of the site adjacent to the existing residential development and the other controlling the eastern side adjacent to Thornaby Road. The representation received on behalf of the land owner of the western portion of the site consulted on at Issues and Options Stage proposes development on the entirety of the site, other than provision for open space and buffer zones. The other representation, made on behalf of the owner of the eastern portion of the site supports this.

Sustainability

262. The site has good access to a primary school and recreation facilities and there are some local facilities, although these are limited. The main retail centre, with health care facilities, is located over 1km from the site, a beck and Bassleton Woods provide a physical barrier between the site and the existing residential areas and the site is not near to a Core Bus Route. It is acknowledged that, were the site to be allocated, some of these sustainability issues could be addressed through appropriate policies requiring improved linkages and development of community facilities on the site itself.

Spatial Strategy

263. The site is currently identified as green wedge. The Council's Green Wedge Review has assessed the site and concluded as follows: 'It is proposed that the green wedge be amended to reflect the approved scheme only. For the life of the Local Plan it is considered that the remaining land could make a useful contribution to the green wedge, whether in its present state, or through additional public access/recreational uses which would be conducive with the green wedge function.'

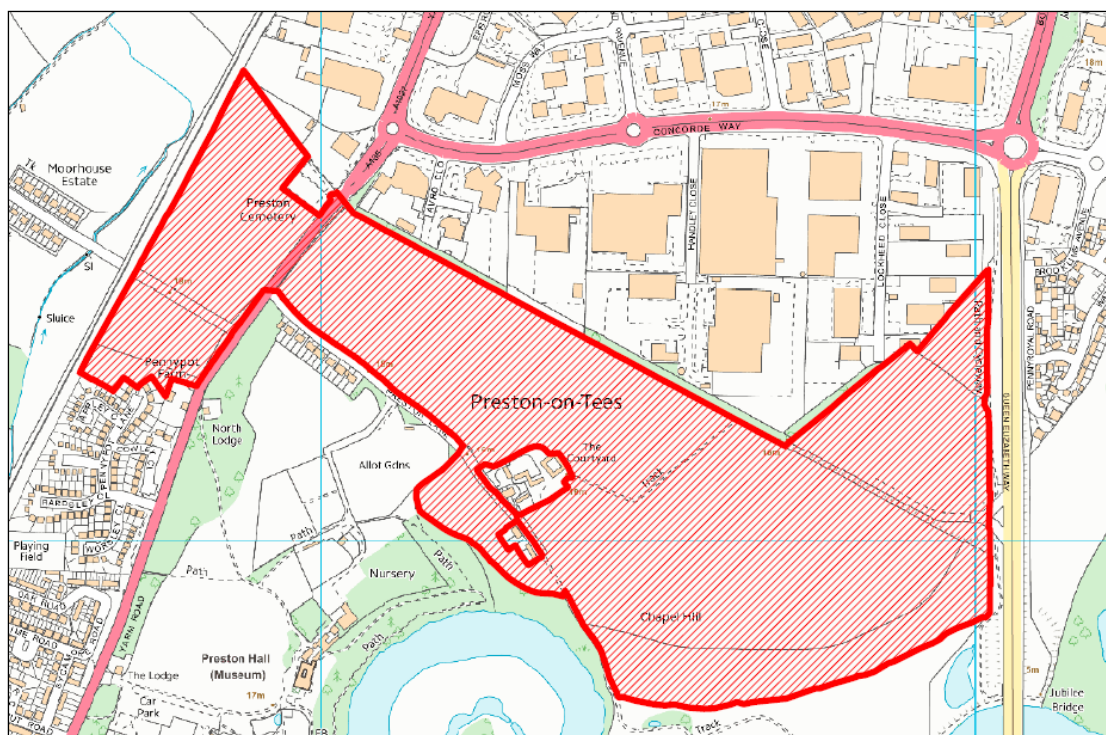
Conclusion

264. In conclusion, the Green wedge will be amended to reflect the approved scheme only which has been allocated as a planning commitment. It is therefore recommended that the remainder of the Bassleton Beck Green Wedge retains its current status and that the site is not allocated for residential development in the Publication Draft of the Regeneration and Environment Local Plan.

Land South of Preston Farm Industrial Estate

Site Description

265. The 'Land South of Preston Farm Industrial Estate' site consulted on at Issues and Options stage spanned the area to the south of Preston Farm between the railway line and Queen Elizabeth Way, extending either side of Yarm Road. This site is bounded to the north by Preston Farm Industrial Estate, which accommodates a wide range of industrial and commercial properties. To the south of the site, on the east of Yarm Road is Preston Park Museum and Grounds and to the west of the Yarm Road is to the northern edge of Eaglescliffe. The area is currently largely sown for crops, with a collection of farm buildings (largely converted) within the southern part of the site. Development of the whole site would have linked Stockton with Eaglescliffe. Proposals have been put forward for 190 and 370 dwellings respectively.



Availability and Achievability

266. The site has been promoted through the Regeneration and Environment LDD process, which has confirmed that it is available for development. Representations received in response to the Issues and Options consultation, made by those with an interest in the site, suggested that that housing development across the whole area would not be desirable but that an allocation could be made adjacent to and west of the present Preston Farm complex.
267. The site was not included as a Preferred Option Housing Allocation, however further representations were received suggesting that the south west of the site (including the area to the west of Yarm Road) could be developed for housing whilst maintaining a portion as green wedge between the two settlements and

an undeveloped area to the east of the site in close proximity to the river. The representation included two proposals for 190 and 370 dwellings respectively. Both proposals use land on both sides of Yarm Road, with the former limited to the northern extent of the existing Preston Farm buildings and the latter extending to the southern extent of Preston Cemetery.

Sustainability

268. Without reference to its Green Wedge status, it is acknowledged that the majority of the site put forward at the Issues and Options stage is potentially suitable for residential development, subject to achieving satisfactory noise attenuation and overcoming major potential highways network implications, although the site is not well related to existing residential development in the locality.
269. There are uses on the adjacent industrial estate that are potentially incompatible with residential amenity, meaning that the area of the land in close proximity to the site's northern boundary would not be suitable.
270. The proposals put forward at Preferred Options stage address these concerns to an extent, suggesting two potential options for developing the south west portion of the site. However the reduced sites would not be well related to existing residential areas, being between a reduced green wedge and an industrial estate to the north and Preston Park to the south. There is a limited amount of existing housing to the south of the site to the east of Yarm Road; however, this is small and semi-rural in character. The northern spur of Eaglescliffe extends towards the portion of the site to the west of Yarm Road, however this would not be well related to the majority of any new dwellings.
271. The Issues and Options site, and the sites identified in subsequent representations have good access to Preston Park and a Core Bus Route. However, the nearest retail designation is 1-2km away and the site is adjacent to an industrial estate, which makes access to any facilities to the north of the site unattractive. The site is in relatively close proximity to a primary school. Should the site be proposed for housing development, mitigation would be required to overcome these sustainability concerns.

Spatial Strategy

272. The 1997 Local Plan allocated the site as part of the green wedge which maintains the separation between the Stockton conurbation and Eaglescliffe. This designation was described as the 'River Tees Valley from Surtees Bridge, Stockton to Yarm in Policy CS10 of the Core Strategy (adopted March 2010) and also indicated figuratively on the Core Strategy Strategic Diagram. It is proposed that the designation will be continued through the Regeneration and Environment LDD and its full extent was mapped in the Preferred Options Draft Policies Map which underwent consultation in summer 2012. The site is also part of the Tees Heritage Park, a wide ranging initiative to improve the quality of the environment between Stockton and Yarm. As the Tees Heritage Park is supported by both Core Strategy Policy 10 and the Stockton-on-Tees Green Infrastructure Strategy, allocating a significant part of it for housing development would impact negatively on both those strategies.
273. The site is currently identified as green wedge. The Council's Green Wedge Review (December 2014) has assessed the site and concluded as follows:

‘Development on the agricultural fields separating Eaglescliffe and Preston Farm Industrial Estate will completely undermine the openness of this area and lead to the coalescence of settlements; this is particularly relevant to the area along Yarm Road.’

Conclusion

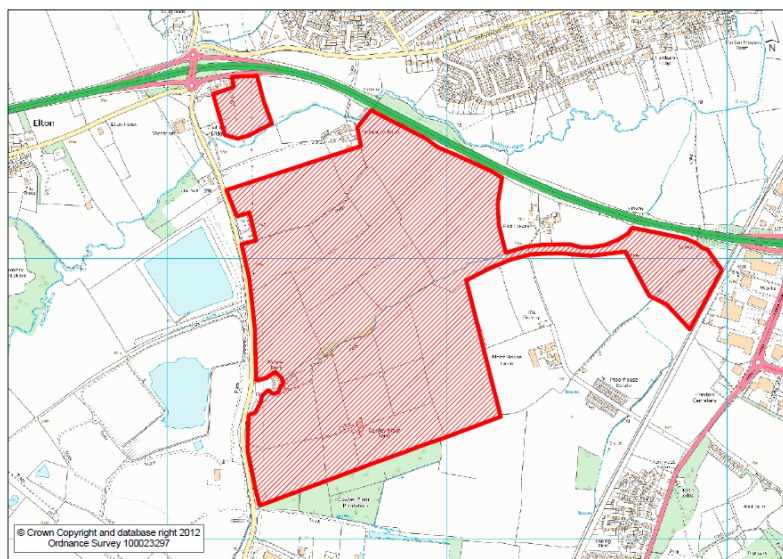
274. Whilst the site is located within a relatively sustainable location and performs well in this context in the site selection hierarchy, it still forms a valuable role as green wedge and the Publication Draft of the Regeneration and Environment Local Plan carries this designation forward. It is therefore not recommended for residential allocation.

New settlements

West Preston

Site Description

275. West Preston is a 106 hectare site. The estimated dwelling capacity is in a range of 2,385 to 1,590 dwellings based on net developable areas of 75% and 50% respectively. The promoters of the site have estimated the dwelling capacity as 2250 dwellings. A larger site was consulted on at the Planning for Housing issues and options stage (2011). The northern site boundary is formed by the A66. Hartburn Beck is to north of the A66, behind which is housing. The western boundary of the site is formed by Durham Lane. There are light industrial/commercial units (part of the Durham Lane Industrial Estate) south of the site but separated from the site by a wooded area to the west and agricultural land to the east. A railway line forms the eastern site boundary at its easternmost extent (to the north east) but much of the eastern boundary appears to be defined by a field boundary leaving a substantial area of predominantly agricultural land, but also including a single terrace of houses (Moorhouse Estate), between the site and the railway line. The site is predominantly made up of fields, mainly in agricultural use. There are also some farm buildings within the site. To the east of the railway line there is (from north to south) a number of car showrooms, a cemetery, an area of open land and a residential area. These uses are bounded by the A135. Further to the east is Preston Farm Industrial Estate.



Availability and Achievability

276. The site is considered to be available, as no land ownership constraints or difficult to relocate active uses have been identified. It is considered that the delivery of the site in within the context of the impact on the highway infrastructure would be very challenging specifically with regards to the viability of the site. This may result in the site being unviable to deliver.

Sustainability

277. There is no retail or education facility within 2km. In addition there is no GPs surgery within 2km of any part of the site. The site is considered to have limited pedestrian access to existing facilities and public transport links and its scale and location will encourage residents to rely upon the private car for the majority of trips.
278. The development area is poorly related to existing residential areas and, as it is a substantial site located within the Strategic Gap, there is potential for development to impact negatively upon the landscape.
279. Should the site be proposed for housing development, significant mitigation will be required to overcome the sustainability concerns. This will include the provision of facilities and services and improved links to public transport.

Spatial Strategy

280. The West Preston site is located on the fringe of the urban area. Although the reduced site is of a similar size and scale to the Harrowgate Lane site it is arguably valid to view it as a new settlement rather than an urban extension as it is poorly related to the existing residential area. Strategic Policy SP2 - The Housing Spatial Strategy in the Regeneration and Environment LDD Preferred Options sets out the draft housing spatial strategy. A sequential approach to housing site selection is adopted, within which West Preston could potentially falls into the penultimate tier – new sustainable settlements, sites which can contribute to the creation of a new sustainable settlement.

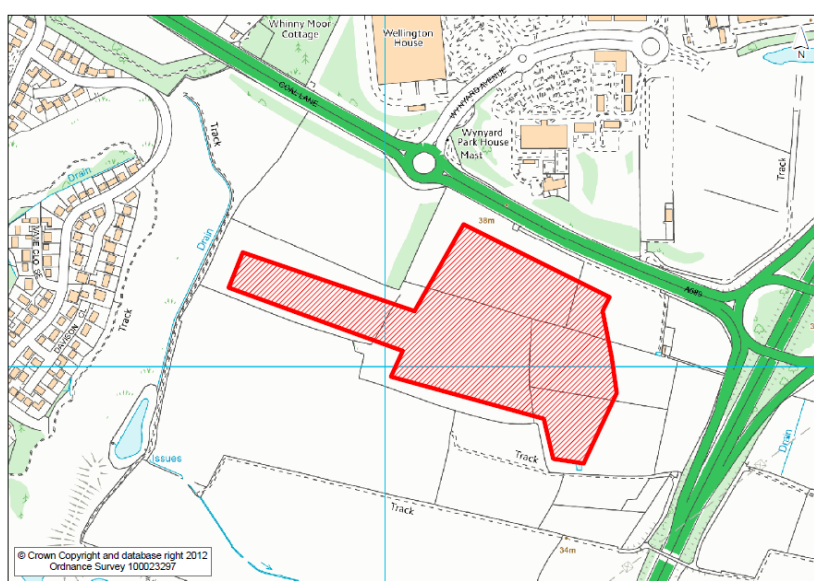
Conclusion

281. West Preston is not a sequentially preferable site within the Spatial Strategy due to its poor relationship to existing residential communities. It would also require significant mitigation in order to overcome sustainability concerns. There is no requirement to identify the site in order to meet the Borough's housing requirement. In addition, the major highways improvements that would be required mean that the site is unlikely to be delivered during the plan period due to the significant costs involved. The site is not recommended for allocation in the Publication Draft of the Regeneration and Environment Local Plan.

East of Wynyard Village

Site Description

282. Land east of Wynyard village is a 5 hectare site. It is situated on agricultural land to the west of the A19 and to the south of the A689. The roundabout access in to the Wynyard One employment area provides a potential access in to this site. This particular section of the A19 is a concrete road surface, which impacts on the amenity of residents of properties in Billingham, which are located adjacent to the road.
283. The part of the site closest to Wynyard village, which is in the ownership of Cameron Hall developments, is substantially screened. This site was recently granted planning permission for a school, it is no longer considered available. The remainder of the site is flat un-landscaped agricultural land, divided by hedgerow boundaries.



Availability and Achievability

284. The area of land which remains available for residential development is within single ownership and there are no existing owners to relocate. The land-owner has submitted a representation to the Regeneration and Environment LDD explaining that they are willing to work collaboratively with Cameron Hall developments, who are the major land owner around Wynyard village.

Sustainability

285. The site is located outside of defined development limits and the housing commitment area in the 1997 Local Plan. The site is located in a 'strategic gap' as identified in the adopted Core Strategy and is prominent in views from the main road.
286. The Council's Landscape Character Assessment identifies that the site is located within the 'West of Wolviston' Landscape Character Unit. This identifies that the site is of high landscape sensitivity and medium landscape capacity. The study recommends that there should be no built development in the area. Future development in the area should be restricted to management and conservation of the existing landscape. The

development proposal would unacceptably reduce the strategic gap between Wolviston and Wynyard villages.

287. The sensitivity of the strategic gap is enhanced by the site being within the Billingham Beck Valley to Wynyard Primary Green Infrastructure corridor. It is considered that this development would negatively reduce the strategic gap between Wynyard One and Wolviston / Billingham.
288. Residents of Wynyard Village have stated that if development must occur at Wynyard Village this site is more preferable to an allocated site to the west of Wynyard village. This preferred options site would involve the removal of a tree plantation. Residents are of the view that the loss of agricultural land in a strategic gap is preferable to the removal of this plantation.
289. Whilst residents views are duly noted, it is considered that the two sites are surrounded by differing circumstances. Principally, the strategic gap issues relating to the site to the east of Wynyard village do not apply to the alternative location.
290. The woodland which would be lost at the site to the west of Wynyard Village is a mature tree plantation. In effect it is a crop, which is ready to be harvested.
291. It is also understood that the woodland is of limited ecological value, and that a sensitive development could enhance biodiversity in the area. Whilst the site to the west of Wynyard is immediately adjacent to an important green infrastructure corridor (Wynyard Woodland Park) it is possible that the development can be appropriately screened and can contribute to this green infrastructure corridor. It is envisaged that such screening could not be established at the site to the east of Wynyard Village, which is also a green infrastructure corridor.
292. In addition, it is considered that the site would be poorly related to Wynyard Village. The estate would be isolated from the existing village being split by a substantial landscape buffer. Whilst landscape buffers exist within Wynyard village, these have a degree of permeability which maintain linkages between the village. Unlike the rest of the village these linkages would not exist between this site and Wynyard village. Following the approval of a school on the Cameron Hall site, the only vehicular access in to Wynyard village and any existing or proposed facilities would involve residents having no other option than to travel on the strategic road network.
293. The respondent also suggests that the site east of Wynyard village is preferable to the site at Wynyard Park. It is considered that there are different circumstances between these sites. The sites at Wynyard Park are of a scale (potentially up to 800 dwellings) that is different to what could be achieved at the site east of Wynyard Village (possibly no more than 100 dwellings). Whilst Wynyard Park is physically separate from the existing village, the Council is of the view that there is an opportunity to create a sustainable community at that site.
294. The site is also in close proximity to the section of the A19 which has a concrete surface. It is anticipated that this could have a negative impact on the amenity of residents of any development. The Council has avoided development adjacent to this part of the A19, because of this issue (see North West Billingham site). Furthermore, this reduced level of amenity would certainly affect the marketability of properties on this site for 'executive' housing.

Spatial Strategy

295. The site would be considered as a 'new sustainable settlement' and is low in the site selection hierarchy. It is considered that the Wynyard Park site and the site to the west of Wynyard Village are preferable locations which would be better options for making Wynyard a more sustainable settlement. The Wynyard Park site will assist in delivering economic growth at Wynyard Park, provide an opportunity to re-appraise the existing planning permissions at the business park and contribute to the sustainability of the area. The Wynyard Village site will deliver executive housing and will be a better linked extension to the village. It will also contribute to the sustainability of the existing Wynyard village, and heritage and landscape assets in the Wynyard area.

Conclusion

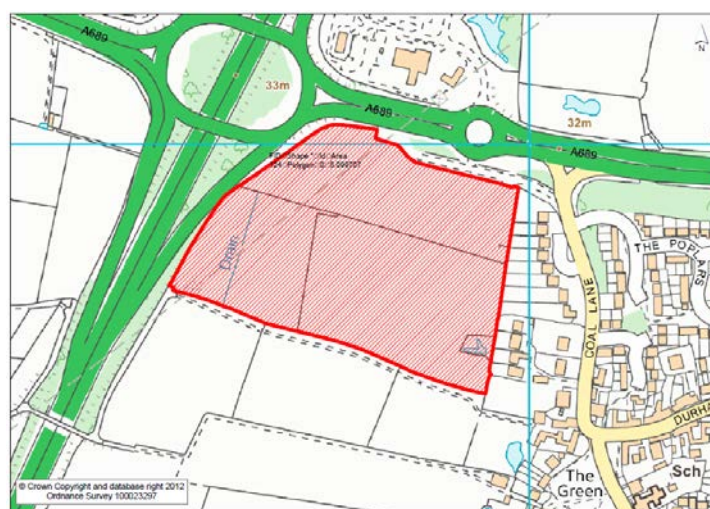
296. Land East of Wynyard village is a site which is low in the sequential site selection. It is also located in the strategic gap between Wynyard and Wolviston / Billingham and would lead to the erosion of this gap. The site is also considered to be poorly related to the existing village and there are preferable locations elsewhere in Wynyard which would assist in creating a more sustainable settlement. The amenity of residents at the site would also be a significant issue given the proximity to the strategic road network. As a result, it is not considered that the site should be identified as a housing allocation within the Publication Draft of the Regeneration and Environment Local Plan.

Village Extensions

West of Wolviston

Site Description

297. Land west of Wolviston is a 12 hectare site located to the south of the A689 and the east of the A19, it can be accessed via Coal Lane, which was the route of the old A689. The estimated dwelling capacity is in a range of 180 to 270 dwellings based on a 50% and a 75% net developable area respectively at 30 dwellings per hectare. However, only one access may be achievable which would reduce the yield to 100 dwellings.
298. The site is currently in agricultural use and is generally flat. Electricity cables suspended by pylons cross the site. A mature landscape buffer screens some views from the A689.
299. Further to the north is Wynyard services, whilst the existing Wolviston village is situated to the east. Modern residential properties back on to the site, a number of these to the south of the site have been erected in the rear gardens of older properties on Coal Lane.



Availability and Achievability.

300. The area of land which remains available for residential development is within single ownership and there are no existing owners to relocate. The land owner has objected to the Regeneration and Environment LDD preferred options stating that the site is suitable, available and achievable.

Sustainability

301. In 2008 the Planning the Future of Rural Villages in Stockton-on-Tees Borough Report was published. The purpose of the report was to underpin and support policy development. Specifically is contained an audit of services and facilities in order to facilitate a sustainability study of each village. Villages were then allocated to one of

four tiers according to how they performed in relation to accessibility to services. The highest tier is tier 1 and the lowest is tier 4.

302. The 2014 Planning the Future of Rural Villages in Stockton-on-Tees Borough Update Report updates the audit of services and facilities. The study concludes as follows: 'Both assessments result in a similar hierarchy of relative sustainability, with Stillington being identified as having the greatest access to the greatest level of in-village services and access by sustainable means. Wolviston and Carlton are identified next in the hierarchy of sustainability; importantly these villages score positively against the three criteria identified as being essential for a sustainable village.'
303. Access to the site could only come from Coal Lane, the arrangement of new properties that would result from the development would be poorly related to the existing form and layout of Wolviston Village. Furthermore, the scale of the site proposed could have a detrimental impact on the character of Wolviston Village.
304. The site would also partially infill the strategic gap between Wolviston and Wynyard. The sensitivity of the strategic gap is also enhanced by the site being within the Billingham Beck Valley to Wynyard Primary Green Infrastructure corridor.
305. The Council's Landscape Character Assessment identifies that the site is located within the 'West of Wolviston' Landscape Character Unit. This identifies that the site is of high landscape sensitivity and medium landscape capacity. The study recommends that there should be no built development in the area. Future development in the area should be restricted to management and conservation of the existing landscape. The development proposal would unacceptably reduce the strategic gap between Wolviston and Wynyard villages.
306. The site is also in close proximity to the section of the A19 which has a concrete surface. It is anticipated that this could have a negative impact on the amenity of residents of any development. The Council has avoided development adjacent to this part of the A19, because of this issue.

Spatial Strategy

307. As stated above, Carlton is classed as a sustainable village. Whilst in-fill development is appropriate within sustainable villages, Regeneration and Environment Local Plan Strategic Policy SP2 - Housing Spatial Strategy restricts market housing development outside village limits to where developers provide robust evidence, in the context of the economic viability of development, that it is needed to support rural affordable housing in the locality.
308. In Wynyard village, the Council has taken the decision to attempt to create a sustainable settlement by expanding the number of dwellings. This approach is not considered appropriate to Wolviston, as:
 - a. The site is already a more sustainable settlement than Wynyard, being a tier 2 village rather than a tier 4;
 - b. Significant areas of land exist at Wynyard Park, which have been previously been ear-marked for development. The Council has accepted that there is a need to restructure these consents to create a sustainable settlement. No such sites exist in Wolviston.
309. The site is also located within a 'strategic gap' as identified in the adopted Core Strategy.

