

DELEGATED

AGENDA NO

**20 AUGUST 2014
REPORT OF CORPORATE DIRECTOR,
DEVELOPMENT AND NEIGHBOURHOOD
SERVICES**

14/0637/FUL

Land South Of Kirk Hill, Carlton Village, Carlton

Construction of 36 residential dwellings comprising 13 affordable dwellings and 23 open market dwellings with associated infrastructure and landscaping.

Expiry Date 22 August 2014

SUMMARY

Planning permission is sought for the erection of 36 dwellings (13 affordable and 23 open market) with associated landscaping and infrastructure on land at Carlton Village. The site is accessed off Kirk Hill and would develop an existing open field, a landscape buffer will be planted on the southern, eastern and western boundaries and the existing hedge to the north will be retained

The site lies outside of the defined limits of development where housing would not normally be supported however, the council is unable to demonstrate a deliverable 5 year housing supply and in accordance with the National Planning Policy Framework, the councils own housing policies within the Local Development Plan are unable to be afforded weight. The principle of development on this site is acceptable on this basis.

The village is classed as a Tier 2 sustainable village as detailed within the council's villages study and there is a need for rural affordable houses. The scheme would accord with the principles of these requirements, although of a scale which is beyond what would normally be considered as infill village development. Notwithstanding the scale of the proposal, the development is supported and will be able to support the housing requirements of the surrounding smaller, unsustainable settlements.

Taking into account all comments received, it is considered that the scheme would not have a significant detrimental impact on traffic in the area and the layout is acceptable. There are no ecology, archaeology, flood risk or landscaping issues associated with the site which would prevent such a development being acceptable and no significant impacts on the privacy and amenity associated with existing properties adjacent to the site.

The development is required to contribute towards the provision of affordable housing, education places, as well as a traffic improvement in Stockton. These form part of the Section 106 Agreement and Conditions as recommended.

27 objections have been received from residents which revolve mainly round the impacts of additional traffic, the principle and amount of development and the unsustainable nature of Carlton. Objections have also been received from Carlton and Redmarshall Parish Councils and the Ward Councillor.

It is considered that on balance, although this proposal is out-with the limits for development, there are no designations on site or circumstances which would outweigh the matters of the need for a deliverable 5 year supply of housing and the scheme will provide the affordable housing requirement for Carlton as identified in the SRHLA and the scheme is considered to be able to be undertaken whilst being in accordance with all other relevant development plan policies.

RECOMMENDATION

That planning application 14/0637/REV be approved subject to the following conditions and informatives and subject to the applicant entering into a Section 106 Agreement in accordance with Heads of Terms below. Should the Section 106 Agreement not be signed by 22nd August 2014 then the application should be refused due to lack of adequate provisions in respect to the details listed within the Heads of Terms.

01. Approved Plans

The development hereby approved shall be in accordance with the following approved plan(s);

<i>Plan Reference Number</i>		<i>Date on Plan</i>
<i>RES/341 Rev 2</i>	<i>Location Plan</i>	<i>11 March 2014</i>
<i>RES/341 REV 24</i>	<i>Site Plan</i>	<i>23 July 2014</i>
<i>RES/341 200.03 Rev 12</i>	<i>Boundary Treatment</i>	<i>23 July 2014</i>
<i>C1112-01 Rev</i>	<i>Landscaping Plan</i>	<i>23 July 2014</i>
<i>RES/341 400.04 Rev 1</i>	<i>Chestnut Type</i>	<i>23 July 2014</i>
<i>RES/341 400.15 Rev 1</i>	<i>Spruce Type B</i>	<i>23 July 2014</i>
<i>RES/341 400.16 Rev 1</i>	<i>Sage Type B</i>	<i>23 July 2014</i>
<i>RES/341 400.14 Rev 1</i>	<i>Sycamore Type B</i>	<i>23 July 2014</i>
<i>RES/341 400.09 Rev 2</i>	<i>Spruce</i>	<i>23 July 2014</i>
<i>RES/341 400.05 Rev 1</i>	<i>Elm</i>	<i>23 July 2014</i>
<i>RES/341 400.06 Rev 1</i>	<i>Elm - Render</i>	<i>23 July 2014</i>
<i>RES/341 400.07 Rev 1</i>	<i>Ash 1 bed</i>	<i>23 July 2014</i>
<i>RES/341 400.10 Rev 1</i>	<i>Elder</i>	<i>23 July 2014</i>
<i>RES/341 400.13 Rev 1</i>	<i>Fern 2 bed</i>	<i>23 July 2014</i>

Reason: To define the consent.

CONDITIONS TO BE DISCHARGED PRIOR TO COMMENCEMENT (INCLUDING VARIOUS PHASES)

02 Materials

Notwithstanding the submitted details in the application the external walls and roofs shall not be commenced until precise details of the materials to be used in the construction of the external walls and roofs of the building(s) including any details of render and finish have been approved in writing by the Local Planning Authority. Work shall be carried out in accordance with the approved details.

Reason: To enable the Local Planning Authority to control details of the proposed development.

03 Street Furniture/Lighting

Development shall not be commenced until details of the street furniture, lighting columns, light colour and luminance have been submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented as approved.

Reason: To enable the Local Planning Authority to control details of the proposed development.

04 Landscaping - hardworks

Notwithstanding the proposals detailed in the Design and Access Statement/submitted plans no hard landscaping works (excluding base course for access roads and car park) shall commence until full details of proposed hard landscaping has been submitted to and approved in writing by the Local Planning Authority. This will include all external finishing materials, finished levels, and all construction details confirming materials, colours, finishes and fixings. The scheme shall be completed to the satisfaction of the Local Planning Authority according to the approved details within a period of 12 months from the date on which the development commenced or prior to the

occupation of any part of the development. Any defects in materials or workmanship appearing within a period of 12 months from completion of the total development shall be made-good by the owner as soon as practicably possible.

Reason: To enable the Local Planning Authority to control details of the proposed development, to ensure a high quality hard landscaping scheme is provided in the interests of visual amenity which contributes positively to local character of the area.

05 Maintenance Plan - Landscaping

No built development shall take place until a hard and soft landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all open space, landscape areas and buffer planting, (other than small privately owned domestic gardens), shall be submitted to and approved by the Local Planning Authority prior to the commencement of that phase of the development, Landscape maintenance shall be detailed for the initial 5-year establishment period followed by a long-term management plan for a period of 20 years. The landscape management plan shall be carried out as approved.

Reason: To ensure satisfactory landscaping to improve the appearance of the site in the interests of visual amenity.

06. Construction Management Plan

The construction works associated with the development hereby approved shall be undertaken in accordance with a Construction Management Plan which has first been submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall include, but not be restricted to;

- Access proposals (including HGV routes) and HGV trip profile;
- Details of staff parking proposals during construction;
- Hours of construction; and
- Appropriate mitigation measures.

The development shall be undertaken in accordance with the Construction Management Plan.

Reason: In order to limit the impacts of construction operations where possible in accordance with the guidance within the National Planning Policy Framework.

07 Land contamination

Prior to development commencing on site, the potential risk from contamination ought to be identified through an investigation and risk assessment, in addition to any assessment provided with the planning application, and must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority.

The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

- (i) a survey of the extent, scale and nature of contamination;
- (ii) an assessment of the potential risks to human health, property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes, adjoining land, groundwater and surface waters, ecological systems, archaeological sites and ancient monuments;
- (iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

Reason: Contamination may exist at the site which may pose a risk to human health and/or controlled waters

08 Surface Water Drainage

Surface water discharge from this site shall be flow regulated so it does not to exacerbate flooding problems elsewhere in the catchment, therefore, final details of an appropriate surface water drainage solution should be submitted to and approved by the local authority before any construction works can commence. Discharge rates from the site will be restricted to the existing greenfield runoff rates. The drainage design must have sufficient storage within the system to accommodate a 1 in 30 year storm. The design of the site shall ensure that storm water resulting from a 1 in 100 year event plus climate change surcharging the drainage system can be stored in site without risk to people or property and without overflowing into drains or watercourse. Mirco Drainage design files (mdx files) are required to be submitted for approval. The flow paths for the 1 in 100 year flooding is required to identify where flooding may occur.

Reason: To ensure the site is developed in a manner that will not increase the risk of flooding from surface water disposal.