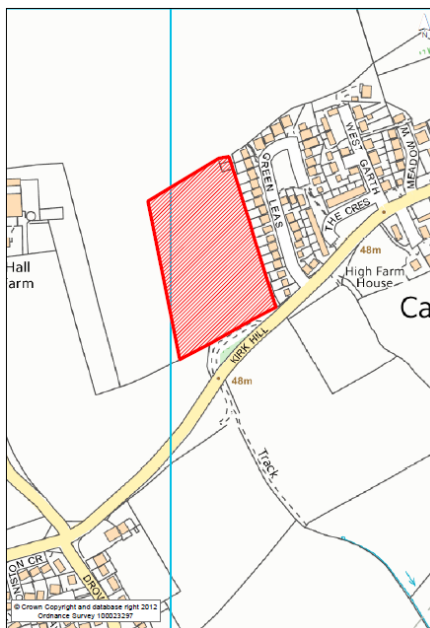
Conclusion

310. Whilst it is accepted that growth at Wolviston could only realistically occur to the south or the west, because of the A689 to the north and the slender undeveloped margin between Wolviston and Billingham to the east; this site is not particularly well related to the existing layout and form of Wolviston village. Furthermore, there is no requirement to identify village extensions to meet the Borough's housing requirement. As a result, it is not recommended that the site should be identified as a housing allocation within the Regeneration and Environment Local Plan.

West of Carlton

Site Description

311. This site is located to the west of Carlton Village and is currently in agricultural use. The site is approximately 2.63 hectares and could yield 39 dwellings were 75% of the site to be built at 30 dwellings per hectare.



Availability and Achievability

312. The site is considered to be available, as no land ownership constraints or difficult to relocate active uses have been identified. Through the 2012 Strategic Housing Land Availability Assessment (SHLAA) the site has also been assessed as achievable, as it is considered that satisfactory access could be achieved.

Sustainability

313. The site has been assessed as suitable for residential development; however this is without reference to its green field status and its location outside of the limits to development.
314. The site is situated outside the defined limit to development for the village of Carlton in the adopted Local Plan (1997). It is not proposed to revise the limits to development for Carlton through the Regeneration and Environment LDD.
315. In 2008 the Planning the Future of Rural Villages in Stockton-on-Tees Borough Report was published. The purpose of the report was to underpin and support policy development. Specifically is contained an audit of services and facilities in order to facilitate a sustainability study of each village. Villages were then allocated to one of four tiers according to how they performed in relation to accessibility to services. The highest tier is tier 1 and the lowest is tier 4.

316. The 2014 Planning the Future of Rural Villages in Stockton-on-Tees Borough Update Report updates the audit of services and facilities. The study concludes as follows: 'Both assessments result in a similar hierarchy of relative sustainability, with Stillington being identified as having the greatest access to the greatest level of in-village services and access by sustainable means. Wolviston and Carlton are identified next in the hierarchy of sustainability; importantly these villages score positively against the three criteria identified as being essential for a sustainable village.'

Spatial Strategy

317. As stated above, Carlton is classed as a sustainable village. Whilst in-fill development is appropriate within sustainable villages, Regeneration and Environment Local Plan Strategic Policy SP2 - Housing Spatial Strategy restricts market housing development outside village limits to where developers provide robust evidence, in the context of the economic viability of development, that it is needed to support rural affordable housing in the locality.

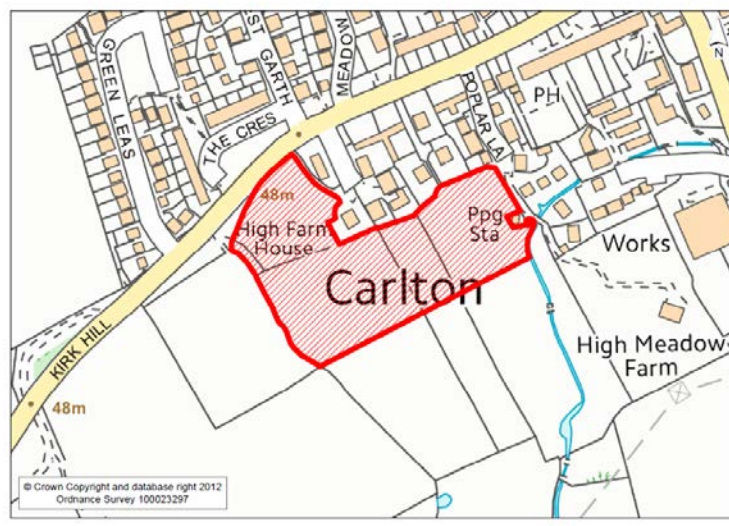
Conclusion

318. There is no requirement to identify village extensions to meet the Borough's housing requirement. As a result, it is not considered that the site should be carried forward as a housing allocation within the Regeneration and Environment Local Plan.

South of High Farm Close, Carlton

Site Description

319. This site is situated to the south of Carlton village, outside the limits to development. It is approximately 2.81 hectares and could yield 42 dwellings were 75% of the site to be built at 30 dwellings per hectare. A landscape buffer would be required to the south, east and west of the site, which could be 10 to 16 metres wide, reducing the site's potential housing yield.



Availability and Achievability

320. The site is considered to be available, as no land ownership constraints or difficult to relocate active uses have been identified and the site has been promoted through the Regeneration and Environment LDD Preferred Options consultation. The site has also been assessed as achievable through the 2012 SHLAA Update, as satisfactory access can be achieved and there are no major perceived network implications.

Sustainability

321. The site has been assessed as suitable for residential development; however this is without reference to its green field status and its location outside of the limits to development.
322. The site is situated outside the defined limit to development for the village of Carlton in the adopted Local Plan (1997). It is not proposed to revise the limits to development for Carlton through the Regeneration and Environment LDD.
323. In 2008 the Planning the Future of Rural Villages in Stockton-on-Tees Borough Report was published. The purpose of the report was to underpin and support policy development. Specifically is contained an audit of services and facilities in order to facilitate a sustainability study of each village. Villages were then allocated to one of four tiers according to how they performed in relation to accessibility to services. The highest tier is tier 1 and the lowest is tier 4.

324. The 2014 Planning the Future of Rural Villages in Stockton-on-Tees Borough Update Report updates the audit of services and facilities. The study concludes as follows: 'Both assessments result in a similar hierarchy of relative sustainability, with Stillington being identified as having the greatest access to the greatest level of in-village services and access by sustainable means. Wolviston and Carlton are identified next in the hierarchy of sustainability; importantly these villages score positively against the three criteria identified as being essential for a sustainable village.'

Spatial Strategy

325. As stated above, Carlton is classed as a sustainable village. Whilst in-fill development is appropriate within sustainable villages, Regeneration and Environment Local Plan Strategic Policy SP2 - Housing Spatial Strategy restricts market housing development outside village limits to where developers provide robust evidence, in the context of the economic viability of development, that it is needed to support rural affordable housing in the locality.

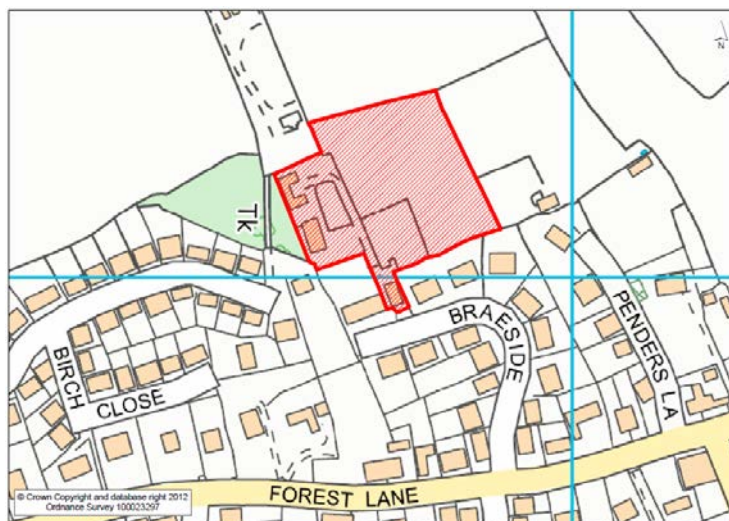
Conclusion

326. There is no requirement to identify village extensions to meet the Borough's housing requirement. As a result, it is not considered that the site should be carried forward as a housing allocation within the Regeneration and Environment Local Plan. However, part of the site has now obtained planning permission for housing development in the context of the Council being unable to demonstrate a five year supply of deliverable housing sites at the time the application was determined. The site that has obtained planning permission is recognised in the Regeneration and Environment Local Plan as a housing commitment.

North of 18A Braeside, Kirklevington

Site Description

327. This site is located to the north of Braeside, Kirklevington. It is approximately 1.08 hectares and could yield 24 dwellings were 75% of the site to be built at 30 dwellings per hectare.



Availability and Achievability

328. The site is considered to be available, as no land ownership constraints or difficult to relocate active uses have been identified. Through the 2012 Strategic Housing Land Availability Assessment (SHLAA) the site has also been assessed as achievable, as it is considered that satisfactory access could be achieved. However, development of the site would require a landscape buffer to the north and west to mitigate the visual impact of the buildings, which could reduce the site's yield.

Sustainability

329. The site has been assessed as suitable for residential development; however this is without reference to its green field status and its location outside of the limits to development.
330. The site is situated outside the defined limit to development for the village of Kirklevington in the adopted Local Plan (1997). It is not proposed to revise the limits to development for Kirklevington through the Regeneration and Environment LDD.
331. In 2008 the Planning the Future of Rural Villages in Stockton-on-Tees Borough Report was published. The purpose of the report was to underpin and support policy development. Specifically is contained an audit of services and facilities in order to facilitate a sustainability study of each village. Villages were then allocated to one of four tiers according to how they performed in relation to accessibility to services. The highest tier is tier 1 and the lowest is tier 4.
332. The 2014 Planning the Future of Rural Villages in Stockton-on-Tees Borough Update Report updates the audit of services and facilities. The study concludes as follows:

‘Kirklevington and Long Newton have a similar level of in-village services and facilities as Wolviston and Carlton. However, no bus service exists and this is considered essential to being able to access services and jobs by sustainable means.’
Kirklevington is not therefore classified as a sustainable village within the document.

Spatial Strategy

333. Regeneration and Environment Local Plan Strategic Policy SP2 - Housing Spatial Strategy restricts market housing development outside village limits to where developers provide robust evidence, in the context of the economic viability of development, that it is needed to support rural affordable housing in the locality.

Conclusion

334. There is no requirement to identify village extensions to meet the Borough’s housing requirement and Kirklevington is not classified as a sustainable village in the Planning the Future of Rural Villages in Stockton-on-Tees Borough Update. As a result, it is not considered that the site should be carried forward as a housing allocation within the Regeneration and Environment Local Plan.

Appendix 1 – Audit trail of housing site selection process

Site	Issues and Options	Preferred Options	Publication Draft
North West Billingham	The site was included within the Core Strategy Review Issues and Options for 260 dwellings.	The site was not included within the Preferred Options document.	The site was ruled out prior to the Preferred Options stage due to issues relating to noise from the adjacent A19 leaving the site unsuitable until resurfacing of the A19, it was expected that this would prevent delivery of the site within the plan period. A scheme for widening and re-surfacing of the A19 has since been announced and is expected to be delivered between 2014 and 2021. Nevertheless, the final details are unknown and noise will still be a constraint, especially if the capacity of the road increases. The site has not been included within the Publication Draft as the delivery of the site within the plan period is still uncertain and the housing need can be met on other sites.
Harrowgate Lane	The site was included within the Core Strategy Review Issues and Options for 2470 dwellings.	The site was included within the R&E LDD Preferred Options Draft as an allocation for 2470 dwellings.	<p>The majority of the site (south of Letch Lane) is included within the Publication Draft as an allocation for 1250 dwellings, in association with Yarm Back Lane, to form a strategic urban extension to West Stockton.</p> <p>Development of the allocated site will be guided by the preparation of a Development Framework Document.</p> <p>Part of the site is safeguarded for 400 dwellings.</p>

			Regarding the remainder of the site (north of Letch Lane) a planning application for 350 dwellings was submitted in 2013 and the Council is minded to approve subject to a Section 106. This has been included in the Publication Draft as a housing commitment (Summerville Farm).
Yarm Back Lane	The site was included within the Core Strategy Review Issues and Options for 3120 dwellings.	The eastern part of the site was included within the Preferred Options Draft as an allocation for 945 dwellings. The larger site, which had been included in the Issues and Options draft and which incorporated land to the West of Yarm Back Lane was considered to be undeliverable within the plan period as it was identified that major highway improvements would be required to facilitate the development and these would be unlikely to be delivered during the plan period due to the significant costs involved.	The eastern part of the site has been included within the Publication Draft as an allocation for 500 dwellings. In association with Harrowgate Lane, the site will form part of a large urban extension. Development of the allocated site will be guided by the preparation of a Development Framework Document.
West Preston	The site was included within the Core Strategy Review Issues and Options for 4150 dwellings.	The site was ruled out prior to the Preferred Options stage as it was identified that major highway improvements would be required to facilitate the development and these would be unlikely to be delivered during the plan period due to the significant costs involved.	
Morley Carr Farm (West Yarm)	The site was included within the Core Strategy Review Issues and Options for 330 dwellings.	The site was included within the Preferred Options document as an allocation for 300 dwellings.	The site was not included in the Publication Draft as planning permission has been granted for 350 dwellings and development has started.
Land South of Green Lane (South West Yarm)	The site was included within the Core Strategy Review Issues and Options for 480 dwellings.	The site was included within the Preferred Options document as an allocation for 735 dwellings.	In 2012, a planning application for up to 735 dwellings on the site was submitted alongside an application for the relocation Yarm School Playing fields, which formed

			<p>the eastern part of the site. This application was revised following the refusal of the application to relocate the playing fields and concerns over the capacity of the Highway Network.</p> <p>Planning permission for up to 370 dwellings on the site was granted in July 2013. The reduced site area has been included within the Publication Draft as a housing commitment.</p>
South East Yarm	The site was included within the Core Strategy Review Issues and Options for 780 dwellings.	The site was ruled out as an option prior to the Preferred Options stage. Highway capacity issues restrict the amount of development potential in the Yarm area. In 2008 planning permission had been granted for a golf course and club house, with a renewal of permission granted in 2011, and other more suitable sites were available within the Yarm area.	
Billingham Bottoms	The site was included within the Core Strategy Review Issues and Options for 260 dwellings.	The site was ruled out prior to Preferred Options due to issues relating to flooding and access.	
Land to the South of Preston Farm Industrial Estate	The site was included within the Core Strategy Review Issues and Options for 1140 dwellings.	The site was not included within the Preferred Options Draft of the R&E LDD due to its position in the Green Wedge and in relation to the existing settlement, as more preferable sites were available.	
Land at Durham Lane Industrial Estate	The site was included within the Core Strategy Review Issues and Options for 630 dwellings.	The site was ruled out as an option prior to the Preferred Options stage as it is a viable employment land allocation and more suitable sites were available.	
Land at Urray Nook – Site 1 and Site 2	The site was identified as an option within the Core Strategy Review Issues and Options	The larger of the two potential options was identified as an allocation within the Regeneration and Environment LDD	Phase 1 of the development received reserved matters planning permission for 145 dwellings in July 2014. This area is

	2011. Two potential site boundaries were identified due to issues relating to a HSE Consultation Zone.	Preferred Options.	included within the Publication Draft as a housing commitment. Phases 2 and 3 have not been included in the Publication Draft and were ruled out following Preferred Options due to significant concerns relating to noise from the adjacent Police Tactical Training Centre. It is considered that this cannot be adequately mitigated against and that the location of housing in proximity to this facility has the potential to substantially harm the operations of the facility.
Land at Ingleby Barwick	The site was included within the Core Strategy Review Issues and Options for 1530 dwellings.	The site was not included within the Preferred Options of the R&E LDD. The site was not carried forward as it was determined that the Council would not support housing development within the Green Wedge.	The site is included as a housing commitment within the Local Plan as planning permission has been granted for 350 dwellings and the provision of a free school in 2013. This allocated site is a smaller area than originally considered within the Issues and Options as planning permission has not been granted for the remaining area and the Council is seeking to maintain an area of Green Wedge.
Wynyard Park	The site was included within the Core Strategy Review Issues and Options for 1000 dwellings.	The site was included in the Preferred Options document as an allocation for 1000 dwellings.	A planning application was submitted to develop the site for 1000 dwellings. This was subsequently revised to 400 dwellings on part of the site owing to concerns about the capacity of the Highway Network. The Council is minded to approve 400 dwellings subject to a S106 and this is included in the Publication Draft as a commitment. The remaining part of the site included within the Publication Draft as safeguarded for 400

			dwellings.
Land East of Wynyard Village	The site was included within the Core Strategy Review Issues and Options for 280 dwellings.	The site was ruled out as an option prior to the Preferred Options stage due to issues relating to the loss of the Strategic Gap, relationship to the existing settlement and amenity issues from the A19. It was considered that more preferable sites were available within the Wynyard Area.	
Wynyard Village (Wynyard Hall Estate)	The site was included within the Core Strategy Review Issues and Options for 300 dwellings.	The site was included in the Preferred Options document as an allocation for 300 dwellings.	A planning application was submitted to develop the site for 650 dwellings. This was subsequently revised to 500 dwellings on part of the site owing to concerns about the capacity of the Highway Network. The Council is minded to approve 500 dwellings subject to a S106 and this is included in the Publication Draft as a commitment.
Nifco site	The site was not included in an Issues and Options Document	The site was included within the Preferred Options Draft of the R&E LDD. It became available as an option for allocation due to the relocation of Nifco.	The site is not included as an allocation within the Publication Draft. The development of the site relies on the relocation a number of other existing businesses and a Council depot from the site. It is no longer considered that the site will be available within the plan period.
Piper Knowle Road (University Hospital of North Tees)	The site was not included in an Issues and Options Document	The site was included as a potential allocation for 340 dwellings within the R&E LDD Preferred Options Draft.	The site will only be available for housing development upon the relocation of the hospital to Wynyard. Issues relating to funding for the construction of a new hospital at Wynyard have resulted in the Piper Knowle Road site being highly unlikely to deliver housing within the plan period. This site has not been allocated within the Publication Draft.
Land off Albany	The site was not included in an	The site was not included within the	The site is allocated for 40 dwellings within

Road (Norton School)	Issues and Options Document	Preferred Options of the R&E LDD	the Publication Draft. The land has become available through a Council Asset review and was not available to be considered as a development site in previous drafts.
North of Junction Road (Blakeston School)	The site was not included in an Issues and Options Document	The site was included as a potential allocation for 40 dwellings within the R&E LDD Preferred Options Draft	The site is included within the Publication Draft as an allocation for approximately 60 dwellings.
Leeholme Road	The site was not included within an Issues and Options Document.	The site was included as a potential allocation for 30 dwellings within the R&E LDD Preferred Options Draft.	The site is included within the Publication Draft as an allocation for approximately 30 dwellings.
Victoria Estate	The site was not included in an Issues and Options Document	The site was not included within the Preferred Options Draft of the Regeneration and Environment LDD as a separate site for allocation but instead formed part of the allocation of the Northern Gateway as part of a larger mixed use development.	The site is included within the Publication Draft as an allocation for 210 dwellings. The site was separated from the larger Northern Gateway allocation as development of the part of the site for the North Shore Academy has occurred, leaving only two separate housing areas, Swainby Road and Victoria Estate.
Boathouse Lane	The site was included as an issue within the Regeneration DPD.	The site was included within the Preferred Options draft as a mixed use scheme which included an allocation for 400 houses.	The site is allocated as a development for 400 houses with alterations to the site outline to omit a listed building and an area of employment which are anticipated to remain.
South of Junction Road, Norton	The site was not included in an Issues and Options Document	The site was included as a potential allocation for 36 dwellings within the R&E LDD Preferred Options Draft	The site is included within the Publication Draft as an allocation for approximately 40 dwellings.
Queens Park North	The site was included as an issue within the Regeneration DPD.	The site was not included within the Preferred Options draft of the Regeneration and Environment LDD as the site received planning approval in 2007 for 552 dwellings and it was expected that the site would deliver prior to the adoption of the LDD.	The planning approval for the site has not been implemented but the land remains as a suitable and developable housing site. Queens Park North is included within the Publication Draft as an allocation for 250 dwellings.
Darlington Back Lane	The site was not included in an Issues and Options Document	The site was not included within the Preferred Options of the R&E LDD	The site is allocated for 28 dwellings within the Publication Draft. The land has become

			available through a Council Asset review and was not available to be considered as a development site in previous drafts.
Yarm Road	The site was not included in an Issues and Options Document	The site was not included within the Preferred Options of the R&E LDD	The site is allocated for 30 dwellings within the Publication Draft. The land has become available through a Council Asset review and was not available to be considered as a development site in previous drafts.
Abbey Hill, Norton	The site was not included in an Issues and Options Document	The site was not included within the Preferred Options of the R&E LDD	The site is allocated for 12 dwellings within the Publication Draft. The land has become available through the Council's Affordable Housing Delivery Programme and was not available to be considered as a development site in previous drafts.
Somerset Road, Norton	The site was not included in an Issues and Options Document	The site was not included within the Preferred Options of the R&E LDD	The site is allocated for 44 dwellings within the Publication Draft. The site has become available through the Council's Affordable Housing Delivery Programme and was not available to be considered as a development site in previous drafts.
South of Kingfisher Way	The site was not included in an Issues and Options Document	The site was not included within the Preferred Options of the R&E LDD	The site is allocated for 30 dwellings within the Publication Draft.
Land off Cayton Drive	The site was not included in an Issues and Options Document	The site was not included within the Preferred Options of the R&E LDD	The site is included within the Publication Draft as an allocation for 50 dwellings. The site was not previously included as an option as highway issues had been identified within the SHLAA and it was located within the Green Wedge. The Council has undertaken a Green Wedge Review (November 2014). The Review concluded that development within this area would not undermine separation and it has been subsequently demonstrated that highway access can be satisfactorily

			achieved.
Queens Avenue	The site was not included in an Issues and Options Document	The site was not included within the Preferred Options of the R&E LDD	The site is included within the Publication Draft as an allocation for 12 dwellings. The site had not previously been included as an option as planning permission had been granted for apartments in 2004, with reserved matters in 2008 and a renewal of consent in 2010. The consent has now lapsed and it is considered that the site is still suitable as a housing development site.
Land off Roundhill Avenue	The site was not included in an Issues and Options Document	The site was not included within the Preferred Options of the R&E LDD document.	The site is included within the Publication Draft as an allocation for 30 dwellings. The site has not previously been included as an option as it was formerly part of the River Tees green wedge and access issues were raised in the SHLAA. The Council has undertaken a Green Wedge Review (November 2014) which considers that the site can acceptably be released from the Green Wedge and it has been demonstrated that access issues raised within the SHLAA can be overcome.

Stockton-on –Tees Borough Council Yarm and Kirklevington Topic Paper

February 2015

Responses to Comments Relating to Development in Yarm

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Introduction

1. This topic paper deals with representations to the Regeneration and Environment Local Development Document Preferred Options. For clarification, the Regeneration and Environment LDD has been renamed the Regeneration and Environment Local Plan (RELP). Specifically the topic paper responds to representations regarding Yarm and/or Kirklevington.

Representations

2. Representations have commented on a wide range of issues in relation to Yarm and Kirklevington. Issues commented upon include the impact of development on road capacity and parking provision as well as on schools and GPs and also on wildlife / ecology and on the gap between Yarm and Kirklevington.
3. Comments regarding the pressure on infrastructure include 'The High Street is already congested at rush hour and at other times of the day...Extra residents would put pressure on dentist and doctors and dentist surgeries and more importantly the local schools', the existing traffic problems would be exacerbated beyond endurance', 'Yarm will be excessively congested', 'Road network not capable of dealing with any extra traffic. Insufficient capacity to cope with extra demand for schools, doctors and dentists', 'The roads cannot cope with any more traffic. Already there are regular traffic delays; and cars are queuing up to get through Yarm...' and the development proposed 'will create additional traffic congestion at all of the "pinch points" and unsustainable educational and health requirements'.
4. Other comments include that 'over-development' will cause 'loss of identity of villages such as Kirklevington as the strategic gap reduces', 'I am concerned that surrounding villages will lose their identity and merge into one large estate', development will 'destroy valuable farming land, it will also destroy the historic character of Yarm with vast swathes of inappropriate suburban housing sprawl' and 'The whole ambiance of Yarm will change if these developments continue'.

Background

5. A number of respondents have commented on planning applications. The planning applications commented on include the Morley Carr Farm residential application, the Land to the South of Green Lane residential application, the Mount Leven retirement village application and the application to develop land to the north of the River Tees. The Regeneration and Environment LDD Preferred Options consultation was a separate consultation from the consultations for individual applications, all of which provide an opportunity for members of the public to comment on them directly. However, some representations to the Regeneration and Environment LDD Preferred Options have referred to planning applications but also raised issues relevant to the Regeneration and Environment LDD. In these instances they have been

included in the Regeneration and Environment document response to these issues.

6. For general clarification the Morley Carr Farm and Land to the south of Green Lane planning applications relate to the West Yarm and South West Yarm housing allocations, as identified in the Regeneration and Environment LDD Preferred Options. However, the Mount Leven retirement village was not a proposal in the Regeneration and Environment LDD Preferred Options and neither was the proposal to develop land to the North of the River Tees.

Planning commitments in Yarm

7. For further clarification, the approach taken with the Regeneration and Environment Local Plan has been to re-affirm planning commitments that have not started. Therefore, the Morley Carr Farm commitment for 350 dwellings has not been re-affirmed but the following two commitments for housing that have not yet started have been re-affirmed:

Tall Trees, Yarm

8. The site has a history of residential permissions, with 250 apartments being granted approval in 2006 and, most recently, 330 dwellings receiving permission in 2014. The site is included within the Regeneration and Environment Local Plan as a commitment for housing.

Land to the south of Green Lane, Yarm

9. In 2012, a planning application for up to 735 dwellings on the site was submitted alongside an application for the relocation Yarm School Playing fields, which formed the eastern part of the site. This application was revised following the refusal of the application to relocate the playing fields and concerns over the capacity of the Highway Network. Planning permission for up to 370 dwellings on the site was granted in July 2013. The reduced site area has been included within the Regeneration and Environment Local Plan as a housing commitment.

Mount Leven, Yarm

10. The re-affirmed housing commitments do not include the planning permission for a retirement village at Mount Leven, Yarm. The Council expects this planning permission to be delivered and it is included in the commitments total when calculating housing supply. However, the Council's support for housing on this site is specifically for a retirement village. Should the retirement village not be delivered then the Council is committed to its current status as part of the Leven Valley green wedge being maintained. For this reason, the planning commitment is not re-affirmed and the green wedge designation is maintained.

Housing Need and Demand

11. Representations have also commented on housing need and demand, both in respect of Yarm and for the borough as a whole. These representations are responded to in the Housing Need and Demand Topic Paper.

Infrastructure

Highways

12. Concerns regarding the local highway network were debated at length during the planning process for the South West Yarm site.
13. The Council commissioned a detailed micro simulation traffic model to inform the Planning Committee on the cumulative impact of traffic generation from committed and proposed new housing sites in the south of the Borough on the highway network and the highway mitigation that was essential to make the development acceptable. This also informed a mitigation strategy for the individual sites that was subsequently a condition of the consent.
14. The testing of the model has found that the development of the Land to the South of Green Lane site at the estimated dwelling capacity proposed in the Regeneration and Environment LDD Preferred Options (735 dwellings) would make the current traffic situation significantly worse but that the impact on the local and strategic highway network of development of about 370 dwellings could be satisfactorily mitigated.
15. The outputs from this traffic study were one factor informing whether or not sites allocated in the Regeneration and Environment LDD Preferred Options for housing have been carried forward to the Publication version of the Regeneration and Environment Local Plan.
16. At the publication stage the Council's Infrastructure Strategy and Schedule will identify what additional infrastructure will be required to deliver the site allocations.
17. The Regeneration and Environment LDD Preferred Options stated 'Given the high land values at Yarm it is anticipated that the Yarm sites will be deliverable within a highways context'. This means that it was anticipated that the Yarm sites would have sufficient financial value (given that Yarm is an area of high market demand) for their development to generate sufficient funds to pay for measures necessary to mitigate the traffic impacts.
18. Representations also suggested that mitigation measures such as improving pedestrian and cycleway links do not reduce traffic flows. It is important to provide opportunities to travel by sustainable travel modes and such measures are always considered in the assessments of traffic impacts and have a small but important role in traffic reduction.

Health and Education provision

19. Concerns were expressed relating to the potential for pressure upon existing health care provision and schools. These are valid concerns that have been explored before the document progressed to the Publication stage. At the publication stage the Council's Infrastructure Strategy and Schedule will identify what additional education and health care provision will be required to absorb the impact of the site allocations. If additional provision is required then the Infrastructure Strategy and Schedule will have to demonstrate how this will be provided. A specific query raised is 'who will fund the expansion of Junction Farm?' A decision to fund any build work at Junction Farm was approved at Cabinet in June 2012 as part of the Council's Capital Programme.

Flooding and Surface Water Drainage

20. In this case the proposed site allocation is not within a flood zone. Nevertheless, the Environment Agency (EA) is a consultee and sites are not allocated unless flood risk management issues are fully taken into consideration including any potential that development might have to exacerbate flood risk elsewhere. At the Issues and Options stage, three Yarm sites were consulted upon. The EA commented as follows for each of the three sites:
 21. 'The site lies in flood zone 1 and is therefore at the lowest fluvial flood risk. Any development on this site would need a Flood Risk Assessment (FRA) to demonstrate it is safe from other sources of flooding and that appropriate surface water management will be provided.
 22. Our records show that there could be Water Vole in the area. These are protected under the Wildlife & Countryside Act 1981. Any development would need to provide an adequate assessment and appropriate mitigation measures implemented.'
 23. At the Preferred Options stage the EA did not make any comments specifically in relation to either of the two Yarm sites that were consulted upon.
 24. In addition, the drainage requirement of any proposed development is considered as are the impacts upon drainage in the area. Northumbrian Water is consulted on any planning application for development. Northumbrian Water was also consulted upon the Regeneration and Environment LDD Preferred Options but did not submit a representation.

Parking in Yarm

Parking Situation in 2012

25. Yarm High Street is a principal road, the A67, and is thereby of high importance for traffic movement. At the time of the representations, the cobbles of Yarm High Street provided around 330 parking spaces with over 200 free, on street

short stay spaces within the controlled Disc parking zone and the remainder free without restriction.

26. In addition, there are 3 small Council owned, off street car parks at Castle Dyke Wynd (23 spaces), The Old Market (16 spaces) and located approximately 1.4 miles from Yarm High Street, in the Parish of Kirklevington – Yarm Rail Halt (45 spaces) that are all predominantly used for long stay parking and are at capacity.
27. Parking activity on the High Street and the difficulty of visitors finding parking spaces were considered to be factors in the traffic congestion and combined with the inflexible controls restricted the number of car borne visitors that could be attracted to Yarm.

Current Situation - December 2014

28. Following a long public consultation process that commenced as far back as 2009 including a Judicial Review in 2012, pay and display parking and a residents parking scheme was brought into effect on the High Street in April 2014 as part of its Borough-wide parking Strategy first approved in December 2011. The Council acknowledged that there were parking problems in the centre of Yarm and delivered a solution to provide additional short stay spaces on the High Street, cater for residents with no alternative in curtilage parking and to seek alternative off-street long stay car parking to deal with displacement.
29. The High Street parking proposals are working well and have generally been well received.

Impact of residential development

30. The development proposed through the Allens West, Land South of Green Lane, Land at Urray Nook Road and Morley Carr Farm planning applications was assessed through the planning application processes as adding to the pressure on parking provision in Yarm. As a consequence the planning permissions for these developments have required financial contributions to mitigate the impact of the developments on parking provision in Yarm.
31. As a direct consequence, the following planning applications for additional off-street parking provision to serve Yarm Town centre have been approved recently:
 - a) Formation of car park (34 spaces) at Land East of 661, Yarm Road, Eaglescliffe
 - b) New public long stay car park to provide 38 car parking spaces at Land To The Rear Of Barclays Bank, 76 High Street, Yarm – currently on site with completion early in 2015.
 - c) An extension to the Yarm Rail Halt car park of a further 45 spaces (approved as an early phase of the South West Yarm development).

Loss of Greenfield Land and Previously Developed Land as an Alternative

32. The Core Strategy, adopted in March 2010, focused housing development on the brownfield sites in the Core Area. Since 2010, issues with the deliverability of these brownfield sites have become apparent. Many of these sites have significant issues, such as flooding and land contamination that are costly to rectify. There is very limited public funding available to contribute to this and developers are unwilling or unable to deliver these sites.
33. Each year the Council updates a study called the Strategic Housing Land Availability Assessment (SHLAA). The update is incorporated in the Authority Monitoring Report. The SHLAA is a technical background paper that forms part of the evidence base for the Regeneration and Environment Local Plan by identifying potential housing sites. The sites are then assessed within a framework of their suitability, availability and achievability for housing development. The SHLAA shows that we do not have sufficient brownfield land that is suitable, available or achievable in the period up to 2030 to meet our housing requirement. Therefore greenfield sites have had to be identified to meet the housing requirement.
34. It has been suggested that the New Homes Bonus could be used to support the development of brownfield sites. However, the New Homes Bonus Grant is funded by top-slicing what was previously received as core funding for the provision of essential services. It is not therefore additional funding as such but rather it is replacement funding. The Council's financial plans include an estimate of future New Homes Bonus grant and this contributes to the provision of essential services.
35. It is also relevant that the amount of money that it would take to prepare these sites is great and is estimated at some tens of millions of pounds, North Shore for example costing over £15 million to bring up to developable standard. The Council will receive some £2.254m in New Homes Bonus in 2013/14, which is not sufficient to overcome the problems of these sites.

Loss of Agricultural Land

36. These comments related to the loss of productive agricultural land and the impact upon food security. It is acknowledged that the South West Yarm site is currently agricultural land that will be lost as a result of the allocation. The local planning authority has sought to avoid the allocation of the best and most versatile agricultural land. However, the Strategic Housing Land Availability Assessment shows that the Borough does not have sufficient brownfield land that is or will be suitable, available or achievable in the period up to 2030 to meet the housing requirement for the Borough, and we have been required to

identify greenfield sites, including those on agricultural land, land to meet the Borough's housing requirement.

37. In the context of assessing the scale of agricultural land loss, the following facts are relevant. Land allocated for housing development outside of the Limits to Development totals 281 hectares. This equates to just 2.4% of all land that is outside of the Limits to Development. The majority of land that is outside of the Limits to Development is rural / agricultural in character (there are areas which constitute previously developed land such as Durham Tees Valley Airport and developed employment land at Wynyard) so there is still a very large resource of agricultural land.

The Impact of development on the Wildlife Corridor

38. A distinction should be drawn between the concept of a 'wildlife corridor' and the network of green infrastructure corridors as identified in the Tees Valley Green Infrastructure Strategy, the Stockton-on-Tees Green Infrastructure Strategy and the Regeneration and Environment Local Plan.
39. In the Strategy, a Wildlife Corridor is defined as a network of linked wildlife habitats in urban or rural areas, or connecting town and country. The corridors defined in the Strategy are to a large extent 'indicative' and hard boundaries have not been defined. The Saltergill to Leven Bridge corridor does incorporate various semi-natural habitats, water courses and public rights of way and the general principle of the Strategy is that the most valuable environmental features in the corridor should be protected and enhanced where possible, but that new green infrastructure might also be introduced to deliver greater benefits (e.g. it would generally be beneficial to extend woodlands with new tree planting).
40. Regarding the relationship between Corridor H in the Green Infrastructure Strategy and ecology / biodiversity, the corridor is not within the draft allocation at Policy H1j. It is acknowledged that Picton Stell is part of an ecological network that links to North Yorkshire and that the corridor may also function as a wildlife corridor. However, this area is to the south of the land allocated at Policy H1j.
41. Whilst the wildlife corridor referred to is no longer protected specifically through planning policy, there is a buffer between the Land to the south of Green Lane site and the watercourse to the south and strong generic planning policy protection for wildlife assets is incorporated within the 1st bullet point of Point 8 of Core Strategy Policy 3 (CS3) - Sustainable Living and Climate Change. This states that 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'.

Loss of Wildlife Habitat and Impact on Biodiversity (including Protected Species)

42. Concerns relating to biodiversity and protected species are valid. The biodiversity potential of the proposed re-affirmed commitments have been fully considered during the planning process and any evidence and necessary mitigation has been identified through the process of determining the planning applications.
43. In the case of Land to the south of Green Lane, surveys were submitted with the planning application. Also Natural England and the Tees Valley Wildlife Trust were included in the consultation for both the Regeneration and Environment LDD Preferred Options and the planning application. It was determined that the development proposal fully mitigate any identified significant biodiversity impacts.

The Yarm-Kirklevington Strategic Gap

44. A number of respondents have commented upon the effect of development on the Yarm – Kirklevington Strategic Gap. A high quality landscape buffer with careful planting along the southern boundary of the site, together with the existing woodland to the south, will ensure that that development is positively integrated in a visual context. The development will not result in the coalescence of Yarm and Kirklevington. It is not considered that the presence of fences in the area will prevent the buffer zone from functioning. The identity of Kirklevington as a separate village will therefore, be maintained.

The Limits to Development for Yarm

45. For the reasons set out in the Housing Site Selection Topic Paper, the Regeneration and Environment LDD Preferred Options allocated the Morley Carr Farm and Land to the south of Green Lane sites. The development of the Morley Carr Farm planning permission has now commenced. The Land to the South of Green Lane site has been carried forward to the Publication version of the Regeneration and Environment Local Plan as a re-affirmed commitment. The Tall Trees commitment has also been identified as a re-affirmed commitment in the Publication version of the Regeneration and Environment Local Plan.
46. It would clearly be an anomaly not to modify the limits to development in these circumstances in order to make them consistent with the development of the Morley Carr site and the re-affirmed commitments. It has been suggested that this contradicts Regeneration and Environment LDD Policy SP3 - Limits to Development. However, paragraph 2.40 of the Regeneration and Environment LDD Preferred Options Draft made clear that the Council's preferred approach is to amend the Limits to Development as required by the housing site allocations made through the plan process. This approach has been carried

forward with the Publication version of the Regeneration and Environment Local Plan.

The Green Wedge and Yarm

47. The Regeneration and Environment Local Plan does not propose any development within green wedge in the Yarm area and seeks to maintain the separation of settlements within the built up area by protecting and enhancing the openness and amenity value of green wedges. The Regeneration and Environment Local Plan has placed green wedge outside of the Limits to Development to increase the protection afforded to these areas. This carries forward the approach proposed in the Preferred Options.

Tees Heritage Park

48. The Tees Heritage Park is located within an area designated as green wedge and as such has the protection associated with this policy status. A number of representations have stated that the planning application to develop land north of the River Tees is the consequence of the Land to the south of Green Lane housing allocation in the Regeneration and Environment LDD Preferred Options.
49. Whilst this Topic Paper does not respond to representations concerning planning applications (these have their own consultation processes), it should be pointed out that the a green wedge designation is intended to provide a high degree of protection against development but it is not intended to be prohibitive of all development; that is to say that there are some categories of development which may be consistent with maintaining the function of green wedge such agriculture, recreation, tourism which requires such a location, footpaths, bridleways, cycleways and burial grounds.

Impact on the Landscape

50. The Stockton on Tees Landscape Character Assessment and Capacity Study (2011) has been used to assess the development capacity and sensitivity of the site allocations. Specifically, it assesses the 'degree to which a particular landscape character type or area is able to accommodate change without significant effects on its character, or overall change of landscape character type'. Landscape Capacity 'reflects the inherent sensitivity of the landscape itself' and its 'sensitivity to the particular type of development', and 'the value attached to the landscape or specific elements'
51. The Land to the south of Green Lane re-affirmed planning commitment is located within an area identified as having a high landscape capacity for change. The change can include development. This is subject to the scale, design and layout of development being cognisant of the local context.

52. The design and layout of the development has been considered through the planning application process to ensure that the proposals complement the existing residential area. In addition, Policy H32 of the Regeneration and Environment Local Plan includes a requirement to provide a high quality landscaping scheme along the southern boundary of the site to buffer development from the adjacent rural area.

Impact upon the Heritage and Character of the Area

53. There have been a number of representations contending that new housing development will detract from the historic character of Yarm and that Yarm needs to be kept special and a desirable place to live. It is acknowledged that Yarm is a desirable place to live and has a historic character. It is considered that additional housing development can be consistent with maintaining this desirability and historic character subject to that development meeting all the requirements of the relevant policies in the development plan. It is acknowledged that, as with any housing allocation of this type (known as an urban extension), there is some unavoidable loss of rural character as previously greenfield land on the urban fringe will become urbanised. The allocations include the requirement for a high quality landscape scheme to buffer the development from the adjacent rural area.

Air Pollution

54. The Council has a number of air quality monitoring sites across the Borough, including a continuous monitoring site located at Eaglescliffe School and a diffusion tube monitoring site located on Yarm High Street. No breaches of air quality standards have occurred at any of the monitoring locations in the Borough, including those in the Eaglescliffe and Yarm areas.
55. The air quality levels measured at the continuous monitoring station at Eaglescliffe are below the legal standard and further information can be found in the Council's Air Quality Report 2012, which has been submitted to and accepted by DEFRA. The main pollutants of concern are nitrogen dioxide and particulate matter and it is shown that there is sufficient 'head room' in the levels so that the developments in question will not result in the limits being exceeded.
56. The annual average nitrogen dioxide levels for Yarm are shown to be close to the 40 microgram limit but it should be pointed out that these do not represent public exposure, as no one is at the measuring location, i.e. kerbside, for long periods of time. The Air Quality Report also shows the 1 hour pollution level both for Yarm and for Eaglescliffe and this measurement would be representative of public exposure while in that immediate area. This again shows that the levels are well below the legal limit set by the legislation. The one hourly nitrogen dioxide level for Yarm has always been fully compliant with the air quality standard. Air quality modelling studies demonstrate that the

pollution levels at the residential properties are compliant with all the legal standards.

57. The appropriateness of the location of the monitor in Eaglescliffe has been questioned. This pollution monitor is part of the national network of monitors and is affiliated by DEFRA and complies fully with all necessary standards. Instruments are calibrated using standard calibrated gases and the operation of the site is subject to regular audits by DEFRA's contractors. A comprehensive maintenance contract is in place for the site.
58. The air quality in these locations will continue to be monitored and assessments of air quality are provided as part of planning applications and these include consideration of the impact of permitted developments in the area.

Employment opportunities in Yarm

59. It has been asked where are the people who will move into the new homes in Yarm to work? Although there is no allocated employment land in the Yarm area, there are employment opportunities in the Borough including allocated employment land. It is not feasible to locate all of the proposed new housing near to employment allocations. In order to enhance and increase employment opportunities it is important that the Borough as a whole has an attractive housing offer.

The estimated dwelling capacity of the Land to the south of Green Lane re-affirmed planning commitment

60. At the Issues and Options stage the estimated dwelling capacity of the Land to the south of Green Lane site was 480 dwellings. At the Preferred Options stage this was increased to 735 dwellings. This followed a representation in relation to the site through the Strategic Housing Land Availability Assessment (see paragraph 21 for more information about this document) process. Officers considered that, in terms of design and layout, the site can work well with 735 dwellings and still allow adequate open space provision. However, delivery work focused on the highway infrastructure shows that this level of development cannot be sustained by either the local road network or the strategic highway network (see paragraphs 10 to 14). For this reason the estimated dwelling capacity has now been reduced to 370 dwellings. It has been noted that the Preferred Options document included reference to the Morley Carr Farm site as having its capacity restricted to around 300 dwellings because of concerns in respect of local highways capacity. These concerns have been investigated in depth through the highway delivery exercise and, as stated above, the estimated dwelling capacity of the Land to the south of Green Lane site has been amended to be fully consistent with the findings of the exercise.

Planning applications

The Morley Carr Farm planning application

61. The consultation process for the planning application was a separate one from the consultation process for the Regeneration and Environment document.

The Traffic Impact Assessment and the Morley Carr Farm application

62. It is the responsibility of the applicant to carry out a Traffic Impact Assessment. This is a requirement of the submission for a planning application with the potential for significant traffic impacts. The responsibility of the Council's Technical Services is to ensure that the developer has demonstrated that the additional traffic can be accommodated on the local highway network subject to mitigation. In relation to the Morley Carr Farm application, the Council's Head of Technical Services stated that the impact of this development on the local highway network has been assessed and is shown to be acceptable subject to mitigation.

The Regeneration and Environment LDD Preferred Options Consultation process and the Morley Carr Farm planning permission

63. The Council has not disregarded the consultation period. At the time the Morley Carr Farm planning application was determined, the Council was unable to demonstrate a 5-year supply of deliverable housing land. The five year supply of deliverable housing land is a fundamental requirement of the planning system. The Council would prefer to fulfil this requirement through a plan-led approach. However, decisions by the Secretary of State made it clear that the requirement in the NPPF to identify and maintain a five year supply of deliverable sites could not be deferred to the culmination of a plan-led approach.
64. The planning application was considered by the Planning Committee meeting of 22nd August 2012. It was resolved to grant planning permission subject to the signing of a Section 106 Agreement (a type of legal agreement). The section 106 Agreement has now been signed and the decision notice confirming the granting of planning permission has been issued.

The Green Lane planning application

65. The consultation process that was undertaken for the planning application is a separate one from the consultation process for the Regeneration and Environment document. Following the testing of the highways model the applicant submitted a new application. The application retained the same boundary as the previous application but the number of dwellings proposed was reduced to 370 and the application showed all of the proposed residential development to the west of Green Lane train station. Although Yarm School

playing field was included within the boundary of the planning application, no development is proposed on the playing fields. The Planning Committee of 4th June 2013 resolved that planning permission should be granted subject to the signing of a Section 106 Agreement (a type of legal agreement). The Section 106 Agreement has now been signed and the decision notice confirming the granting of planning permission has been issued.

The Mount Leven retirement village planning application

66. The site of the Mount Leven retirement village has not been allocated for any development in the Regeneration and Environment Local Plan. The consultation process undertaken for the planning application to develop a retirement village was a separate consultation process from the consultation process for the Regeneration and Environment document.
67. The planning application was considered by the Planning Committee meeting of 12th December 2012. It was refused for adverse impact on the green wedge / landscape character and highways safety reasons. However, the applicant subsequently re-submitted an amended scheme. The Planning Committee of 10th July 2013 resolved that planning permission should be granted subject to the signing of a Section 106 Agreement (a type of legal agreement). The Section 106 Agreement has now been signed and the decision notice confirming the granting of planning permission has been issued.

The planning application to develop land north of the River Tees

68. The land north of the River Tees has not been allocated for any development in the Regeneration and Environment Local Plan. The consultation process for the planning application to develop the land north of the River Tees was a separate consultation process from the consultation process for the Regeneration and Environment document.
69. The planning application was considered by the Planning Committee meeting of 16th January 2013. It was refused for adverse impact on the green wedge / landscape character, on the character and appearance of the Egglecliffe and Yarm Conservation Areas, on the quantity and quality of open space and for unsatisfactory access for construction traffic reasons.