CONDITIONS TO BE DISCHARGED PRIOR TO OCCUPATION

09 Verification Report – Land Contamination

Prior to occupation a verification report demonstrating completion of the works set out in the approved remediation strategy (if required) and the effectiveness of the remediation shall be submitted to and approved in writing by the local planning authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan (a long-term monitoring and maintenance plan) for longer-term monitoring of pollutant linkages maintenance and arrangements for contingency action as identified in the verification plan and for the reporting of this to the local planning authority.

Reason: A verification report is required to ensure that the risks the site may pose to human health and controlled waters have been addressed

10. Renewables or Fabric First

No development shall take place until the Local Planning Authority has approved a report provided by the applicant identifying how the predicted CO2 emissions of the development will be reduced by at least 10% through the use of on-site renewable energy equipment or design efficiencies. The carbon savings which result from this will be above and beyond what is required to comply with Part L Building Regulations. Before the development is occupied the renewable energy equipment or design efficiency measures shall have been installed and the local planning authority shall be satisfied that their day-to-day operation will provide energy for the development for so long as the development remains in existence.

Reason: In the interests of promoting sustainable development.

CONDITIONS TO BE IMPLEMENTED

11 Flood Risk Assessment

The development permitted by this planning permission shall only be carried out in complete accordance with the approved Flood Risk Assessment MD0811/rep/001 Rev B including the following mitigation measures detailed within the Flood Risk Assessment:

- *limiting the surface water run-off generated by the impermeable areas of the site to the existing greenfield run off rate so it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site.*
- *The discharge rate shall be restricted to 5 l/s as outlined in section 2.4 following the calculation of greenfield run off rates based on the developable area of 1.4 ha.*

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.

Reasons: To prevent flooding by ensuring the satisfactory storage/disposal of surface water from the site and to reduce the risk of flooding to the proposed development and future occupants.

12 Code 4 Construction

The dwellings hereby approved shall achieve a minimum of Level 4 of the Code for Sustainable Homes unless otherwise agreed in writing with the Local Planning Authority or any other equivalent Building Regulation rating at the time of the commencement of works.

Reason: In order to minimise energy consumption in accordance with Stockton-on-Tees Adopted Core Strategy policy CS3 and in the interest of compliance with National Planning Policy Framework.

13 Ecology

The development shall be carried out in strict accordance with the recommendations as detailed within the submitted Ecology Habitat and Protected Species Risk Assessment dated March 2014.

Reason: To ensure that the development, as submitted, will not impact upon the features of special interest for which Whitton Bridge Pasture SSSI is notified and to prevent an adverse impact on ecology and biodiversity in accordance with the general principles of Core Strategy Development Plan Policy CS3.

14 Tree Protection

All trees to be retained within and on the boundaries of the site shall be protected in accordance with the requirements BS 5837:2012 Trees in relation to design, demolition and construction. The requirements of Stockton-on-Tees Borough Council in relation to the British Standard are summarised in the technical note ref INFLS 1 (Tree Protection).

Reason: To protect the existing trees on site that the Local Planning Authority consider to be an important visual amenity in the locality

15. Landscaping

Notwithstanding the submitted landscaping plan C1112-01 received on the 23 July 2014, a tree size of 16-18cm girth must be used for the Lime trees that form an avenue into the estate.

Reason: In the interest of visual amenity.

CONDITIONS TO REMAIN IN PERPETUITY

16. Affordable Housing

Notwithstanding the details hereby approved, the 13 dwellings as identified on the approved plan RES/341 Rev 24 shall be affordable housing, of the type and design as detailed on the plan. Properties shall remain as such in perpetuity unless an alternative method of affordable provision is agreed in writing by the Local Planning Authority.

Reason: In order to comply with Stockton on Tees Core Strategy Development Plan Policy CS3 and to take into account the principles on which the development is being considered in view of the loss of open space.

17. Removal of permitted development rights for extensions

Notwithstanding the provisions of classes A, B, C, D & E of Part 1 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995 as amended by the Town and Country Planning (General Permitted Development) (No.2) (England) Order 2008 (or any order revoking and re-enacting that Order), the buildings hereby approved shall not be extended or altered in any way, nor any ancillary buildings erected within the curtilage without the written approval of the Local Planning Authority.

Reason: To prevent significant undue detrimental loss of privacy and amenity for future occupants taking into account the dense nature of the development as proposed, and to comply with saved Policy HO3 of the Stockton on Tees Local Plan.