Representations that this topic paper responded to

Infrastructure

Highways

The following representations included comments that related to highways infrastructure and issues concerning increased traffic: - 1, 2, 3, 4, 5, 6, 8, 9, 17, 18, 19, 21, 22, 24, 25, 26, 27/1, 28, 29, 31, 32, 33, 36, 37, 38, 39, 40, 41, 43, 44, 45, 46, 47, 48, 51, 53, 54, 55, 56, 58, 60, 61, 62, 63, 64, 65, 67, 68, 69, 73, 75, 76, 77, 78, 79, 81, 82, 87, 88, 89, 90, 91, 93, 95, 95, 96, 97, 98, 99, 100, 106, 107, 111, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 126,

127, 129, 132, 133, 38, 139, 145, 146, 167, 168, 171, 172, 186, 188, 189, 192, 208, 212, 214, 215, 216, 222, 224, 225, 227, 228, 230, 232, 233, 234, 235, 236, 237, 238, 242, 243, 244, 245, 246, 248, 251, 252, 252, 254, 255, 256, 257, 262, 268, 269, 270, 273, 274, 275, 276, 277, 278, 279, 280, 281, 282, 287, 290, 291, 294, 296, 304, 305, 306, 308, 309, 318, 319, 320, 321, 322, 323, 324, 325, 326, 327, 328, 329

Health and infrastructure provision

The following representations included comments that related to health and/or education provision: - 1, 4, 6, 8, 21, 27, 33, 39, 45, 55, 61, 64, 67, 68, 73, 76, 77, 78, 79, 87, 92, 97, 106, 119, 123, 124, 129, 133, 139, 168, 71, 215, 227, 228, 230, 231, 232, 234, 236, 245, 246, 248, 251, 252, 254, 255, 257, 262, 273, 274, 275, 279, 280, 281, 282, 282, 282, 294, 308, 318, 321, 322, 323, 325

Flooding and surface water drainage

The following representations included comments that related to flooding and/or surface water drainage: -79, 98, 129, 133, 296, 319, 322

Parking in Yarm

This responds to the following representations: - 1/1, 4, 18, 44, 48, 60, 72, 88, 89, 90, 93, 118, 120, 123, 124, 126, 133, 168, 172, 188, 214, 215, 225, 237, 257, 282, 294, 296, 306, 308, 319, 321, 322, 323

Loss of Greenfield land and previously developed land as an alternative

This responds to the following representations: 2, 6, 17, 119, 37, 38, 39, 50, 55, 60, 65, 81, 82, 87, 89, 91, 96, 99, 115, 117, 119, 208, 225, 230, 232, 237, 239, 242, 243, 244, 246, 249, 256, 271, 285, 286, 323, 325, 327, 328, 329

Loss of agricultural land

This responds to the following representations: - 2, 39, 65, 73, 82, 95, 129, 133, 188, 225, 255, 321

The impact of development on the wildlife corridor

This responds to the following representations: - 5, 8, 35, 54, 73, 79, 80, 81, 82, 83, 88, 90, 96, 114, 129, 133, 215, 231, 231, 236, 236, 242, 243, 244, 252, 256, 273, 278, 282, 287, 321, 328

Loss of wildlife habitat and impact on biodiversity

The following representations have included comments on the loss of wildlife habitat and/or the impact of the development: - 2, 3, 5, 33, 35, 51, 54, 122, 129, 188, 216, 224, 228, 234, 236, 236, 251, 255, 255, and 329

The Yarm-Kirklevington Strategic Gap

This responds to the following representations: - 5, 8, 68, 80, 81, 88, 90, 98, 111, 114, 133, 215, 225, 227, 228, 296, 271, 272, and 321

The Limits to Development for Yarm

The following representations have commented that the current Limits to Development for Yarm should be maintained: - 5, 48, 72, 98, 100, 126, 132, 133, 215, 225, 255, 321

The Green Wedge and Yarm

This responds to the following representations: - 72/2, 87, 100/1, 132/7, 224, 227, and 255/1

Tees Heritage Park

This responds to the following representations: 351, 41, 45, 46, 50/2, 68, 103, 107, 146, 188, 208, 225, 246, 272, 278 and 328

Impact on the landscape

The following representations made comments that relate to the impact of the development upon the landscape: - 98, 231

Impact on the Heritage and Character of the area

The following representations made comment relating to impacts upon historic areas and/or the character of Eaglescliffe and/or Yarm and/or Kirklevington: - 1, 2, 3, 17, 20, 22, 24, 27, 28, 39, 40, 46, 47, 87, 99, 106, 115, 117, 122, 123, 129, 138, 167, 171, 172, 216, 230, 232, 235, 236,237, 245, 249, 252, 255, 261, 273, 280, 294, 306, 309, 321

Air pollution

The following representation made comments relating to the potential for an increase in air pollution, particularly in the Yarm and Eaglescliffe areas - 6, 33, 88, 90, 93, 95, 119, 168, 188, 227, 228, 238, 251, 257, 280, 309

Employment opportunities in Yarm

The following representations have commented on employment opportunities in Yarm in the context of the Yarm housing allocations: - 2, 80, 82, 95, 236, 254, 255, 269, 321

The estimated dwelling capacity of the Land to the south of Green Lane re-affirmed planning commitment

The following representations have commented on the increase in the estimated dwelling capacity for the South West Yarm allocation from the Issues and options document to the Preferred Options document: - 91, 171, 192, 231, 272, 296

Planning applications

The Morley Carr Farm planning application

This responds to the following representations: - 31, 32, 35, 40, 75, 228, 290, 291, 323, and 325

The Traffic Impact assessment and the Morley Carr Farm planning application

This responds to the following representations: - 58, 61, 255

The REGENERATION AND ENVIRONMENT consultation process and the Morley Carr Farm planning permission

A number of representations have commented on the decision to grant planning permission to the Morley Carr Farm planning application in the context of the Council carrying out the Regeneration and Environment Preferred Options consultation which included consulting upon this site: - 58, 61, 216, 218, 219, 220, 221, 222, 227, 239, 247, 248, 255, 259, 261, 282

The Land to the south of Green Lane planning application

This responds to the following representations: - 1, 35, 81, 133, 228, 294, 321, 328, and 329

The Mount Leven Retirement Village planning application

This responds to the following representations: - 1, 35, 40, 41, 97, 225, 224, 225, 309, 323, and 325

The planning application to develop land north of the River Tees

This responds to the following representations: - 1, 35, 93, 97, 40, 103, 107, 208, 225, 238, 248, 259, 321, 323, 325, and 328

Stockton-on-Tees Borough Council Publication Draft Regeneration and Environment Local Plan

Wynyard Topic Paper

February 2015

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1 Introduction

- 1.1 This paper discusses the background and justification for the Council's approach to development in the Wynyard area, and how this has changed through the various versions of the Regeneration and Environment Local Development Document. The paper specifically sets out to discuss issues raised during the 'preferred options' consultation.

2 Background - 1987 to 2014

- 2.1 In the mid-1980s Wynyard Estate was acquired by Cameron Hall developments. Prior to this point, the site had been the home of the Londonderry family and was essentially a stately home in vast landscaped grounds with agricultural and woodland areas. Built development in the area was limited. Following this change in ownership the estate has changed considerably with significant development leading to the creation of settlement that exists today.
- 2.2 In late 1987 planning permission was sought for a business park, new village and golf course, amongst other things. A revised planning application was approved in the early 1990s which served as the main planning permission for Wynyard Village and golf course to the south of the A689. The majority of the village permitted in the application have now been developed and the area has a reputation as an executive housing location. The golf course has also been developed. It was sold by Cameron Hall developments and planning permission [10/2430/OUT] for a further 44 executive dwellings at the site was minded for approval early in 2011. This extent of this permission is outlined on Map 1 below.
- 2.3 The area to the north of the A689 was granted planning permission in the mid-1990s for two employment developments, these were:
- Wynyard Business Park – business park which crosses the administrative boundary between Stockton on Tees, and Hartlepool Borough Councils;
 - Samsung – located adjacent to the A19 the site was permitted to provide accommodation for a major inward investor.
- 2.4 In 1997 the Stockton on Tees Borough Local Plan was adopted. This document recognised the housing at Wynyard as a commitment and allocated Wynyard Business Park as a prestige employment location. Due to the timing of the Samsung permission this site was not allocated in the Local Plan. The Regional Spatial Strategy (2008) identified the area as a 'key employment location' which would drive economic growth, a term which was included in the adopted Core Strategy.
- 2.5 In 2004 Samsung announced that they were to exit the site after developing only one phase of the envisaged development. The site was acquired by a consortium called Wynyard Park. The same consortium acquired Wynyard Business Park site shortly afterwards, where development had been limited to only two office buildings. Restrictive conditions relating to the Samsung site were removed and the whole site was re-branded as Wynyard Park.

The Core Strategy (2010)

- 2.6 Several respondents to the preferred options consultation, including Hartlepool Borough Council, have recognised that the Council's approach to development in the Wynyard area has changed drastically.
- 2.7 The adopted Core Strategy (2010) sought to focus housing development in to the Core Urban area and relied on brownfield sites which required significant public sector investment. Wynyard Park was identified as a key employment location which only had office, industrial and logistics uses permitted.

- 2.8 During the examination of this document in 2009, the spatial strategy was the subject of a significant challenge from land-owners in the Wynyard area. The inspector assessing the document thoroughly examined the Council's strategy and the arguments put forward by land-owners in the Wynyard area. In paragraphs 3.123 – 3.127 he concluded, amongst other things that:
- Granting planning permission for a hospital at Wynyard was not a catalyst for reconsidering the land uses that would be appropriate at the KEL;
 - The review of the Regional Spatial Strategy (RSS) was the appropriate place to undertake the reconsideration of the importance of the KEL;
 - The Core Strategy acknowledges the role of Wynyard as a KEL providing policy context on how economic growth can be delivered under the terms of existing planning permissions relating to the site;
 - If the permissions at the KEL were not restructured the sustainability of the KEL will not be significantly improved. This objective should not be achieved at the expense of the central aim of the Core Strategy to direct development to more central areas;
 - Housing proposals to the south of the A689 in the vicinity of Wynyard village may transform unsustainable locations into sustainable locations; it should not be allowed to deflect from the strategy of directing growth towards central sites that are already in sustainable locations.
- 2.9 Clearly the inspector acknowledged the arguments put forward by land-owners at Wynyard, but considered that the housing strategy in the Core Strategy was more important than these objectives.

Core Strategy Review 2011

- 2.10 Following adoption of the Core Strategy in February 2010 the Council began monitoring the strategy and commenced the production of the Regeneration DPD¹. However, during this process it emerged that the deliverability of a number of regeneration sites was at risk and the amount of dwellings deliverable in the Core Area was under threat.
- 2.11 Council officers presented these concerns to the Council's Cabinet at a meeting on the 20th December 2010, it was agreed, amongst other things, to agree:
- a. A temporary delay to the publication, consultation and publicity in respect of the Preferred Options version of the Regeneration DPD;
 - b. To Officers undertaking a study to decide whether a review of the housing element of the Core Strategy is necessary; and
 - c. That if the study reveals that a review is necessary, a further report will be brought setting out a work programme and timetable for approval.
- 2.12 This study identified that it was necessary to undertake a review of the housing spatial strategy of the Core Strategy. This meant that the original Core Strategy which sought to direct all development to central sites was vulnerable to greenfield development. Therefore sites outside of the urban area were required to deliver the Council's housing requirement.
- 2.13 The Cabinet of 16th June 2011 agreed to a consultation on the 'Planning for Housing: Core Strategy Review', which took place between 11th July to 30th September 2011. This review also recognised that Hartlepool Borough Council had identified a draft allocation of 200 homes, which was later granted planning permission.
- 2.14 During the consultation period the Council received nearly 800 responses from local residents. Consultation responses highlighted concerns relating to the impact of

¹ The Regeneration DPD was merged with the Environment DPD to create the Regeneration and Environment LDD during 2011.

development on the character of Wynyard village, highways concerns, sustainability and ecological value of the sites.

- 2.15 One respondent (representation 158) to the preferred options consultation has reviewed the questions in the Core Strategy review and has raised a number of queries regarding the Council's approach. The response copied text from the Core Strategy review document and highlighted where the respondent feels the Council's position has changed in the previous 12 months. Issues raised by the respondent relate specifically to the sustainability of Wynyard, that building homes at Wynyard Park should be balanced against the loss of employment land, and that additional homes at Wynyard Village would result in the loss of environmental infrastructure. The respondent also highlighted that new housing development would require significant mitigation to make the development sustainable and to consider the impacts upon the strategic road network.
- 2.16 These concerns are discussed elsewhere in the paper. However, it is important to understand that the Core Strategy Review paper was a consultation document and was therefore not a formal representation of Council policy. The purpose of the document was to set out the issues surrounding housing delivery in the area and provide options and potential sites to address these. Ultimately the document was the beginning of the process of reviewing the existing policy stance for the Borough. This review has led to a shift from a restrained approach as adopted in the Core Strategy (2010) to encouraging significant development in the area.

RSS Abolition and the Regeneration and Environment LDD Preferred Options

- 2.17 Furthermore, following a change of Government in May 2010, the process of abolishing Regional Strategies had commenced. The review of the future of Wynyard Park, which was being taken forward in the review of the Regional Strategy, did not take place. This meant that the future policy position relating to the key employment location was in the hands of the local authorities.
- 2.18 As identified above, the inspector of the Core Strategy recognised the potential benefits of improving the sustainability of the Wynyard area, but was concerned about the impact on the housing strategy in the Core Strategy. The Council recognised the constraints that had arisen around the deliverability of the housing strategy, and a new strategy was developed which recognised that a fresh approach could be adopted in the Wynyard area. All of the above was incorporated in to the Regeneration and Environment LDD (R&ELDD) preferred options document which was published in summer 2012.
- 2.19 The review of the housing strategy, and the opportunities to improve the sustainability of the Wynyard area, as identified during the Core Strategy examination in 2009, are the key catalyst behind the decision to identify housing locations in the Wynyard area. Enhancing the sustainability of Wynyard is discussed in detail in section 4 of this paper.
- 2.20 The housing requirements attached to the allocations in the Wynyard area were based on figures submitted in representations to the Council which informed the SHLAA. In these representations Wynyard Park sought 1,000 dwellings, whilst Cameron Hall identified 300 dwellings. The following section sets out how these figures changed when planning applications were submitted.

Planning Applications (2013 - 2014)

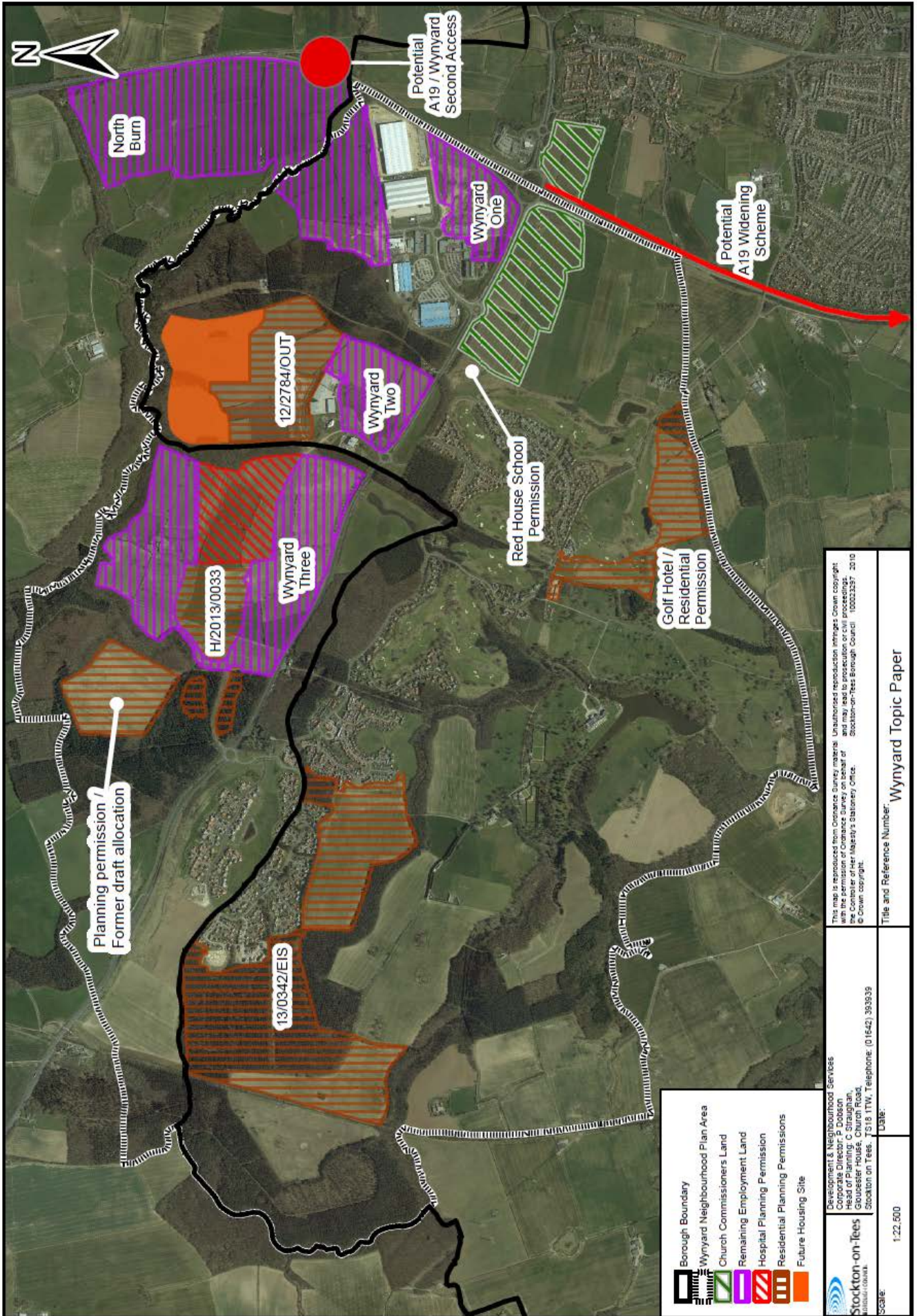
- 2.21 Following the preferred options version of the plan, planning applications (Table 1) were submitted for residential development at Wynyard. The extent of these areas is displayed on Map 1 along with other areas referred to throughout this paper.

Table 1 –Residential applications on draft site allocations as submitted

Ref	Council	Applicant	Location	Proposed Dwellings	
				Original	Revised
12/2784/OUT	Stockton	Wynyard Park	Wynyard Two, North of the A689	1,000	400
13/0342/EIS	Stockton	Cameron Hall	West of Wynyard village	650	500
H/2013/0033	Hartlepool	Wynyard Park	Wynyard Three, North of the A689	603	200

- 2.22 In addition to the above, the draft Hartlepool Local Plan also sought a further 100 dwellings as an extension to Wynyard village. However, as the document was withdrawn these sites do not have any planning status. In addition, 200 dwellings have been granted consent and have commenced construction at the western edge of Wynyard Three within Hartlepool Borough.
- 2.23 Following amendments to the proposals, as shown above, the applications were presented to the respective planning committees of each authority on the 1st April 2014. All of the applications were recommended for approval and the planning committees were minded to approve the applications. At the time of writing formal decision notices have not been issued.
- 2.24 In November 2014 a planning application (14/2993/EIS) for 240 dwellings was submitted at Wynyard Park. This application related to part of the area within application 12/2784/OUT. At the time of writing, this planning application has not been determined.
- 2.25 In addition, planning permission was also granted for Red House School to relocate from the current site at Norton to a location east of Wynyard Village. Although the development has not commenced at the time of writing, planning permission (12/0067/FUL) was granted in 2012 and the site has been acquired for development by Red House School.

Map 1: Land uses in the Wynyard area



3 Duty to Co-operate

- 3.1 As the Wynyard area straddles the administrative boundary with Hartlepool Borough Council it is identified by both local authorities as a cross boundary issue. Up until 2010, both local authorities adopted a consistent strategic planning approach based on the boundaries of the original master-plans for the area, a position recognised by the Inspector reviewing the Stockton on Tees Core Strategy.
- 3.2 However, since 2010 the planning position surrounding the area has been subject to change due to significant development pressure. This culminated in Hartlepool Borough Council objecting to the Regeneration and Environment LDD preferred options consultation. In addition concerns were also raised by Durham County Council.
- 3.3 This part of the paper explains the various duty to co-operate issues which have occurred in the area and explains how the Council has sought to work with stakeholders.

Hartlepool Borough Council

- 3.4 When the Regeneration and Environment LDD preferred options was published. Hartlepool Borough Council was further advanced in the plan making process and was approaching examination. The Local Plan document included several allocations in the Wynyard area, including:
- Continuing to identify Wynyard Park as prestige employment land.
 - De-allocation of a section of employment land and allocation of 200 executive dwellings north of the A689.
 - The allocation of a 100 dwelling extension to Wynyard village.
- 3.5 Whilst the Inspector indicated that the LDD would be found sound in a letter to the Council, he also noted that he intended to remove allocations in the Wynyard area. However, as a result of issues relating to finding an appropriate Gypsy and Traveller site Hartlepool Borough Council decided to withdraw the Local Plan before the Inspector's report was issued.
- 3.6 Hartlepool Borough Council objected to the preferred options version of the Regeneration and Environment LDD on the basis of
- The Wynyard Park allocation on the grounds of numbers, house types and the subsequent potential detrimental effect on housing markets and allocated sites in Stockton and Hartlepool.
 - The loss of Black Square Plantation a mature woodland, important habitat feature, and ecological corridor, which will also impact on the landscape.
 - Impact of the development proposals on the strategic road network
 - New development proposals at Wynyard should contribute to setting up a viable public transport link as well as footpath and cycleway links
- 3.7 However, following this consultation and in particular following the withdrawal of the Hartlepool Borough Local Plan both Council's have worked together on planning applications in the area under the 'duty to co-operate'.

Durham County Council

- 3.8 In the preferred options consultation Durham County Council raised concerns over the levels of new housing and the existing employment allocation at Wynyard and Wynyard Park, as the draft allocations:
- Propose a significant amount of housing and employment development close to a junction on the strategic road network (A19/A689) where there is limited capacity;

- May affect a housing site for 444 homes to the south of Sedgefield which Durham County Council considers as having a minimal individual impact on the highway network.
- 3.9 Durham County Council also considered the allocation for 1,000 dwellings at Wynyard Park to be detached from a settlement and in an unsustainable location, which will require the provision of additional services.
- 3.10 These concerns have been noted and considered during the joint working below. The Council has also responded to Durham County Council's emerging development plan raising concerns about the implications on the A19/A689 junction of development within the County. Stockton Borough Council's response to the Durham County Pre-Submission Local Plan (28/11/13) recognised this issue, identified cross-boundary work that was being undertaken and recognised that co-ordination was required with Durham County Council.
- 3.11 The highway concerns raised by Durham County Council are considered in the 'joint working on planning applications' and 'highways' sections of this report. Whilst the 'sustainability' section addresses the issues relating to the isolated nature of the Wynyard Park site.

The Highways Agency

- 3.12 The Highways Agency is a prescribed duty to co-operate body. They were consulted on the preferred options Regeneration and Environment LDD, and raised concerns regarding the availability of capacity on the strategic road network to accommodate the development in the Wynyard area.

Joint working on planning applications

- 3.13 Following the objection to the Regeneration & Environment LDD preferred options and the submission of planning applications in both authorities (see below) a significant amount of joint working was undertaken in the Wynyard area. This included Stockton-on-Tees Borough and Hartlepool local authorities, the two key land owners, the Highways Agency and the Government sponsored Advisory Team for Large Applications (ATLAS). In addition ARUP provided technical expertise to assist all parties.. This joint working enabled a consensus to be agreed on future development in the area enabling the local authorities to determine planning applications in the area. The strategic highway implications of development in Durham County Council were also built in to the traffic modelling work.
- 3.14 In addition, through this joint working Stockton on Tees Borough Council have utilised the expert advice of Hartlepool Borough Councils ecologist who reviewed information submitted with the application and guided the Council on this key issue.

Neighbourhood planning

- 3.15 In addition, both local authorities have also worked together to assist Wynyard residents in neighbourhood planning. A boundary for the area has been agreed by both Councils which crosses the local authority boundary and includes land within two parish council areas (Grindon and Elwick). Both parish councils have agreed for Wynyard residents to lead the work, a consultation has taken place, and work is underway to produce a draft plan.

4 Strategic Planning Approach in Wynyard

- 4.1 This section of the report considers the key strategic issues surrounding Wynyard and provides justification regarding why the area has been identified as a strategic location for further housing development.

Housing supply in the Borough

- 4.2 Paragraph 47 of the National Planning Policy Framework encourages local authorities to ‘boost significantly the supply of housing’. The preferred options housing requirement for the plan period 2014 – 2029 requires the Council to identify sufficient land for 8,325 dwellings. Further information on the housing requirement for the Borough, including the updated requirement to 2030 is provided in the Housing Need and Demand Topic Paper.
- 4.3 The preferred options document and existing planning permissions provide sufficient land for 9,760 homes to be built over the plan period. The allocations in the Wynyard area provide 1,300 of the residences needed to meet this need.
- 4.4 The Council’s strategy for dealing with the above housing need as set out in the RE&LDD preferred options was to choose locations using a site selection hierarchy focusing on the urban area first of all, then edge of urban locations, then new sustainable settlements and then village sites. The Council has assessed alternative sites to locate the development, these are discussed below.
- 4.5 The Wynyard area is identified as a new settlement rather than a village site. The basis for elevating Wynyard to the status of a new settlement is discussed in detail in the Wynyard as a sustainable settlement section of this report.

Alternative housing locations

- 4.6 Objections to additional housing at Wynyard have stated that there are more sustainable sites which have been discounted in favour of sites at Wynyard Park. The full reasons for discounting these sites is included in the Housing Site Selection paper. However, in summary:
- a. Durham Lane Industrial Estate is required to maintain a suitably sized employment land portfolio and accommodate important employers such as Nifco and Tetley in an environment that does not lend itself to housing development. The site is also poorly related to existing residential areas in Eaglescliffe.
 - b. The Land at Ingleby Barwick site is a green wedge maintaining the separation of Thornaby (Teesside Industrial Estate) and Ingleby Barwick.
 - c. The development of the North West Billingham site would have poor amenity for residents.
 - d. As with the Wynyard sites, the sites at West Preston would require significant mitigation. Unlike the Wynyard sites, the provision of this mitigation would not assist in addressing the sustainability challenges in the area.
- 4.7 This lack of alternative deliverable housing sites within the Borough has been another major factor in identifying sites in the Wynyard area for housing development. Wynyard residents who responded to the consultation, predominantly from the Wynyard Woods area, and the owner of the land (the Church Commissioners) have stated that if a site has to be built at Wynyard the most suitable location is land to the east of Wynyard village. Residents favoured this site that could deliver 200 homes as it would not involve the loss of woodland. However, this site would be prominently located within a strategic gap and is less likely to be designed as a suitable extension of Wynyard village. As a result, the Council has not selected the site to the east of the village as a preferred option housing site.

Employment land

- 4.8 A number of representations have objected to the Regeneration and Environment LDD on the grounds of loss of employment land at Wynyard Park. These representations include Hartlepool Borough Council, Wynyard residents and land owners with alternative sites in the Wynyard area.
- 4.9 As noted above, a significant area of land to the north of the A689 has historically been identified for employment uses. This area has been split in to Wynyard One, and Wynyard Two, which are located in Stockton on Tees Borough, and Wynyard Three, within Hartlepool Borough. The regional importance of the Wynyard area is identified in the Employment Land Review which recommends that the site is allocated for employment development.
- 4.10 The Core Strategy identifies that 70 hectares of land is required at the part of Wynyard within Stockton on Tees Borough to deliver a Key Employment Location. Key Employment Locations are a specific designation included within the Regional Spatial Strategy which sought to accelerate economic growth in the North East region.
- 4.11 Key Employment Locations were considered crucial in accelerating economic growth. However, the Inspector reviewing the Core Strategy commented that '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.'
- 4.12 Wynyard One was merged in to the site following the closure of Samsung and the acquisition of the land by Wynyard Park. In order to encourage economic growth controls on the Samsung consent were relaxed to allow general employment land. This decision significantly inflated the level of available land for economic growth in the area above the adopted RSS requirement.
- 4.13 The revocation of the RSS (as set out in 2.10 - 2.19 above) resulted in the review of the Core Strategy and the Regeneration and Environment LDD becoming the most appropriate forum to consider the future of Wynyard.
- 4.14 This provided a number of issues which had to be considered:
- The emerging development plan was the most appropriate place to consider the future of development at Wynyard Park.
 - The Core Strategy identified the area as a Key Employment Location and identified 70 hectares of employment land. Employment land monitoring identified in excess of 100 hectares of land in the area.
 - Hartlepool Borough Council had identified de-allocation of surplus employment land within the Wynyard Three area and reallocated it for housing.
 - The Stockton on Tees Core Strategy housing spatial strategy identified a shortfall of housing. This created the need to consider a new settlement in the Borough.
 - The National Planning Policy Framework was published. Paragraph 22 explained that employment allocations should avoid the long term protection of employment sites and land should be released where there is no reasonable prospect of it being used. The NPPF requires local authorities to consider the site on its own merits to understand whether it could support 'sustainable local communities'.
- 4.15 Given the above, the Council identified sufficient land to meet the 70 hectare figure embedded in the Core Strategy, minus land which had already been developed within the plan period. The additional supply of surplus land remaining in the area

was de-allocated. In accordance with the NPPF it was considered as an alternative housing allocation.

- 4.16 The land owner for the site submitted a representation to the preferred options Regeneration and Environment LDD consultation. This included a 'housing market assessment' and 'employment land assessment', both documents went on to form part of a submission seeking planning permission for housing development on this employment site. These documents can be summarised as follows
- Housing Market Assessment – sought to provide an alternative objectively assessed housing requirement for the Borough. This paper is considered in the Housing Need and Demand topic paper.
 - Employment Land Assessment – this concluded that there was sufficient available land in the area; that the development would provide capital to fund infrastructure to enable further employment land development; a regionally significant land allocation will still exist at Wynyard if land is de-allocated; and it is not viable to develop all of the land at Wynyard Park in the current market.
- 4.17 The planning application at Wynyard Park (12/2784/OUT) was eventually minded for approval by the Council's planning committee on the 1st April 2014. The report recognised the approach taken in the Regeneration and Environment LDD and also stated that 'Whilst Wynyard Park is one of the most attractive employment locations in the Tees Valley, it is considered that as a result of the significant supply of land at the site this is likely to last beyond the plan period.'
- 4.18 The publication version of the Regeneration and Environment LDD seeks no further de-allocation of land at Wynyard Park within Stockton on Tees. It is considered that the remaining available land at Wynyard within Stockton on Tees Borough are some of the most attractive sites in the Tees Valley.
- 4.19 The remaining planning permissions which have been technically started also provide a theoretic supply of about 74,000sqm at Wynyard One and 50,000 sq.m of floorspace at Wynyard Two. The de-allocation of employment land at Wynyard Two to accommodate residential development resulted in a theoretical loss of 120,414 sq.m of logistics floorspace.
- 4.20 Therefore there is about 125,000sq.m of floorspace available for development across the Wynyard One and Two sites within Stockton. There is also a significant supply of office floorspace at Wynyard Three in Hartlepool. However, some of this space has been lost to residential development and a site earmarked for a new hospital.
- 4.21 As part of the highway modelling work required to support the housing planning permissions in the Wynyard area, consideration was given to the amount of this employment floorspace that could be developed. The build out factored in to the modelling is set out in the table below.

Table 2: Employment floorspace development assumption used in highway modelling

Area	B1	B2	B8	Total
J1	18,535	0	0	18,535
J2	11,025	32,922	0	43,947
J3	15,480	0	12,210	27,690
Total	45,040	32,922	12,210	90,172

- 4.22 This level of land will be sufficient to provide development opportunities at the site for the first 10 years of the plan. Beyond the situation set out in the table above, further development of the remaining area will be dependent on widening of the A19 to three lanes. This infrastructure improvement will further increase capacity on the A19 and will allow an improved flow of traffic at the A689 / A19 junction. This in turn

will have a positive impact on traffic congestion on the A689 at Wynyard, allowing further development.

- 4.23 In addition to the above sites, an historic employment land allocation is also situated at the North Burn site within Hartlepool Borough. The delivery of this site is dependent on the creation of a new junction on to the A19, to the north of the current A19/A689 junction. It is unlikely that this land will come forward before the employment land located within Stockton on Tees Borough.

Creation of a sustainable settlement

- 4.24 The adopted Core Strategy (2010) established a position where Wynyard was classified as a village. The Council's villages study states that Wynyard is a tier 4 – unsustainable – village. A number of objections to the Regeneration and Environment LDD preferred options challenge the aspiration to create a sustainable settlement in the area. Concerns are raised about the current sustainability of the area; that new development will not increase the sustainability of the area; and that locating housing north of the A689 would involve the creation of an unsustainable housing location. In contrast Wynyard Park and Cameron Hall developments have set out how the land within their ownership will contribute to the creation of a sustainable settlement.
- 4.25 As noted above, the Council faced the challenge of meeting the housing requirement for the area, knowing that preferred locations in the Core Area, the conurbation and even urban extensions would not deliver sufficient homes. A new sustainable settlement was therefore required to meet this requirement.
- 4.26 At the same time, a significant supply of surplus employment land existed in the Wynyard area, which had the principle of development accepted. Unlike other potential locations for the development of a new settlement, the Wynyard area includes land which could be made available for development relatively soon. This would allow progress to be made on delivering homes in the short term, whilst sufficient infrastructure is delivered to enable the settlement to grow to the full potential.
- 4.27 In addition the Wynyard area has previously been identified as a location which is not the most sustainable location for new development. This is because the size and dispersed nature of the area results in the settlement lacking the critical mass to be able to support community facilities and public transport.
- 4.28 The Council therefore had two options for the identification of a new sustainable settlement:
- Identify the Wynyard area as a strategic location for new homes. Utilising the existing community and employment land to deliver new communities.
 - Seek to locate an alternative strategic location for a new sustainable settlements in the open countryside or through the expansion of another existing villages.
- 4.29 There are very few locations in the Tees Valley which are suitable for a new sustainable settlement, there are also very few locations which benefit from a large supply of land which has been identified for development and has planning permission. Furthermore, few rural locations have the level of accessibility that Wynyard has, notwithstanding the well-known congestion issues in this area.
- 4.30 In reality the alternative locations would require significant investment in infrastructure to even begin building additional homes in the area. In contrast, Wynyard has the advantage of being phased in order to deliver homes in the short term utilising existing highway capacity. In this period strategic infrastructure can be planned and delivered which will deliver further phases of development required to create a sustainable settlement. The preferred options Regeneration & Environment

LDD set the basis of a strategy to improve the sustainability of the Wynyard area through new housing development, which would provide an opportunity to cross-fund sustainability improvements.

- 4.31 The planning permissions (paragraph 2.21) subsequently granted are subject to section 106 agreements which require the development of various highway mitigation measures, sustainable transport improvements and social infrastructure in the Wynyard area.
- 4.32 The preferred options document identified a need to provide improved linkages to connect the existing Wynyard Village to land to the north of the A689. Provision has been made for this in the section 106 agreements of the applications for these necessary linkages.
- 4.33 In addition, the section 106 agreements include requirements for:
- A bus service linking the hospital site at Wynyard Park to Billingham or in the event of the hospital not coming forward a shuttle bus service linking the sites to Billingham.
 - Cycle link improvements between the proposed safe crossing on the A689 to link Wynyard Park to Wynyard Road, a link road on the strategic cycle network, to provide a sustainable travel linkage to Wolviston Village and Billingham.
- 4.34 The applications also secured an affordable housing provision of 15% (135) of the 900 dwellings approved in Stockton on Tees Borough. The agreement allows for off-site provision to be made, which means not all of these dwellings will be delivered in Wynyard. However, at least 15 affordable dwellings will be provided at the site at Wynyard Business Park.
- 4.35 In addition, the following social facilities will also be provided for existing and future residents:
- A primary school, which will preferably be delivered south of the A689, but can also be delivered at Wynyard Park if necessary;
 - Contributions to secondary school places at existing schools;
 - Open space and sports provision;
 - A 'local centre' south of the A689 comprising Doctors Surgery, Community hall/facility and small scale local shops (no more than 500sqm);
 - A convenience store in Wynyard Park no larger than 250sq m.
- 4.36 The sustainability improvements included in the housing planning permissions referred to above have been included in policies which recognise the commitments that the Council has granted. Given these improvements and the continuing accessibility of employment opportunities at the settlement, the Council considers that the sustainability of the area will continue to improve.
- 4.37 The Council remains committed to delivering a sustainable settlement in the Wynyard area. As a result the remainder of the draft preferred options allocation has been identified as a housing allocation. However, because of the constraints affecting the site it has not been included in the housing supply. The plan also recognises transport improvements which involve the widening of the A19, as announced in the 2014 Autumn Statement, and a potential second access to Wynyard Park. These improvements would assist in delivering the full housing allocation identified in the plan.
- 4.38 In the publication Regeneration and Environment LDD the Council has sought to safeguard the remaining part of the draft housing allocation at Wynyard Park which was not granted planning permission. This is because the Council recognises that this area is required to deliver a fully sustainable settlement in the area in the long

term. It is envisaged that widening of the A19 to three lanes between Wynyard and Norton will provide sufficient capacity to enable this development.

- 4.39 It is not considered necessary at the moment to produce a master-plan for Wynyard which would be adopted as an SPD. This is because the planning permissions for the draft allocations provide sufficient detail to deliver the sustainability benefits sought in the draft Regeneration and Environment LDD. References to a masterplan have been removed from emerging policies.

Housing character

- 4.40 Resident's responses to the preferred options consultation were concerned that the executive nature of Wynyard could be affected by promoting general housing at Wynyard Park and the overall numbers of dwellings in the area. Wynyard residents consider the 'executive' character of the area to be unique to the city region, and this exclusivity would be diluted if general market housing is to become available.
- 4.41 Council tax information identifies that in excess of 85% of homes at Wynyard are within Council tax E – H, the highest bands. In comparison, of the total housing stock in Stockton on Tees Borough about 10.5% are in the same classification. The area clearly identifies a concentration of high value homes which sets it apart from the remainder of the Borough.
- 4.42 The Tees Valley Strategic Market Assessment (SHMA) analysed the housing market in the Borough and the Tees Valley and identified that the Wynyard development demonstrates the existence of demand for executive housing in the Borough.
- 4.43 Further evidence that the area is more executive in nature can be found in 2013 price paid data which is available from the Land Registry. This information is summarised in the table below. The average price for all types of property is significantly higher in the TS22 postcode (Wynyard, Wolviston, Wolviston Court, Billingham) than the rest of the Borough. It should be noted that because Wolviston and a small part of Billingham are included in the figures the table understates average house prices in Wynyard, particularly semi-detached properties. However, the figures still demonstrate the exclusivity of the estate.

Table 3: Land Registry Price Paid Data 2013 for postcodes in Stockton on Tees Borough and the TS22

Area	Detached	Flat	Semi Detached	Terrace	All
TS22	£383,455	£120,900	£125,642	£177,765	£236,773
Borough²	£220,940	£86,028	£123,121	£106,123	£147,718

- 4.44 Further evidence of the executive character of the area is the number of large detached dwellings set within large gardens particularly along Wellington Drive. However, several areas of the estate include smaller dwellings (terraced / semi-detached) which fit in to the village character of the Stables, and properties built by national house-builders to a standard design, albeit high specification. Therefore, whilst the estate is primarily an executive estate, there are a small number of properties that add to the mix of house types in the area.
- 4.45 In preparing the preferred options version of the Regeneration & Environment LDD the Council was conscious of the executive character of the estate. Therefore the extension to Wynyard village was limited to 300 dwellings a sufficient level to continue executive housing development over the plan period. The document recognised that affordable housing would not be appropriate in this area given the executive character of the estate and the limited facilities in the area.

² Based on property sales for TS15, TS16, TS17, TS18, TS19, TS20, TS21, TS22, and TS23 postcodes which may include a small number of properties outside of the Borough

- 4.46 Outline planning permission has been granted for a larger site which would permit up to 500 dwellings as an extension to the existing Wynyard Village. The application was accompanied by a plan setting out development areas within the planning application boundary. This plan specified that:
- The gross area of the site equalled 83.84 hectares.
 - The net development area equalled 55.45 ha (66.2% of the gross area).
 - The scheme permitted 500 dwellings which equals about 9 dwellings per hectare.
- 4.47 Whilst the density of the development is likely to vary across the site, like the current Wynyard settlement; the totality of the scheme permitted would remain low density. This overall low density will allow an extension to the village which is sympathetic to the executive character of the area.
- 4.48 The preferred options document identified 1,000 dwellings for market housing north of the A689. This is a significant level of development and it was considered unlikely that 1,300 executive homes could be delivered in the area. The Council therefore categorised these properties as ‘mid-range’ family homes, and also sought an affordable housing requirement. This area was also considered to be physically distinct from the existing ‘executive’ offer south of the A689 and it is considered that the homes at this site would provide a complementary housing offer as part of a sustainable settlement. The Council will still seek a high-quality design for these areas.
- 4.49 As noted above, the Council’s Planning Committee was minded to approve 400 homes on the Wynyard Park draft allocation north of the A689, along with a further 200 homes on the Hartlepool part of the business park (Wynyard 3). The applications have been secured with a 15% affordable housing requirement, with at least 25 to be delivered on site and the remainder delivered off-site through a financial contribution. Therefore of the 1,300 new homes to be built in the area just 2% will be affordable housing.

Highways

- 4.50 The planning applications referred to in Table 1, as originally submitted, totalled 2,250 homes. Following the submission of the above applications, and given their significant concerns over the impact of the developments on the A689 and its junction with the A19, the Highways Agency issued an Article 14 direction which prevented the applications being determined.
- 4.51 Extensive highway modelling work was undertaken which involved joint working between the land-owners, Stockton on Tees Borough Council, Hartlepool Borough Council, the Highways Agency and ATLAS. This modelling work factored in the following highway improvement schemes:
- Pinch Point Funding – Works to the A19 / A689 junction as part of a national programme outlined during the Chancellor’s Autumn Statement (2011). The works involve improving the layout at the merge of the A689 southbound entry slip and the A19; widening of the A689 west approach to the roundabout to four lanes; and introduction of traffic signal control on all approach arms of the junction.
 - Wynyard Hospital – Planning permission was granted for a new hospital at Wynyard in 2010. Highway mitigation for the scheme included, signalisation of 5 roundabouts on the A689, cycleway and public transport services.
- 4.52 The modelling established that even with the intervention of the Highways Agency pinch point scheme on the A689 junction with the A19 no more than 1,100 dwellings could be delivered without major highway mitigation being required on the A19 with substantial cost implications. The modelling work also identified other mitigation

measures on the A689 that would be necessary to mitigate development impact and maintain the free flow of traffic on the A689. This capping of housing numbers resulted in the planning applications being amended as set out in the table below. The planning applications and modelling also had implications for employment land supply, as identified above.

Table 4 – Residential permissions on draft site allocations as minded for approval by Planning Committee members on the 1st April 2014.

Reference	Council	Location	Dwellings	Applicant
12/2784/OUT	Stockton	Wynyard Two, North of the A689	400	Wynyard Park
13/0342/EIS	Stockton	West of Wynyard village	500	Cameron Hall
H/2013/0033	Hartlepool	Wynyard Three, North of the A689	200	Wynyard Park

- 4.53 The modelling work identified additional highway mitigation to that agreed to bring forward the hospital. In order for the 1,100 dwellings to be fully developed without the hospital, three roundabout junctions on the A689 must become signalised. It should be noted that two of these roundabouts were identified in the Wynyard hospital highway mitigation referred to above, whilst the third roundabout is an additional improvement specific to the development.
- 4.54 These signalisation works are additional to the pinch point highway improvements to the A689 junction with the A19 which provide additional highway capacity to accommodate the developments and future planned growth within the administrative area of Hartlepool Borough Council.
- 4.55 In the preferred options consultation, Durham County Council raised concerns relating to the cumulative impact of development at Wynyard, which, in-combination with a site allocation at Sedgfield (444 homes) would impact on the A689 / A19 junction. This allocation was factored in to the Wynyard model as background growth.

Loss of Black Squares Plantation

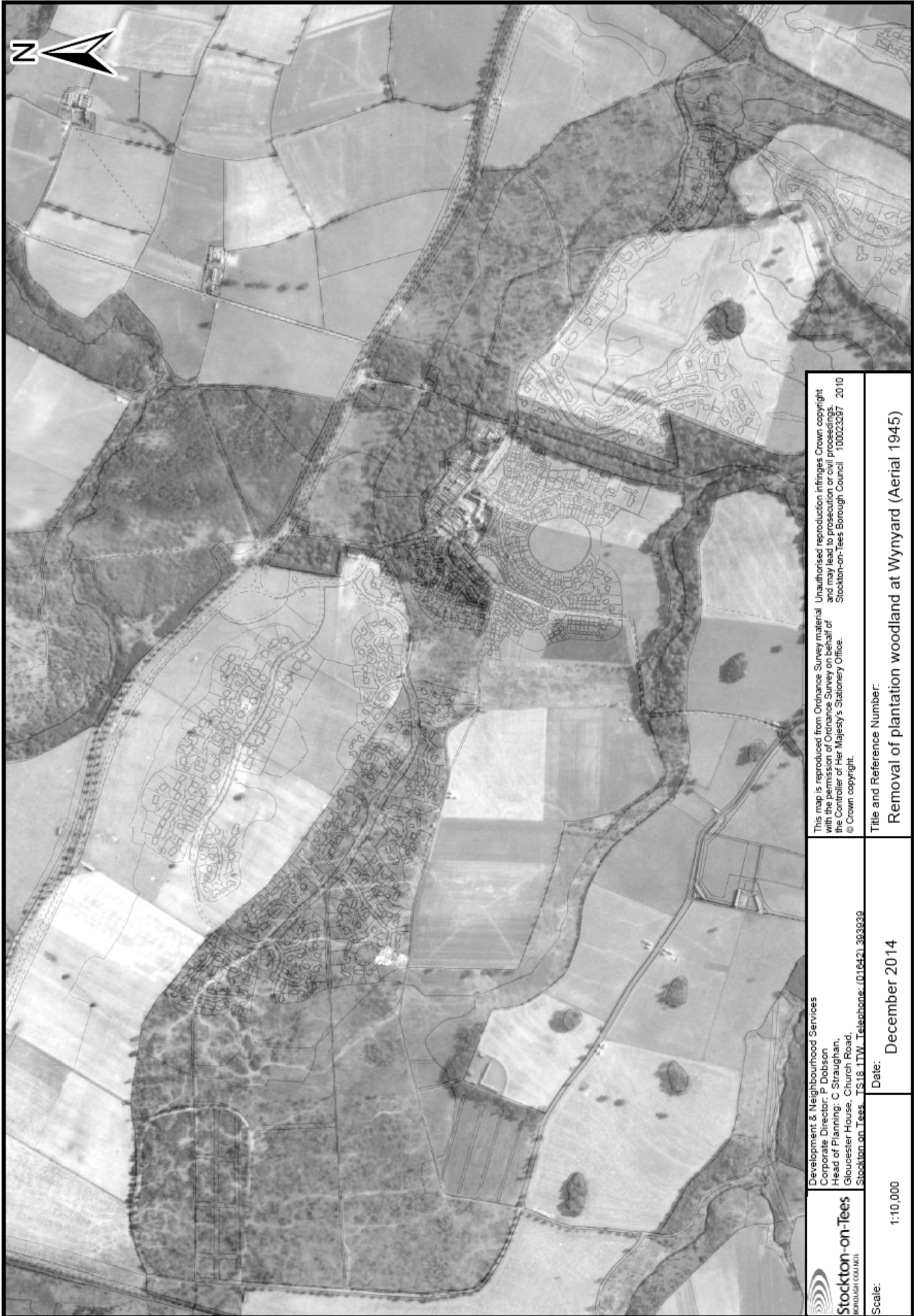
- 4.56 A significant number of objections to the preferred options related to the loss of Black Squares Plantation to enable the delivery of housing to the west of the existing Wynyard village. There is evidence that this site has been woodland as far back as the 19th century; however, it is not included on the ancient woodland inventory and it is understood³ that between 1962 and 1965 the site was replanted as a commercial conifer plantation.
- 4.57 It is also noted that the original Wynyard village master plan included the loss of a substantial part of the Black Squares plantation. Whilst the Black Squares Plantation was removed from the allocation when the master plan was revised, a significant area of plantation was removed in order to build the 'Wynyard Woods' development.
- 4.58 Map 2 presents an historic aerial photograph taken in 1945 showing the extent of the plantation woodland which existed up until the 1990s. This is overlain with the current road layout for the Wynyard Woods area, demonstrating the level of plantation that has already been lost in the area.
- 4.59 The site was identified in the 1997 Local Plan as a 'site of nature conservation importance' (SNCI). Since then the SNCI designation has been reviewed and replaced by Local Wildlife Site (LWS) designations. Tees Valley Wildlife Trust undertook this review and considered that the site did not meet the criteria to be considered an LWS.
- 4.60 Notwithstanding the above, there is evidence of protected species on the site such as badgers and bats, but the application submitted with the planning application for the site identifies that this can be mitigated on site. Furthermore, the permitted

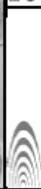
³ Supporting evidence to planning application 13/0342/EIS by Robinson Landscape Design LTD

planning application provides on-site planting and ponds which will provide biodiversity improvements and the permission also provides contributions to biodiversity off-setting elsewhere in the Borough. The loss of the woodland in this area will also have a significant landscape impact, especially as the permitted planning application is greater than the site allocation identified in the preferred options document. However, the Council's Landscape Character Assessment recognised that the commercial nature of the plantation meant that continual change was anticipated with woodland being planted and felled, or replaced with built development.