18. Removal of permitted development rights for boundary treatments to the front of properties

Notwithstanding the provisions of class A of Part 2 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order), other than as shown on the approved plans there shall be no walls, fences, railings or other form of boundary enclosures erected between any point taken in line with the properties front and / or side elevation and a public highway or public footpath adjacent to the properties boundary without the written approval of the Local Planning Authority.

Reason: To retain open frontages to properties and provide a high quality street scene and to comply with saved Policy HO3 of the Stockton on Tees Local Plan.

OTHER CONDITIONS

19. Landscaping

The landscaping scheme as shown on plan C1112-01 received on the 23 July 2014 shall be completed unless otherwise agreed with the local planning authority in writing in the first planting and seeding season following the occupation of the buildings or the completion of the development whichever is the sooner and any trees or plants which within a period of five years from the date of planting die, are removed, become seriously damaged or diseased shall be replaced in the next planting season with others of a similar prior attained size and species unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure a high quality planting scheme is provided in the interests of visual amenity which contributes positively to local character and enhances bio diversity.

20. Construction Noise

All construction operations including delivery of materials on site shall be restricted to 8.00 a.m. - 6.00 p.m on weekdays, 9.00 a.m. - 1.00 p.m. on a Saturday and no Sunday or Bank Holiday working.

Reason: In the interests of protecting residents from construction noise.

21. Unexpected Land Contamination

If during the course of development of any particular phase of the development, contamination not previously identified is found to be present, then no further development on that phase shall be carried out until the developer has submitted to, and obtained written approval from the local planning authority for, a remediation strategy detailing how this unsuspected contamination shall be dealt with. The remediation strategy shall be carried out as approved.

Reason: Unexpected contamination may exist at the site which may pose a risk to human health and controlled waters

INFORMATIVES

Informative 1: National Planning Policy Framework

The Local Planning Authority has implemented the requirements of the National Planning Policy Framework.

Informative 2: Contact Northern Gas Networks

Northern Gas Networks have advised that the developer contact them with regard to Gas Apparatus in the area.

The Local Planning Authority has implemented the requirements of the National Planning Policy Framework.

Informative 3: The Head of Technical Services

Section 278 Agreement: A bus stop and shelter needs relocating to maintain the visibility splay. The changes to the bus stop would need to be agreed with the bus operators and the Highway Authority as part of the Section 278 Agreement to deliver the access works and all costs for relocating the bus stop would have to be met by the applicant.

Sustainable Travel: The quantum of development on this site does not warrant a Travel Plan. However, it is recommended that the developer provides welcome parks for new occupants which provides details of sustainable travel options (bus timetables/cycle route map) to encourage sustainable travel behaviour from the outset of the development.

Construction of highways for new developments: Where a development involves works requiring either improvement or alteration to the existing highway, the Developer may be required to enter into an agreement with the Council as Highway Authority under Section 278 of the Highways Act 1980. This requirement often occurs as a condition on the grant of planning permission. As part of the new Development you may wish the Council to adopt highways (including carriageways, footways, verges, cycleways, highway drainage and street lighting) which would then be maintainable at public expense. In order to achieve this you would be required to enter into an agreement with the Council as Highway Authority under Section 38 of the Highways Act 1980. The Council would only consider adoption provided any highways are designed and constructed in accordance with the 'Design Guide and Specification for Residential and Industrial Estates' which can be downloaded from the Stockton Council website. It is important for Developers to appreciate that obtaining a planning consent does not imply that a layout is suitable for adoption or give permission to work on an adopted Highway. It is recommended that the Council is consulted about any of the above at an early stage as the Council are unlikely to adopt the highway without the Developer entering into a Bond with the Council for inspecting the construction and short term maintenance of the proposed highway at regular intervals. If you require any further information please do not hesitate to contact: Highway Asset Manager, Highway Network Management, Stockton-on-Tees Borough Council, Technical Services, PO Box 229, Kingsway House, Billingham, TS23 2YL Telephone: (01642) 526739 Fax Number: (01642) 361690 Email: technicalservices@stockton.gov.uk

Damage to highway verge: The Developer is reminded that it is an offence to cause damage to the Highway or to deposit any item on the Highway that causes a nuisance or danger. Any damage to the Highway caused by the development must be repaired at the developer's expense. The Highway Authority will seek, wherever possible, to recover any expenses incurred repairing the Highway surfaces and prosecute persistent offenders. (Highways Act 1980 sections 131, 148, 149). The developer should contact the Care for Your Area Highway technicians prior to any works on site to arrange an inspection of the Highway surfaces fronting the development.