- 4.61 The Regeneration & Environment LDD preferred options identified a smaller area of housing than the planning application that has been permitted. This would have left a greater opportunity to provide a buffer between the development and the Castle Eden Walkway element of the Wynyard Woodland Park, a strategic green infrastructure corridor. However, the extent of the planning application was also considered to be acceptable.
- 4.62 The Council's landscape architects recognised that the removal of the woodland and the introduction of housing in to the area would impact on the landscape of the area. However, it was accepted that the predicted impact would be reduced to low once a 20m wide landscape buffer adjacent to the walkway became established. The landscape impact from other vantage points was generally considered negligible, except for a number of properties where the garden backs on to the sites.
- 4.63 Given the plantation woodland status of the site, the lack of significant ecological issues, the potential for biodiversity improvements, as well as the opportunity to assimilate the development in to the landscape in the medium to long term the removal of Black Squares Plantation was considered to be acceptable.
- 4.64 Residents also raised concerns regarding the drainage issues associated with the removal of the woodland, and highlighted that there are issues in the area as the ground is mostly clay. The planning permission which has been granted for the village extension is conditional on the applicant agreeing a drainage strategy with Northumbrian Water. It is likely that this will involve a Sustainable Urban Drainage (SUDs) scheme which will also have biodiversity and visual amenity benefits. Objections also stated that the loss of the plantation would result in the removal of a significant carbon sink, and that replacement planting would not mature for a number of years. Whilst this concern is noted, the commercial nature of the plantation means that it is inevitable that significant clearance would be undertaken in the near future and any replacement planting would also take a significant amount of time to establish.
- 4.65 Whilst the planning applications do not identify a specific area of tree replanting, as identified in the preferred options Regeneration and Environment LDD, it was considered that the tree buffer identified along the Castle Eden Walkway and planting within the development would be sufficient to off-set the loss of the woodland, especially as this replacement tree planting would require native tree planting, rather than a new conifer plantation.

Map 2 – Removal of plantations in Wynyard



 <p>Stockton-on-Tees WYNYARD COUNCIL</p>	<p>Scale: 1:10,000</p> <p>Date: December 2014</p>	<p>This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown copyright.</p> <p>Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.</p> <p>Stockton-on-Tees Borough Council 100023287 2010</p> <p>Title and Reference Number: Removal of plantation woodland at Wynyard (Aerial 1945)</p>
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Heritage Assets

- 4.66 The importance of heritage assets was identified as a significant catalyst for change. The sites submitted to the Council's Strategic Housing Land Availability Assessment (SHLAA) to the south of the A689 were accompanied by a master-plan document. This set out that development at Wynyard village was partially required to fund improvements to heritage assets within the grounds of Wynyard Hall. This approach was echoed in the representation submitted to the preferred options consultation.
- 4.67 Since the preferred options stage of the Regeneration and Environment LDD a planning application (13/0342/EIS) has been submitted to the Council. The application made reference to negotiating a legal agreement to secure funding, via the development, for the protection of the following heritage assets:
- Wynyard Hall (Grade II*)
 - Lion Bridge (Grade II*)
 - Wellington Obelisk (Grade II*)
 - Golden Gates, Piers, Railings and Lodges (Grade II)
 - Greek & Roman Temples (Grade II)
 - Registered Park and Garden (Grade II*)
- 4.68 The planning statement accompanying the application recognised the collection of heritage assets at Wynyard Park as some of the finest within the Borough, paragraph 71 states that:
- 4.69 Whilst the arguments put forward by the applicant were noted, the application was not dealt with as an enabling development which would fund improvements to the historic fabric of Wynyard Hall and the surrounding area. This approach was taken as there was a compelling case to consider the proposal as an extension to Wynyard village which would provide a significant contribution to the housing requirement for the Borough. Therefore, the proposal was not an exceptional enabling development.
- 4.70 Therefore no section 106 agreement was sought to require funding of improvements to heritage assets. To have done so would have breached established regulations on the scope of section 106 agreements.

Other site suitability issues

- 4.71 These sites were first brought to the Council's attention through the Strategic Housing Land Availability Assessment (SHLAA). The most recent version of the SHLAA concludes that the sites are:
- Available;
 - **Achievable**, subject to satisfying a variety of highway infrastructure issues;
 - **Unsustainable** and could only be classed as sustainable, if they were appropriately master-planned;
- 4.72 The highway and sustainability issues are discussed elsewhere in this paper. This section summarises the remaining ecology, landscape, flood risk; heritage asset; health and safety executive; site accessibility, and agricultural land classification information which might affect the suitability of these sites.
- 4.73 Black Squares Plantation apart, there is considered to be little ecological value in the arable fields which characterise the remainder of the housing allocations at Wynyard. This has been confirmed through the historic planning applications at Wynyard Park, an officer assessment of draft site allocations in response to comments from Natural England and also through the applications for housing development discussed above.

- 4.74 Landscape issues are also considered to be acceptable as the Wynyard Park site is identified as an area of 'High Landscape Capacity' in the landscape character assessment which means it has the ability to accommodate development without significant impact. Whilst the remainder of the Wynyard village extension is in a medium landscape capacity area, like Black Square Plantation, the assessment recognises that the area could be a 'potential extension of Wynyard village' providing it is appropriately landscaped and screened, an issue that was a key consideration in the planning application for the site.
- 4.75 Whilst the draft allocation at Wynyard Park is not considered to be the best and most versatile agricultural land, and Black Square Plantation is not considered to be agricultural land, the remainder of the site allocation which will effectively extend Wynyard village westwards identified as being the best and most versatile agricultural land the Council was of the view that in this instance the need for the additional housing outweighed the importance of this agricultural land because, as identified above, there are few alternative locations in the Borough and Wynyard village which could sustainably accommodate development.
- 4.76 The Council have also reviewed the potential heritage assets on the sites at Wynyard noting that whilst further archaeological assessment is required it is unlikely that any on-site preservation of heritage assets will be required.
- 4.77 A gas pipeline⁴ is also located to the south of the housing allocation at Wynyard Park. The consultation zones of this infrastructure do not cross the draft housing allocation / planning permission, and the existence of the pipeline has not prevented road infrastructure and employment development being permitted to the south, which is within the consultation zones.
- 4.78 Finally, all of the sites are situated in Flood Zone 1. Therefore any flood risk issues, regarding drainage and surface water management, can be dealt with through the design of the development. The schemes will include Sustainable Urban Drainage (SUDs) which will also provide biodiversity gains for the sites.

⁴ Little Burdon to Billingham Natural Gas Pipeline. HSE Reference no. 7858. HSE Consultation zones are at 50m (inner) 95m (middle) and 190m (outer).

5 Conclusion

- 5.1 It is clear that the preferred options strategy will result in a transformational change to the rural character of the Wynyard area. However, it is envisaged that regardless of the housing allocations in the area this change will occur north of the A689 anyway because of the significant level of employment consents granted.
- 5.2 Furthermore, the woodland setting of Black Squares Plantation exists as the site is a woodland plantation, the majority of which is nearing the optimum time for harvesting. Evidence submitted to the Council suggests that the loss of this woodland cannot be resisted. This presents a site which will experience significant change over the plan period regardless of the Council's strategy. Whilst there will be a significant loss of woodland, the proposed extension of Wynyard Village will include significant landscape planting to screen the proposal.
- 5.3 Overall, the significant physical change which has been experienced in the Wynyard area since the early-1990s is expected to continue, regardless of the Council's strategy in the Regeneration and Environment Preferred Options document. The Council approach in the document is to adopt a positive approach to ensure that this change is managed to provide economic, social and environmental benefit for existing and future residents of the estate.

Appendix 1 – Respondents to the Preferred Options Consultation regarding Wynyard

Ref.	Name	Organisation / Address	Comments
Local Authorities			
105	Hartlepool Borough Council		
198	Durham County Council		
Land Owners			
311	Sebastian Stevens	NLP	On behalf of Wynyard Park
204	Steven Longstaff	England & Lyle	On behalf of Cameron Hall Developments
195	Dan Hatcher	Barton Willmore	On behalf of Church Commissioners
Residents			
155	Ian Bond	Darlington resident	Individual letter
158	Alison Gill	Wynyard resident	Individual letter
165	Jonathan Gallacher	Wynyard resident	Copied letter
173	Joanne Hall	Wynyard resident	Copied letter
174	Wayne Hall	Wynyard resident	Copied letter
177	L C Douglas	Wynyard resident	Copied letter
178	William Campbell	Wynyard resident	Copied letter
179	Edward Summers	Wynyard resident	Copied letter
180	Gillian Summers	Wynyard resident	Copied letter
181	P D Dunn	Wynyard resident	Copied letter
183	M Dent	Wynyard resident	Copied letter
185	Ruth & Neil Atkinson	Wynyard resident	Copied letter
299	JLB Rooks	Wynyard resident	Copied letter
300	Mark Thomas	Wynyard resident	Copied letter
182	Shaun Carrol	Wynyard resident	Copied letter
184	G E Harvey	Wynyard resident	Copied letter
190	A T Illingworth	Wynyard resident	Copied letter
191	Mathew & Amy Waller	Wynyard resident	Copied letter
301	Ali Fazeli	Wynyard resident	Copied letter
298	David Rowland	Wynyard resident	Copied letter
175	Paul Grylis	Wynyard resident	Copied letter
176	Sanjeev Anand	Wynyard resident	Copied letter
302	Diane Storey	Wynyard resident	Copied letter
303	S J Roe	Wynyard resident	Copied letter

Draft Regeneration and Environment LDD allocations and Health and Safety Constraints

1. The Council consulted the Health and Safety Executive (HSE) on the preferred options Regeneration and Environment LDD. The HSE response set out:
 - The HSE's role in the plan making system;
 - The planning and legislative framework for assessing development in relation to major accident hazards;
 - The HSE's conclusion that there is the potential for land allocated in the plan to encroach on to consultation zones. The sites and the consultation zones which are affected are listed in the response;
 - The different sensitivities of housing, workplace and mixed use allocation;
 - How the HSE software 'Planning Advice for developments near hazardous installations (PADHI+)' can be used to generate a HSE recommendation of 'advise against' or 'don't advise against';
 - That a 'Development Proximity Zone' (DPZ) has been created in the Seal Sands area. PADHI+ cannot be used to assess the implications of developments in this area; and
 - The pipeline operators which are affected by the representation were sent a copy of the representation.
2. Further advice on health and safety issues and planning is provided in the HSE paper 'PADHI HSE's land use planning methodology'. This has informed the preparation of this paper and the site allocations document.

Local Plan Regulations

3. The HSE response refers to the regulations set out in the Town and Country Planning (Local Planning) (England) Regulations (2012). These regulations were made on the 8th March 2012 and came in to force on the 6th April 2012. On 4th July 2012 the Seveso III directive (2012/82/18/EU) was issued which updated the existing Seveso II (96/82/EC) directive which is referred to in the 2012 regulations.
4. The Seveso III directive has resulted in a number of changes to the Control of Major Accident Hazards (COMAH) regime, these are largely addressed in the emerging COMAH regulations which will be brought in to force in 2015. With regard to land use planning Article 13 of Seveso III introduces several requirements which seek to ensure that land-use policies take account of the need, in the long term:
 - a. To maintain appropriate safety distances between establishments and residential areas, buildings and areas of public use, recreational areas, and, as far as possible, major transport routes;
 - b. To protect areas of particular natural sensitivity or interest in the vicinity of establishments;
 - c. In the case of existing establishments, to take additional technical measures in accordance with Article 5 so as not to increase the risks to human health and the environment
5. Paragraph 4 of Article 13 also requires these assessments to be considered against directive 2011/92/EU which addresses the effects of certain public and private projects on the environment, as well as directive 2001/42/EC which requires assessment of the effect of plans and programmes on the environment.
6. The issues covered in paragraph 4 of Article 13 are covered within the Habitats Regulations Assessment and Sustainability appraisal of the Regeneration and Environment LDD. All of the remaining issues are covered within regulation 10 of the

2012 regulations, which prescribe additional matters that Local Plans should have regard to. These include:

- The objectives of preventing major accidents and limiting the consequences of such accidents by pursuing these objectives through the controls described in Article 12 of Council Directive 96/82/EC
- The need –
 - In the long term, to maintain appropriate distances between establishments and residential areas, buildings and areas of public use, major transport routes as far as possible, recreational areas and areas of particular natural sensitivity or interest, and
 - In the case of existing establishments, for additional technical measures in accordance with Article 5 of Council Directive 96/82/EC on the control of major accident hazards involving dangerous substances so as not to increase the risks to people.

The Regeneration and Environment LDD Publication Draft

7. The Regeneration and Environment LDD publication is in accordance with the regulations as:
 - Policy EMP2.1 of the plan maintains the principle of directing hazardous installations and uses related to the process industries to recognised areas rather than to alternative locations within the Borough.
 - The Council has worked in co-operation with Natural England, RSPB and INCA to understand where there may be disturbance to SSSIs and the SPA / Ramsar sites from industrial development. De-allocation of employment land has taken place.
 - New installations will be designed and appropriately located with policy EMP2.7 requiring **‘Proposals which require hazardous substance consent should be designed and located to prevent an unacceptable increase in the level of risk to human health and the environment in the vicinity of the site from an industrial accident or prejudice adjacent operational facilities or allocated sites’**.
 - New residential development has been sympathetically located so that it is an appropriate distance from establishments and mitigation has been provided where necessary. The assessment of sites section provides more information with regard to the HSE site specific comments.
 - Other types of development within close proximity to hazards will be appropriately designed and located as policy SP3.5 states **‘Development within the vicinity of a major hazard site or major accident hazard pipeline will only be permitted where there is no unacceptable risk to human health and the environment’**.

Assessment of Sites

8. In order to demonstrate that allocations in the Regeneration and Environment LDD are suitable, the remainder of this paper looks at the site specific comments submitted by the HSE. These comments were limited to identifying which sites are at risk from hazardous installations or pipelines.
9. The Council has mapped the HSE consultation zones, major pipelines and the site allocations and looked at the guidance in the HSE response to understand the issues. The appraisal of each site is set out below. Council officers have not undertaken extensive interrogation of Padhi + and have relied on the HSE advice and advice in relevant planning applications.
10. In their response the HSE outlined the sensitivity of different types of uses. This sensitivity is summarised below:

Housing

- Inner Zone – Not compatible, except for small scale infill;
- Middle Zone – Compatible for up to 30 houses at a density of no more than 40dph;
- Outer Zone – Housing is compatible.

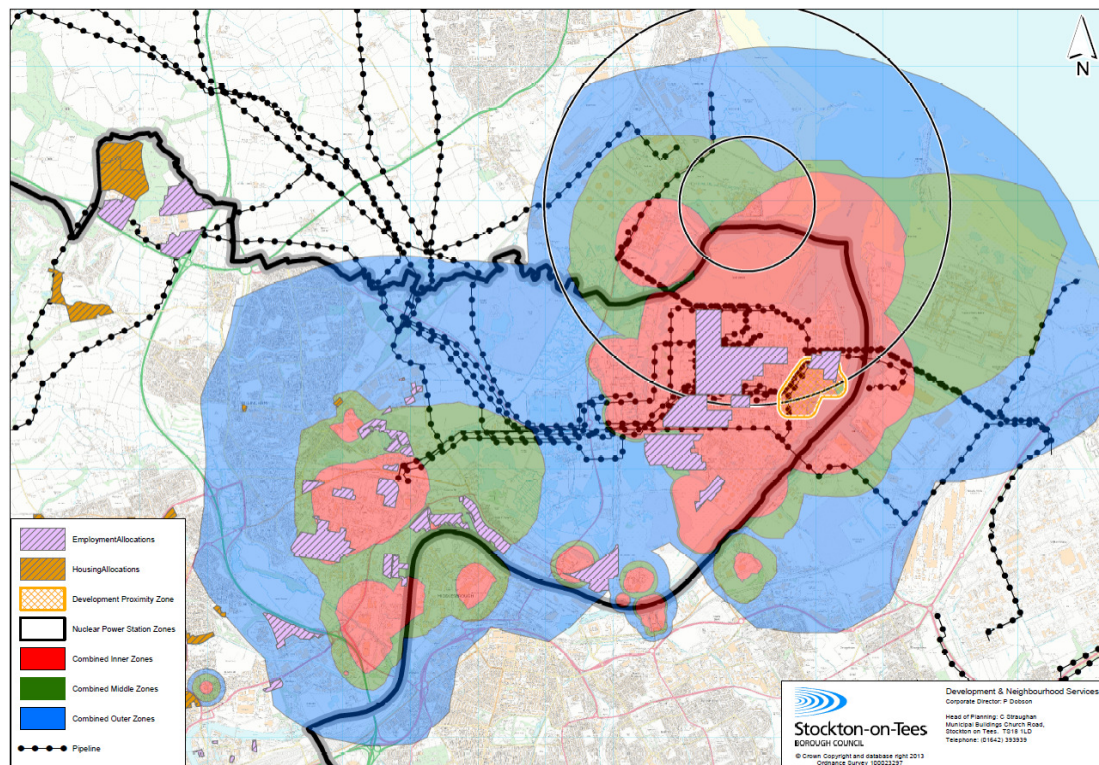
Workplaces

- Inner Zone – Compatible for non-retail uses with less than 100 occupants and under 3 occupied storeys. Retail uses must be less than 250sq.m;
 - Middle Zone – Non-retail uses are compatible. Retail uses between 250 and 5,000sq.m are compatible;
 - Outer Zone – Non-retail uses and retail uses greater than 5,000sq.m are compatible. Workplaces for disabled people are only compatible in the outer zone.
11. Mixed use allocations cannot be determined via general advice and should be determined via an assessment of PADHI+
 12. The HSE also recognise that where a site straddles two HSE consultation zones there may be an unacceptable hazardous risk.
 13. A summary of the HSE's comments on particular sites is attached to this paper as an appendix. For the purposes of this assessment, the Council has highlighted the following allocations for analysis:
 - Housing allocations within the inner and middle consultation zone; and
 - Employment allocations within the inner consultation zone.

Employment Allocations

The North Tees area

14. Policy EMP2 of the publication version of the Regeneration and Environment LDD directs hazardous installations and uses in the process industries to the North Tees, Seal Sands and Billingham area. The area already includes a number of installations that are top tier Comah sites, and all of the pipelines which are situated in the area are linked to this area.
15. The map below provides a summarised picture of the consultation zones in this area with zones merged together on the basis of the classification (ie Inner, Middle, and Outer). Whilst it provides a more simplified picture than the official zones presented below, it must be recognised that this map is illustrative only. This is because the map pays no regard to the cumulative impact of overlapping consultation zones, which will elevate the level of risk in certain areas. The official HSE zones, which are presented later in this paper, should be used to examine the risk of sites in these area.

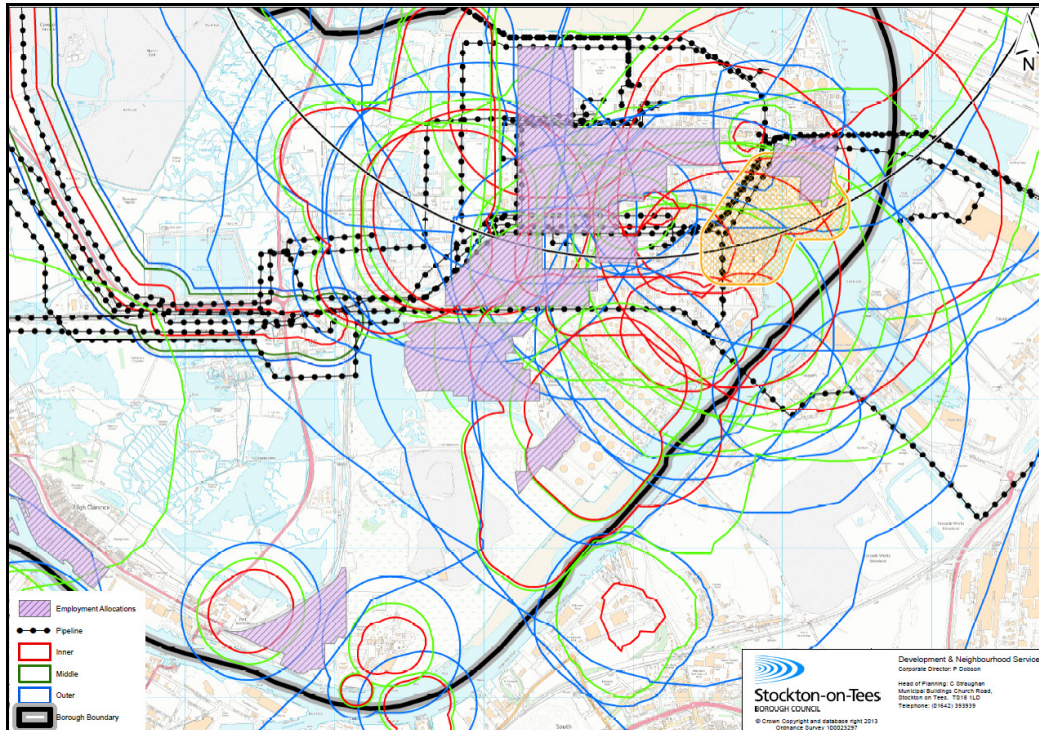


Billingham Chemical Complex and North Tees Pools / Seal Sands

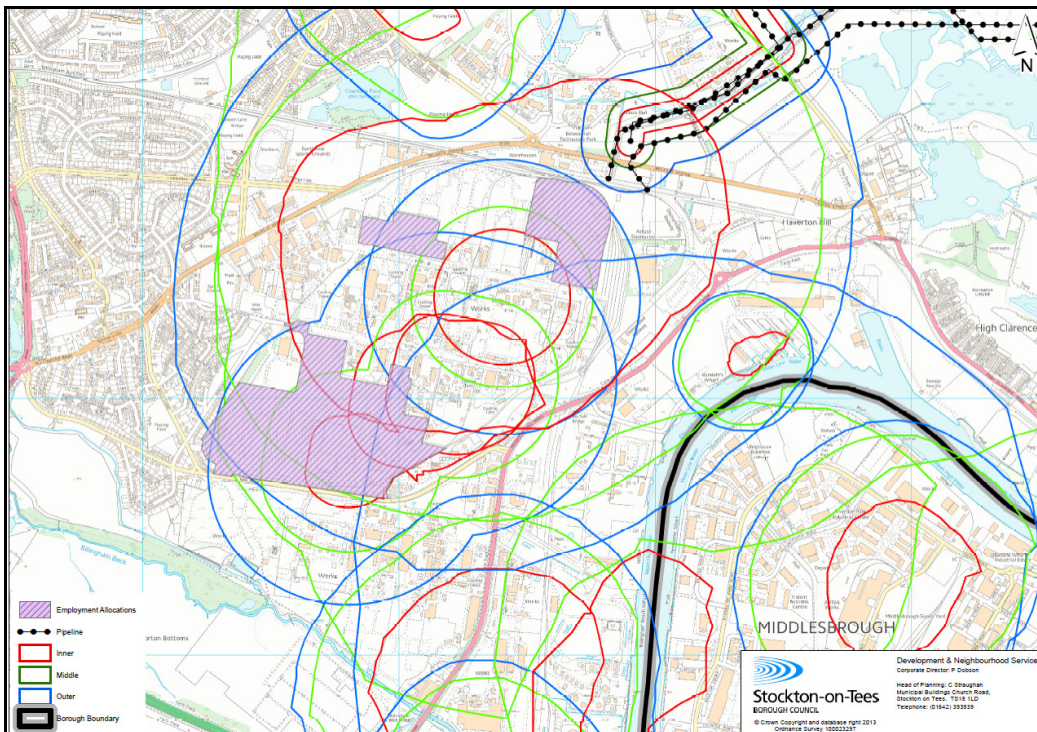
HSE comments

Health and Safety Consultation Sites (HSC)	Could encroach upon the inner, middle and outer consultation zones of multiple establishments. An allocation to the east of the site encroaches upon a development proximity zone (DPZ).
Pipelines	Could also encroach upon the inner, middle and outer consultation zones associated with a MAHP operated by Northern Gas Networks.

SBC appraisal



16. The North Tees and Seal Sands area is an area which specialises in the processing industries, which involves chemical, oil and gas processing amongst other uses. As can be seen in the map above, this has created a complex hazardous substances consent situation. In addition a 'Development Proximity Zone' surrounds a petrol storage facility.
17. All of the allocations made in the Regeneration and Environment LDD at these sites are located within the inner zone of one or more facilities. These site allocations would act as extensions to the existing North Tees industrial cluster. This will have two impacts:
 - a) Potentially create new additional hazardous installations in the area; and
 - b) Place additional development at risk from existing facilities.
18. Emerging policy EMP2 recognises this challenge and includes a specific criterion which states, "Proposals which require hazardous substance consent should be designed and located to prevent an unacceptable increase in the level of risk to society from an industrial accident or prejudice operational facilities or allocated sites nearby." This provides sufficient planning policy to consider the individual detailed issue surrounding the site.
19. The hazardous installations in the North Tees have built up over a number of decades due to the expertise of the cluster of businesses adjacent to the Tees Estuary. It is understood that businesses in this area also have strong monitoring and emergency planning procedures which have led to successful management of this constraint.
20. The Council's strategy has and continues to focus on directing hazardous installations to these areas. In doing so policy EMP2.7 seeks to prevent an unacceptable increase in the level of risk to people in the vicinity of the site from an industrial accident or prejudice adjacent operational facilities or allocated sites.



21. Due to the complexities of these areas the Council has not produced an assessment of these issues, but is willing to work with the HSE if any evidence is required. It is noted that the HSE has taken a positive approach to development in the Seal Sands area the following table provides several examples where HSE has not advised against development.

Table 1 – Proposals in the Seal Sands area which the HSE have not advised against.

Reference	Location	Proposal
12/1624/EIS	Huntsman Dr	Construction of a materials recovery facility
12/1828/FUL	Huntsman Dr	Cryogenic industrial gas production facility
08/0983/EIS	Seal Sands	LNG delivery pipeline, storage and re-gasification facility

22. In addition, the HSE have identified that the following sites could encroach upon the inner, middle and outer consultation zones of multiple establishments. These zones are shown on the map below:

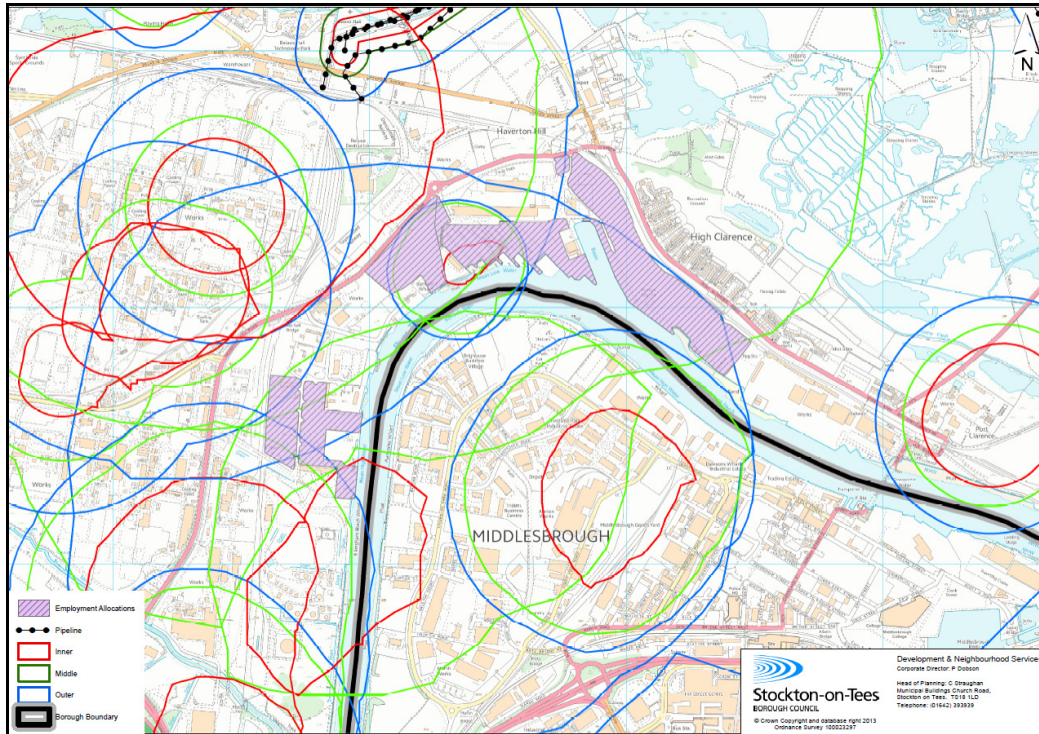
Conclusion: The sites are suitable for allocation for specialist employment use. Any arising implications can be addressed through the planning application process and the use of policy EMP2.7.

Billingham Reach, Casebourne Site, Haverton Hill, and Port Clarence

HSE Comments

<p>Health and Safety Consultation Sites (HSC)</p>	<ul style="list-style-type: none"> • Employment allocation EMP6/1a (Billingham Reach Industrial Estate) could encroach upon the inner, middle and outer consultation zones of multiple establishments. • Employment allocation EMP6/1b (Casebourne Site) could encroach upon the middle and outer consultation zones of multiple establishments. • Employment allocation EMP6/1c (Haverton Hill Industrial Estate) could encroach upon the middle and outer consultation zones of multiple establishments.
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SBC Appraisal



23. These sites are also allocated for specialist uses related to the process industry and / or the riverside / port location. The uses in these areas are expected to be either heavy industry or storage. Although some general industrial uses may be permitted, it is expected that this area will have a low employment density, and will not put a significant workforce population at risk.
24. Any new development which introduces new hazardous substance consents would also be subject to existing policy and would have to consider:
 - a. Flood risk;
 - b. Impact on populations within Middlesbrough Borough, in particular the Middlehaven development which contains residential development and other uses.

Conclusion: The sites are suitable for allocation for specialist employment use. Any arising implications can be addressed through the planning application process.

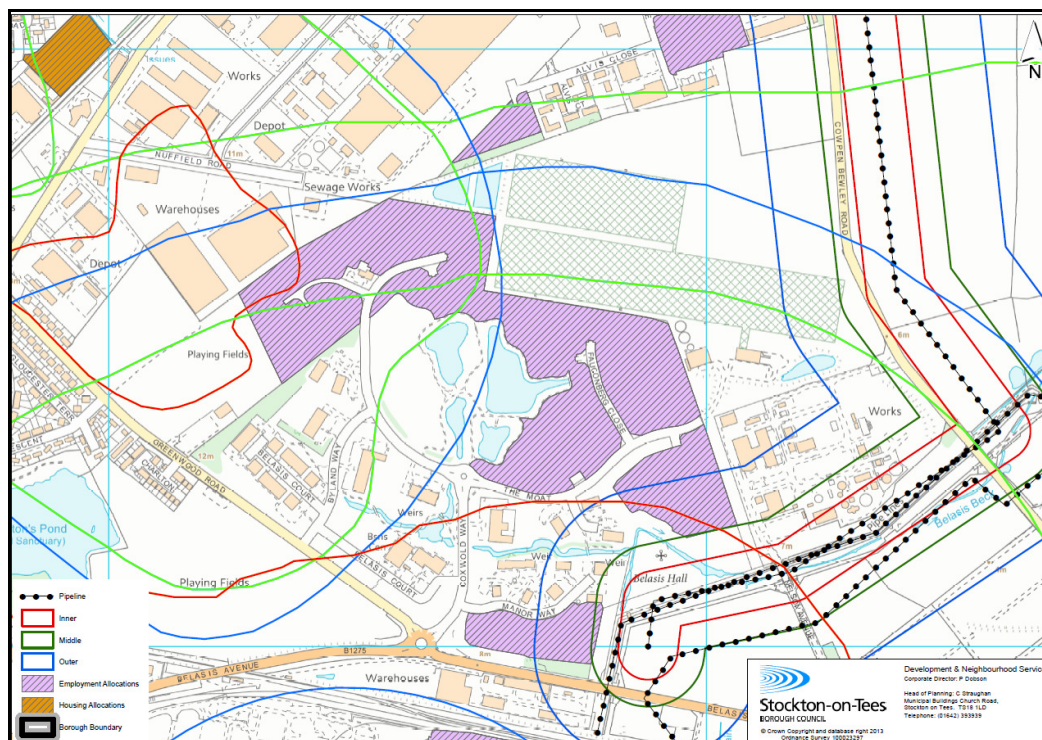
Belasis Business Park

HSE advice

Health and Safety Consultation Sites (HSC)	could encroach on the inner, middle, and outer consultation zones of multiple establishments
Pipelines	could encroach on the inner, middle, and outer consultation zones of the 6 Feeder Little Burdon/ Billingham Major Accident Hazard Pipeline (MAHP).

SBC appraisal

25. The site is completely covered by consultation zones for three establishments and one pipeline, these overlap in a number of places. The inner zones of two of the establishments overlap the allocations; however, they do not cross. Only about 4 hectares (18%) in total is within an inner zone. A significant proportion of this allocation is likely to be landscaping, which will reduce the net developable floor area of any buildings.



26. The HSE advise that workplace allocations will be acceptable in the inner zone where they provide accommodation for less than 100 occupants and are under 3 storeys in height. This constraint would not make development unviable, as a number of buildings within the estate are this scale. Buildings on Manor Way in particular, a site situated adjacent to the main allocation at the site, demonstrate the existence of small scale offices on the site.
27. However, parts of Belasis Technology Park straddle multiple consultation zones. This situation has recently been explored on planning application 12/2944/FUL, which was approved in February 2013. PADHI+ did not advise against granting consent for this 5,837sq.m research and development (B1b) proposal, which will create 150 new jobs.

Conclusion: The site is suitable for allocation for this use.

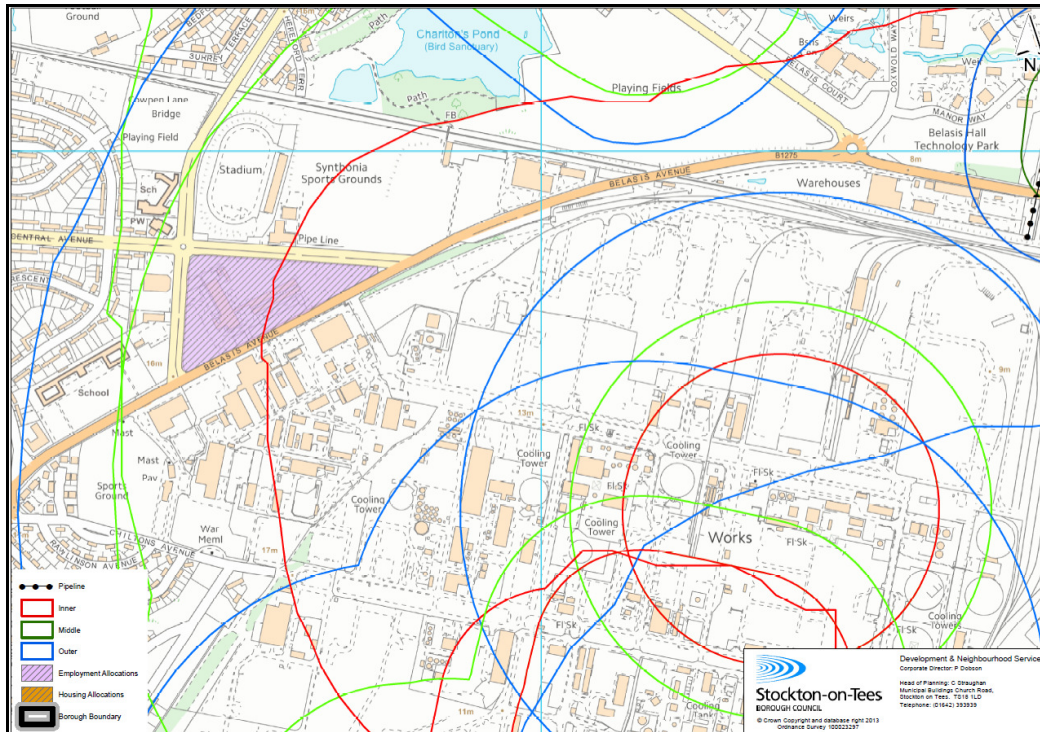
Billingham House

HSE advice

HSC Sites	could encroach on the inner, middle, and outer consultation zones of multiple establishments
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SBC Appraisal

28. The inner zone of a HSC establishment covers about one third of the site. The remainder of the site is located within the middle zone of two establishments.



29. The layout of the original Billingham House can be seen under the extent of the allocation. The main location for employees was to the west of the site with the eastern part used generally for car parking and landscaping. Intensifying car parking in the inner zone could be adopted in a development to reduce the number of people in that area. However, the Council notes that buildings under 2 storeys in height with less than 100 people are not advised against within the HSE inner zone.
30. The building has now been demolished and the site acquired by Fujifilm Diosynth for use as expansion land for the existing operation. It is anticipated that the proposal will therefore have significant regard to the specific health and safety considerations affecting the site.

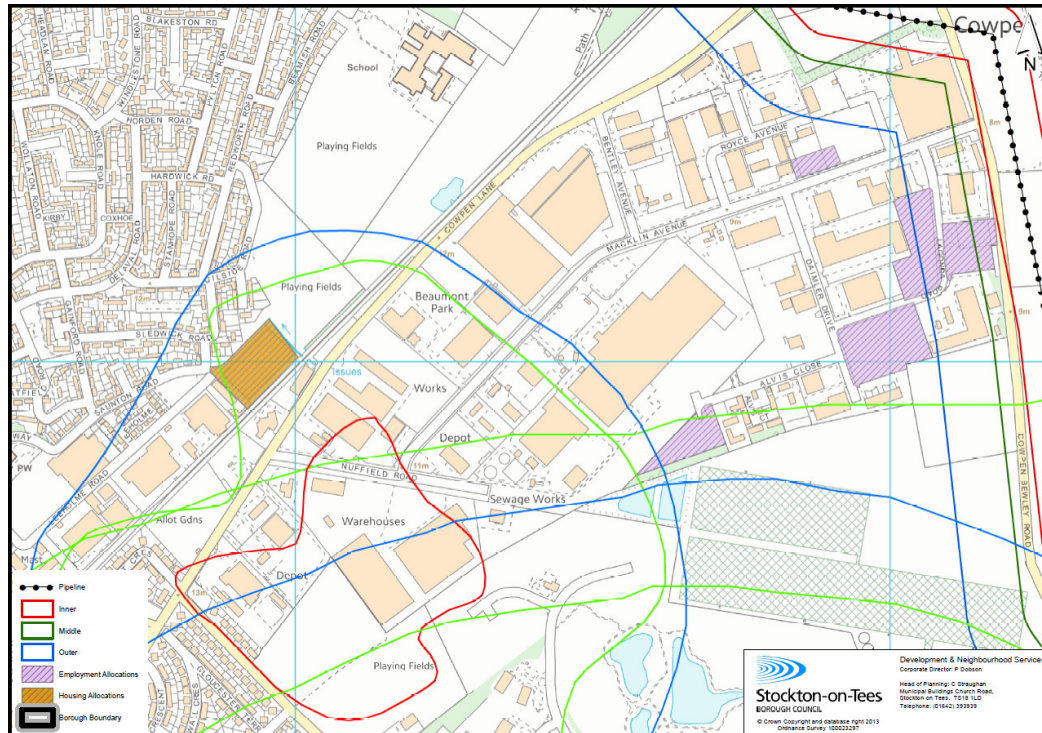
Conclusion: The site is suitable for allocation for this use.

Cowpen Lane

HSE advice

HSC Sites	could encroach on the inner, middle, and outer consultation zones of multiple establishments
Pipelines	could encroach on the inner, middle, and outer consultation zones of the 6 Feeder Little Burdon/ Billingham MAHP

SBC appraisal



31. The site allocations in this area are at risk from two separate installations. The triangular shaped site, situated to the south of the above map, is mainly in the outer zone. It is not anticipated that this relatively small site would raise significant issues given the general industrial uses which would be likely to occur.
32. A pipeline runs to the east of the estate, the inner zone does not overlap with any of the site allocations in the document. Whilst the sites are within the middle and outer zone, HSE advice does not advise against or limit non-retail workplace development in these locations.
33. In addition, the eastern most plot in the industrial estate has previously been granted planning permission (07/0876/FUL) for industrial use.

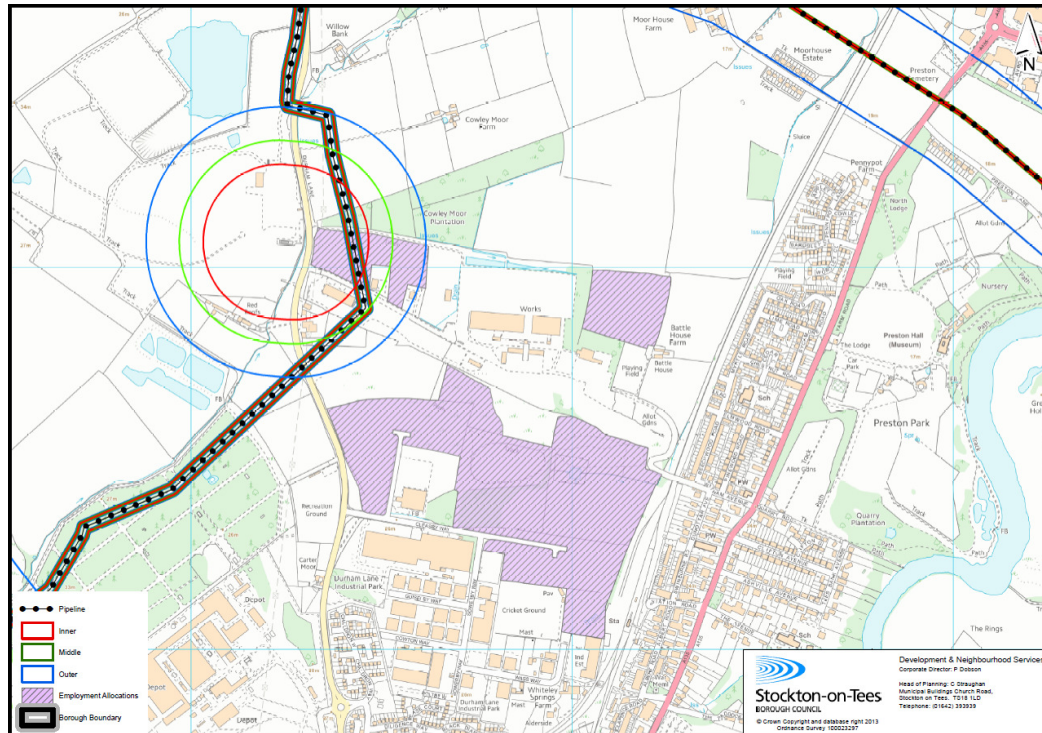
Conclusion: The site is suitable for allocation for this use.

Durham Lane

HSE Advice

HSC Sites	could encroach on the inner, middle, and outer consultation zones of Elementis PLC Eaglescliffe
Pipelines	could encroach on the inner, middle, and outer consultation zones of the MAHP operated by Northern Gas Networks.

SBC Appraisal



34. Only one part of the allocation is at risk, this is situated to the north-west of the industrial estate. At this moment in time, it is envisaged that the site would act as an extension of the Marshall Mono brick works site, if any expansion is ever required.
35. The site is at risk from a consent which benefits Elementis Chromium. Whilst the facility is no longer operating and is currently being decommissioned the Council recognises that the consent still exists.
36. The inner zone of the consent only affects a small area of land, compared to the overall allocation it is envisaged that proposals could be designed to minimise working populations. A MAPH is also located through the site which will constrain development. It is envisaged that proposals to the west of this pipeline will be treated more cautiously than those to the east, which are generally in the middle and outer zone and are not as limited by HSE advice.

Conclusion: The site is suitable for allocation for this use.

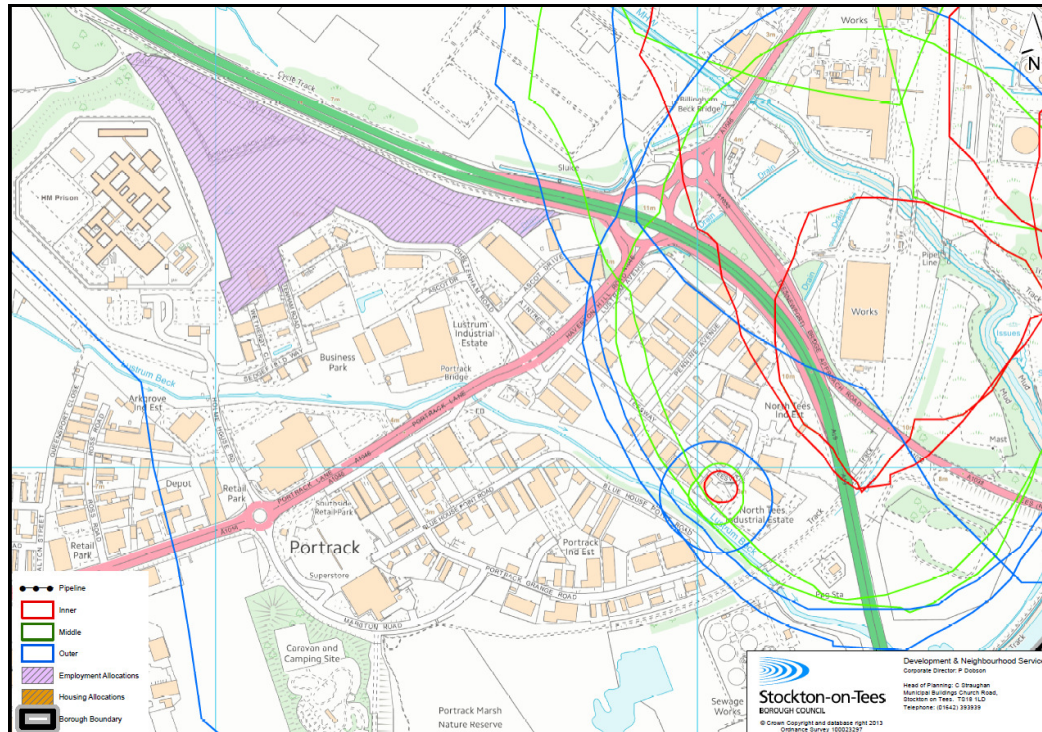
Portrack Interchange (referred to in HSE representation as Oxbridge Lane)

- 37. The HSE response incorrectly labels this site as Oxbridge Industrial Estate. It should be noted that Oxbridge Lane is not subject to any HSE consultation zone.

HSE Advice

HSC Sites	Could encroach upon the outer consultation zone of Chemoxy International Limited.
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SBC Appraisal



- 38. As stated above the site is situated within the outer zone, which does not necessarily preclude workplace development. The majority of the site also has planning permission for office development [07/2582/FUL] and starter industrial units [12/2886/RNW], which Padhi+ did not advise against.
- 39. Furthermore, whilst a hotel planning application [08/2559/OUT] was refused at the site, Padhi+ did not advise against the scheme and was not a reason for refusal.

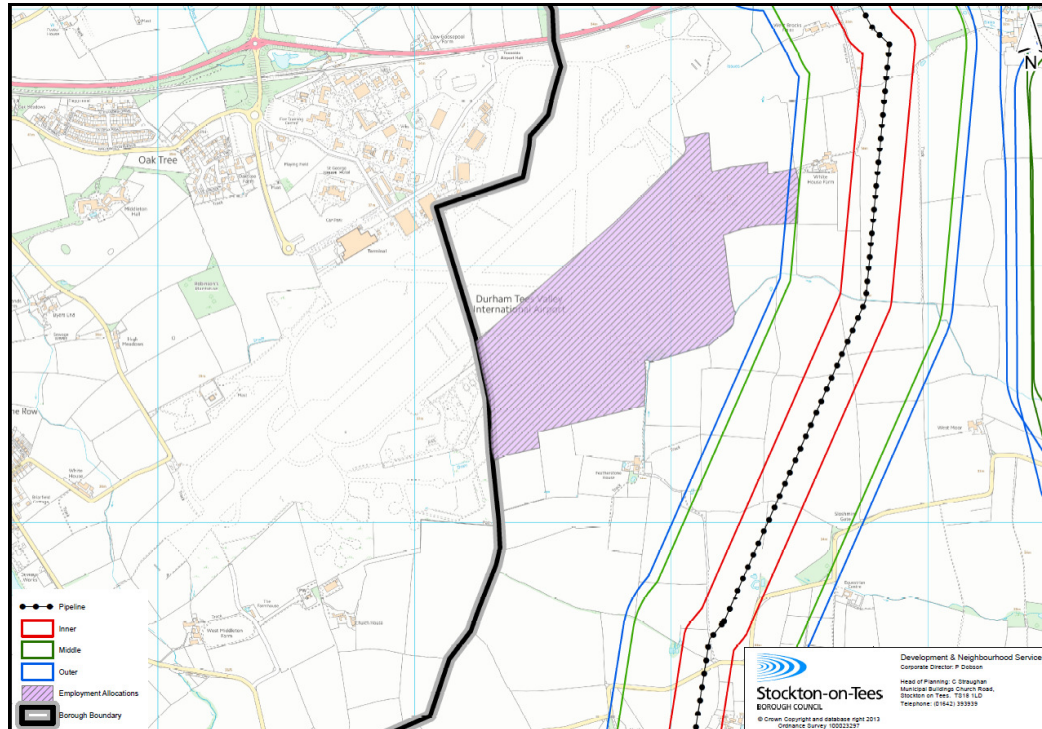
Conclusion: The site is suitable for allocation for this use.