Construction deliveries: It should be ensured that, during construction, deliveries to the site do not obstruct the highway. If deliveries are to be made which may cause an obstruction to the highway then early discussion should be had with the Highway Authority on the timing of these deliveries and measures that may be required so to mitigate the effect of the obstruction to the general public.

Informative 4: Environment Agency

Surface water run-off should be controlled as near to its source as possible through a sustainable drainage approach to surface water management (SUDS). SUDS are an approach to managing surface water run-off which seeks to mimic natural drainage systems and retain water on or near the site as opposed to traditional drainage approaches which involve piping water off site as quickly as possible. SUDS involve a range of techniques including soakaways, infiltration trenches, permeable pavements, grassed swales, green roofs, ponds and wetlands. SUDS offer significant advantages over conventional piped drainage systems in reducing flood risk by attenuating the rate

and quantity of surface water run-off from a site, promoting groundwater recharge absorbing diffuse pollutants and improving water quality. Ponds, reedbeds and seasonally flooded grasslands can be particularly attractive features within public open spaces.

The variety of SUDS techniques available means that virtually any development should be able to include a scheme based around these principles and provide multiple benefits, reducing costs and maintenance needs.

Support for the use of SUDS approach to ensuring development does not increase flood risk elsewhere is set out in paragraph 103 of the National Planning Policy Framework.

Further information on SUDS can be found in;

- o The CIRIA C697 document SUDS manual
- o HR Wallingford SR 666 Use of SUDS in high density developments
- o CIRIA C635 Designing for exceedances in urban drainage - good practice
- o The Interim Code of Practice for Sustainable Drainage Systems. The Interim Code of Practice provides advice on design, adoption and maintenance issues and a full overview of other technical guidance on SUDS.

The Interim Code of Practice is available on our website at: www.environment-agency.gov.uk and CIRIA's website at www.ciria.org.uk

HEADS OF TERMS

- Precautionary Education Contribution to provide primary/secondary school places should they be required at the appropriate time.
- A capped Highways Contribution of £ £97,500 towards the delivery of infrastructure in the West Stockton area
- Local Labour and services requirement

BACKGROUND

1. Planning permission was sought for the erection of a stable block and access track on this land (App: 10/1602/REV). The application was refused for the following reason and a subsequent appeal was dismissed.

In the opinion of the Local Planning Authority the proposal will extend built development beyond the defined limits to development into open countryside, and due to the size and location of the buildings would have a detrimental effect on the open character of the area contrary to saved policy EN13 of the Adopted Stockton on Tees Local Plan, and if approved this application could encourage other similar applications which would by reason of precedent be more difficult to refuse so leading to a decline in the open landscape character and visual amenity of the open countryside which saved policy EN13 of the Adopted Stockton on Tees Local Plan and PPS 7: Sustainable development in rural areas - August 2004 seeks inter alia to protect.

2. A copy of the proposed plans and the appeal decision is attached at Appendix B

SITE AND SURROUNDINGS

3. The application site is a field to the south and west of High Farm House in the village of Carlton. The land is generally level, but beyond the application site the land slopes as it falls towards Letch Beck. A rising main crosses through the site to connect with the pumping station on Poplars Lane and an electricity line also crosses the site.
4. There are residential properties to the east (High Farm Close approved in the 1990's) and also to the North opposite the access to the site (approved in the 1970's). A public right of way runs to the east, outside the boundaries of the site which then connects to a series of other paths.

5. The site is outside the village limits to development and the northern part of the application site is within an area of archaeological importance.
6. Redmarshall Village is approximately 430 metres to the west of the application site with fields separating the two villages.