Durham Tees Valley Airport (Skylink Business Park)

HSE Advice

Pipelines	could encroach on the middle, and outer consultation zones of the 13 Feeder Bishop Auckland/Yafforth MAHP operated by National Grid Gas PLC
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SBC Appraisal



41. The Council has used published information to identify the buffer around the pipeline. A small part of the site is included in the allocation, which will not have a significant impact on delivery of the permission. As the area of allocation is in the outer zone this will have a minor impact on developing workplace uses in the area.
42. The site also has a detailed planning permission setting out where buildings will be located within the site. The area within the consultation zone is a 'fire training' centre which is currently in existence, and is expected to continue over the plan period.

Conclusion: The site is suitable for allocation for this use.

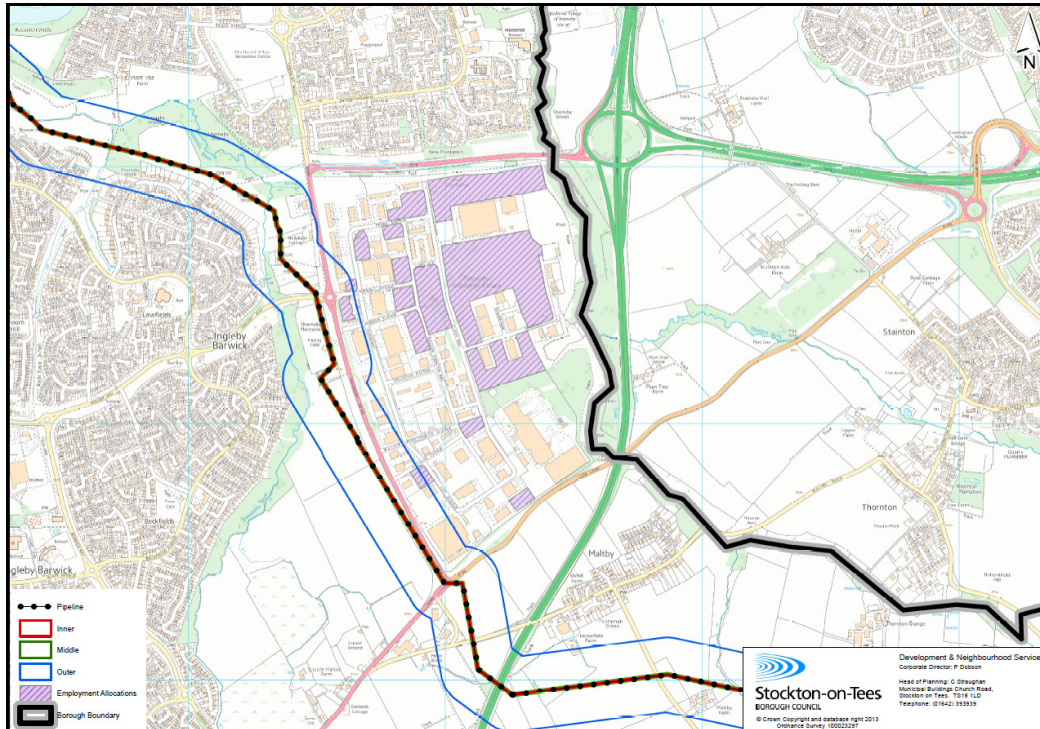
Teesside Industrial Estate

HSE Advice

Pipelines	could encroach on the inner, middle, and outer consultation zones of a MAHP operated by Northern Gas Networks
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SBC Appraisal

44. The information which the Council holds regarding this pipeline is that it is the Elton to Kirkleatham pipeline and has a 3m inner zone, 3m, middle zone and 145m outer zone. This is reflected on the map below. Based on this information the sites are only situated within the outer zone of the pipeline.



45. Given HSE advice, it is envisaged that the uses envisaged in the allocations, which are relatively small sites, will not be incompatible with the HSE outer zone.

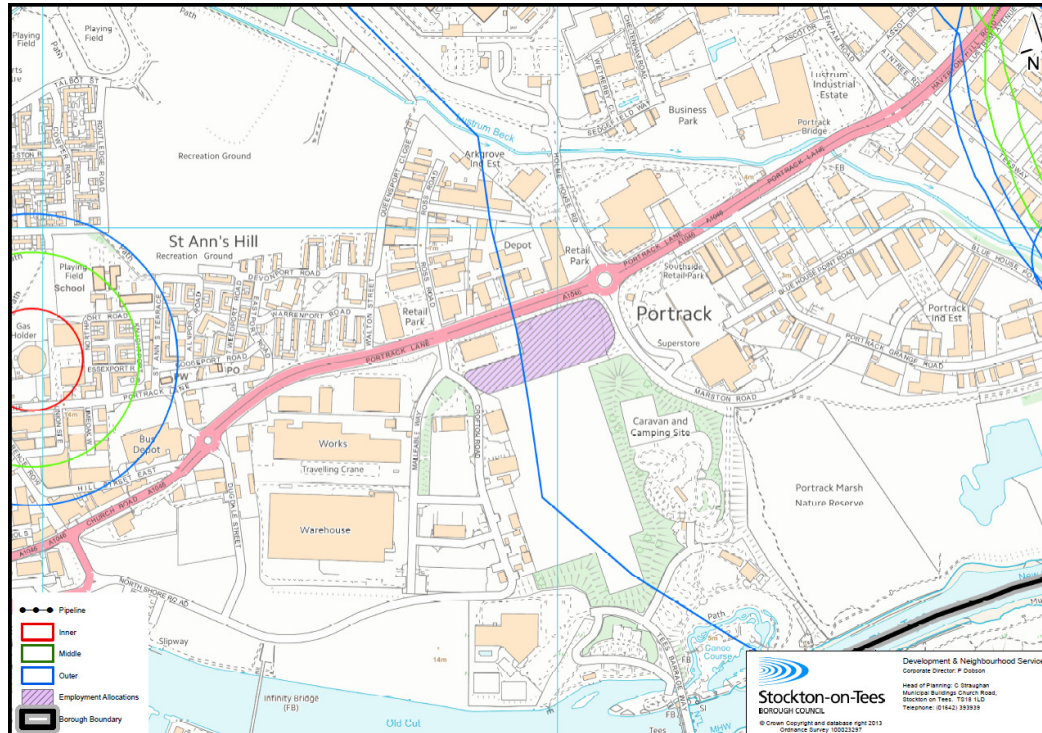
Conclusion: The site is suitable for allocation for this use.

Malleable Industrial Estate

HSE comments

HSC Sites	Could encroach upon the outer consultation zone of Chemoxy International Limited.
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SBC Appraisal



47. The Council note that the site is within an outer zone. However, HSE advice does not preclude development for employment uses in the outer zone. The site to the south of this draft allocation has planning permission for housing, a more sensitive use than employment development.

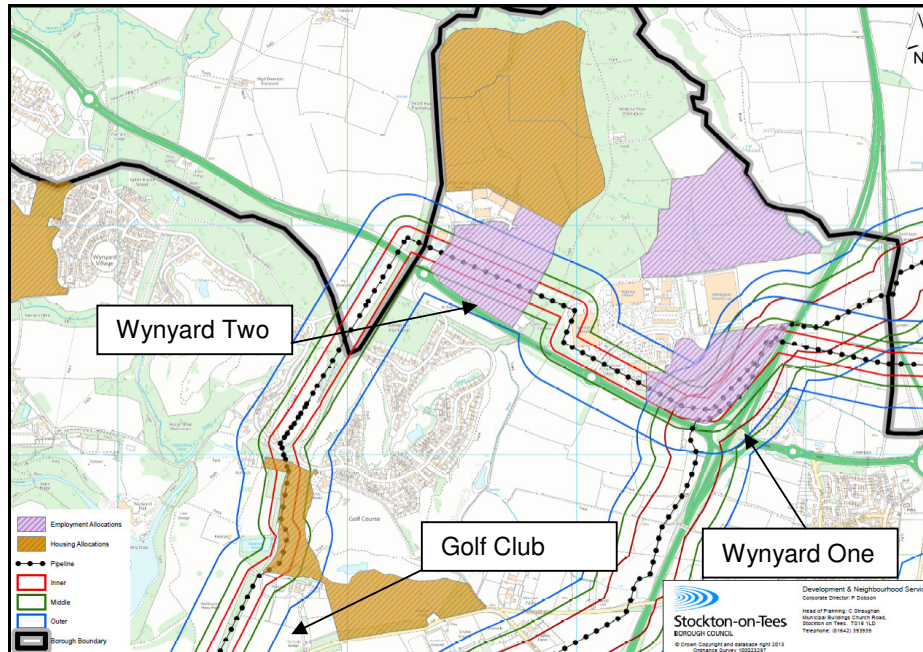
Conclusion: The site is suitable for allocation for this use.

Wynyard Park

HSE comments

Pipelines	Could encroach upon: <ol style="list-style-type: none">the inner, middle and outer zones associated with the 6 Feeder Little Burdon/Billingham MAHP operated by National Grid PLC;6 Feeder Little Burdon/Billingham MAHP operated by National Grid Gas PLC
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SBC Appraisal



49. Three allocations are affected by consultation zones. However, these sites have a detailed proposal which considered health and safety concerns. The Wynyard One site was granted detailed planning permission (08/0538/REM) in June 2008. The Council used the PADHI+ tool to assess the application, this initially advised against granting planning permission due to the proximity of the BP ethylene pipeline. The development was designed to be no more than 2 storeys and to provide accommodation for no more than 100 people. Planning permission was granted with a condition (number 14) which limited buildings within the inner zone, as identified in the approved plans, to two-storeys and no more than 100 people.
50. Planning permission (09/1961/REM) was granted at the Wynyard Two site in November 2009 for small office buildings and industrial units which were separated by the ethylene pipeline. Like the previous permission a number of these buildings were located within the inner zone of the pipeline. Although the National Grid raised the issue of a high risk because of the proximity to the high-pressure gas main, the HSE did not advise against the granting of planning permission for this application. The application was permitted on this basis. There was no requirement for a condition given the response generated by PADHI+.
51. The golf club site has an extant permission for a golf hotel. An application for 44 homes was also minded for approval (10/2430/OUT) by the Council's planning committee. Following consultations with the HSE, the layout of the scheme had been amended to move development outside of consultation zones. As a result the HSE did not advise against this development.

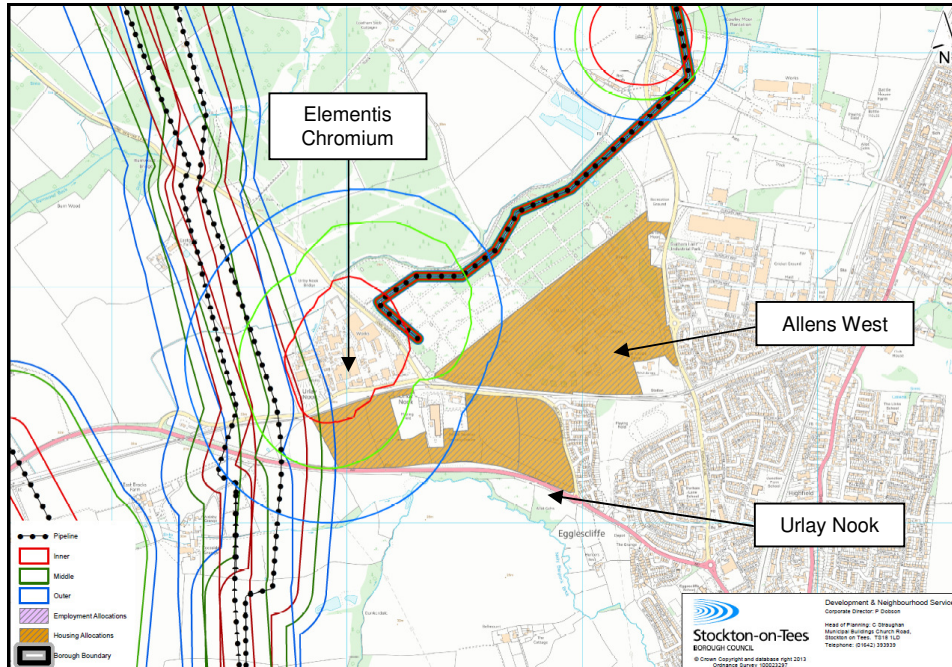
Conclusion: The site is suitable for allocation for this use.

Urray Nook

HSE comments

HSC Site	Could encroach upon the inner, middle and outer consultation zones of Elementis Chromium, Eaglescliffe
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SBC appraisal



53. The map above displays the Urray Nook site alongside a planning permission which exists at Allens West. The Allens West scheme seeks 845 homes with open space / allotments situated in the middle zone of the HSE consultation zone surrounding Elementis Chromium.
54. The Council is aware of the consultation zone surrounding Elementis Chromium, which is referred to in the HSE response. In addition to this constraint, the Teesside to Saltend Ethylene pipeline runs north/south along the west of the site. The outer and middle zone cover the site and would be a minor constraint on any development.
55. The justification in the Regeneration and Environment LDD for this housing allocation recognises that the site is within the consultation zone for Elementis Chromium. The HSE would therefore advise against the amount of development planned in the middle zone, which is expected to exceed 40 dwellings. However, it is also recognised that the plant is being decommissioned and that the consultation zone may be removed on completion of this work. However, if this consent is not rescinded the Council acknowledges that the HSE will continue to advise against development at the site. In these circumstances, the Council would not encourage development.
56. At the time of writing, the potential developer of the site (Taylor Wimpey) have entered negotiations with the Health and Safety Executive, whilst SBC have contacted Elementis Chromium to understand what materials will continue to be stored at the site. Agreement on revisions to the Hazardous Substance Consents at the site should help to maximise the amount of land that can be released for housing development.

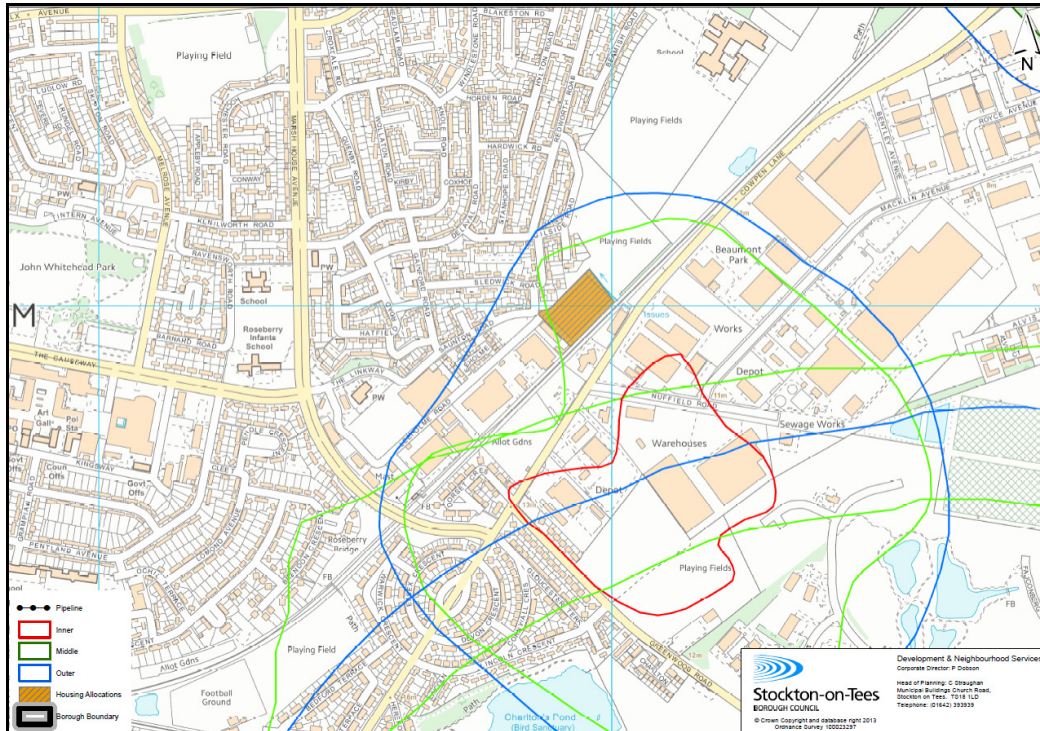
Conclusion: The site is suitable for allocation for this use.

Leeholme Road

HSE comments

HSC Site	could encroach upon the middle consultation zone of PD Logistics, Cowpen Lane
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SBC Appraisal



58. The site is located within the middle zone of this consultation zone. The HSE advise that in a middle zone no more than 30 dwellings is acceptable and that schemes should be designed to be under 40 dwellings per hectare.
59. The Regeneration and Environment DPD identifies that the site is allocated for 30 dwellings. The site measures just over 1 hectare which means that the density is no more than 30 dwellings per hectare.
60. On 18th August 2014 a planning application (14/2054/FUL) was submitted for residential development on the site for 30 dwellings. The statement submitted with the application identifies that originally the proposal received an advise against recommendation. Following amendments to the scheme the development submitted no longer has an advise against recommendation.

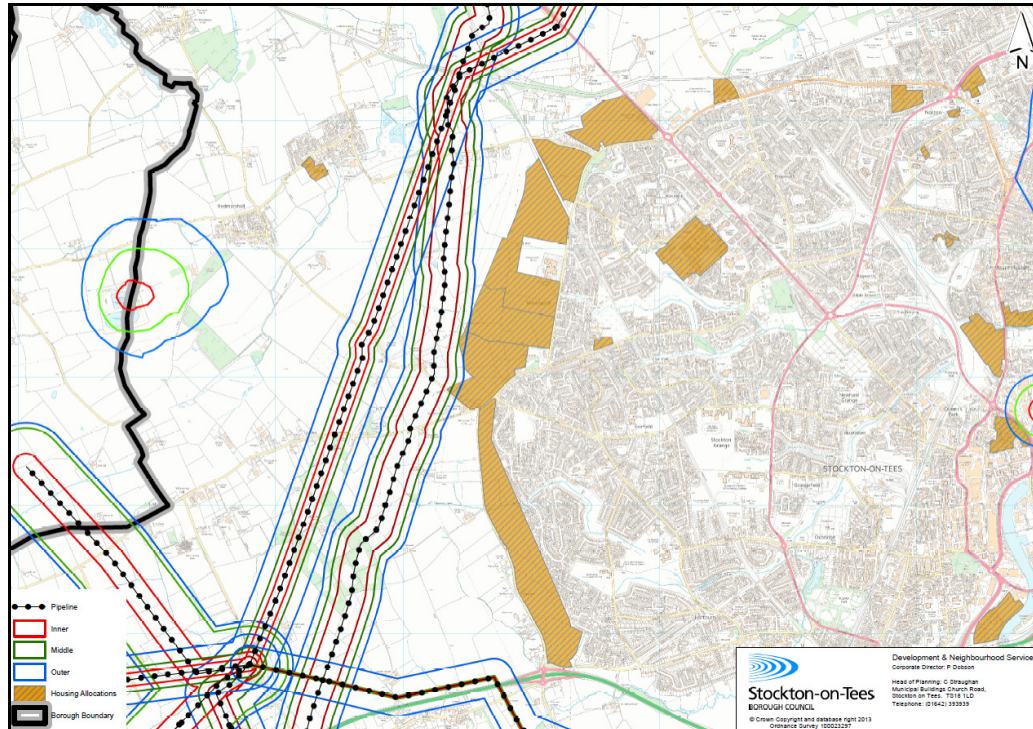
Conclusion: The site is suitable for allocation for this use.

Harrowgate Lane

HSE comments

HSC Site	could encroach upon the outer consultation zone associated with a MAHP operated by BP Chemicals Limited
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SBC Appraisal



62. A small proportion of this urban extension falls within the consultation zone referred to above. As the allocation overlaps with the outer zone of the hazard the HSE does not advise against residential development within the outer zone.
63. Furthermore, the area which overlaps the consultation zone is on the edge of this significant allocation. Subject to the final design / masterplan of the site, this area could be an area of landscaping which will maintain the break between the rural and urban. This would further reduce the impact of the hazard on new residents.

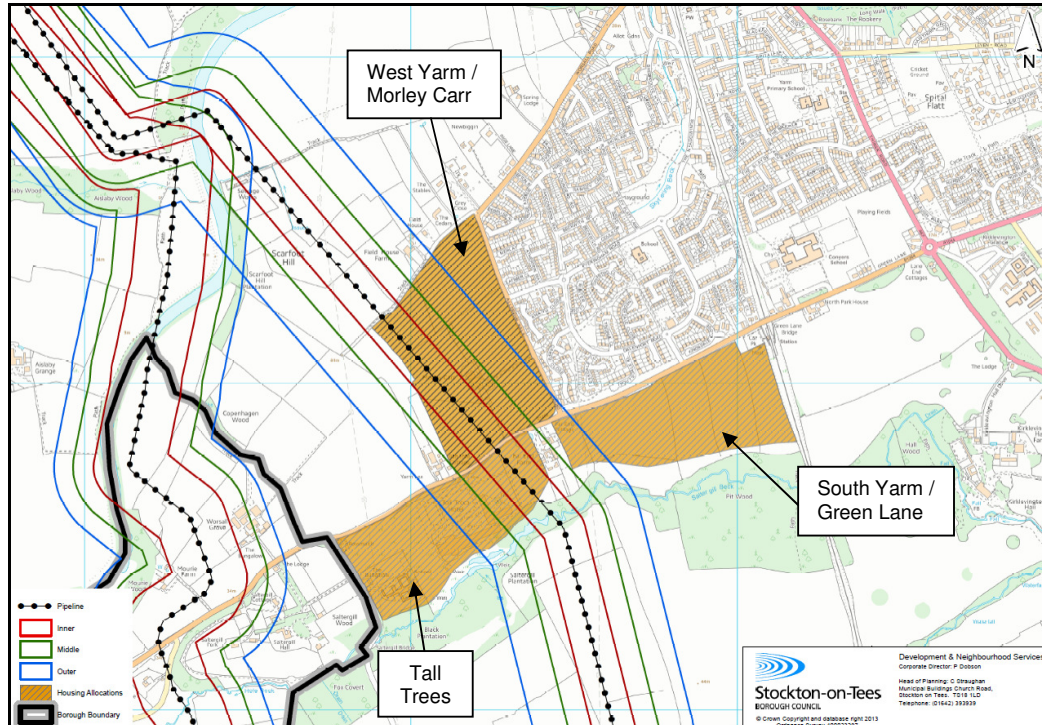
Conclusion: The site is suitable for allocation for this use.

West / South West Yarm

HSE comments

HSC Site	could encroach upon the inner, middle and outer consultation zones associated with a MAHP operated by National Grid Gas PLC (NTS Extra).
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SBC Appraisal



65. The Council is aware of this pipeline and has considered it whilst processing planning applications relating to the draft allocations. The West Yarm site has now been granted planning consent. The Council initially consulted HSE on this application through PADHI+. The response stated that there were sufficient reasons, on safety grounds, for advising against the granting of planning permission this was confirmed in HSE's letter of 8 May 2012.
66. The HSE were then contacted by the applicant's agent, who advised that they had negotiated a scheme with National Grid Gas plc to upgrade a section of the pipeline in the vicinity of the development to thick-walled pipe.
67. The details of the proposed modifications were provided to the HSE who reassessed the pipeline based on those details. The resultant reduction in risk is enough to reduce the risk to the development. However, HSE would still advise against any development until the improvement is carried out. This requirement forms a condition of the planning consent.
68. A small section of the south Yarm site is identified as being in the outer zone. Given the HSE's general advice, it is not anticipated that this will constrain development. In addition, the outline planning consent which has been received for the area shows the western edge of the site as being developed for allotments.
69. The plan also shows the boundary of the Tall Trees site which is an existing planning permission, which will be recognised in the latest draft of the Regeneration and Environment LDD. Like the West Yarm application the Tall Trees proposal is subject to mitigation which reduces the extent of the inner zone of the development.

Conclusion: The site is suitable for allocation for this use

Appendix: HSE response to the Preferred Options consultation