PROPOSAL

7. Planning permission is sought for the erection of 36 dwellings, the development consists of;
9 affordable homes – 1 two bedroomed semi-detached dwelling, 2 one bedroomed semi-detached dwellings and 6 two bedroomed semi-detached bungalows
4 Intermediate Homes (Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing) – 3 three bedroomed terraced homes, and 1 2 bedroom semi-detached dwelling
23 Market Homes – 9 four bedroom detached dwellings, 8 three bedroom detached dwellings and 6 three bedroomed semi-detached homes.
8. Access will be taken from Kirk Hill at the same point of access as existing and an area of open space will be provided to the north of the site adjacent to the proposed access road. A gate will be provided to allow access to the field at the rear.
9. A landscaping buffer will be planted to the west and southern boundary with additional planting to the eastern boundary. Existing hedges within the site will be retained.

CONSULTATIONS

10. The following Consultees were notified and the most recent comments received are set out below:-

11. **Spatial Plans Manager**

As you will be aware section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permission be determined in accordance with the Development Plan unless the material considerations indicate otherwise. This response focuses on the key spatial and housing planning policy issues which relate to the application.

The Development Plan - overview

The development plan currently comprises the:

Stockton-on-Tees Core Strategy DPD (March 2010),

Saved policies of the Stockton-on-Tees Local Plan (1997)

Saved policies of the Local Plan Alteration Number One (2006), and

The Tees Valley Joint Minerals and Waste LDD (September 2011).

The application site is outside the limits to development for Carlton as designated on the 1997 Local Plan Proposals Map. Village development limits have not been altered on the Core Strategy Strategic Diagram.

You will also be aware that the Council consulted on the Regeneration and Environment LDD preferred options document and associated documents including the policies map in the summer of 2012. The policies map shows that the site is designated as outside the limits to development in the emerging LDD.

The National Planning Policy Framework (NPPF)

The NPPF is a significant material consideration in the determination of planning applications. Paragraph 14 states that at the heart of the NPPF is the presumption in favour of sustainable development which is a 'golden thread running through both plan-making and decision-taking'. For plan-making this includes local planning authorities positively seeking 'opportunities to meet the development needs of their area'. For decision-making it

means approving development proposals that accord with the development plan without delay; and where the development plan is absent, silent or relevant policies are out-of-date, granting permission 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; or specific policies in this Framework indicate development should be restricted.

Delivering a wide choice of high quality homes

The NPPF provides that 'Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.' (Para 49).

The NPPF provides the following policy on rural housing provision: 'In rural areas, exercising the duty to cooperate with neighbouring authorities, local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. Local planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs.' (Para. 54)

'To promote sustainable development in rural areas, 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 ' (Para. 55)

Achieving sustainable development and core planning principles

The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The three dimensions of sustainable development are economic, social and environmental.

The NPPF core planning principles include making every effort to 'identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth.' The 1st bullet point of NPPF paragraph 47 states that to boost significantly the supply of housing local plans 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'. The proposal would assist in addressing the identified need for housing and thus fulfil both a social and an economic role.

The NPPF states that one of the core planning principles is to 'actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable' (Para. 17, 11th bullet point).

The supply of deliverable housing land

The Council has produced a report entitled 'Five Year Deliverable Housing Supply Final Assessment: 2014 2019'. The Report concludes that the Borough has a supply of deliverable housing land of 4.08 years with a 20% buffer added (with the shortfall being 669 dwellings).

The guidance in the NPPF states that a 5% or 20% buffer must be added to the supply of deliverable sites, depending on whether or not there has been a record of persistent under-delivery of housing. The issue of whether to add a 5% or a 20% buffer was debated at the Low Lane, Ingleby Barwick Public Inquiry The inspector commented on this in his report as follows: 'Over the CS plan period, the Council agreed that there has persistent under-delivery' (paragraph 11.3). In the context of the Inspector's Report it is now considered necessary to add a 20% buffer to the requirement for a five year supply of housing sites.

The Council cannot demonstrate a 5 year supply of housing land. The policies in the development plan that deal with housing supply are therefore to be considered out of date and the proposal must be assessed in relation to the presumption in favour of sustainable development and the tests set out in NPPF paragraph 14, namely that the application should be granted unless any adverse impacts of doing so would significantly and

demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole.

The application is contrary to points 2 and 3 of Core Strategy Policy 1 - The Spatial Strategy and to Core Strategy Policy 7- Housing Phasing and Distribution. However, relevant policies for the supply of housing are not up-to-date if the authority cannot demonstrate a five year supply of deliverable housing sites. Other policies in the development plan that are relevant to the application remain up-to-date and are referenced in these comments.

Relationship to the adopted Development Plan

Limits to development: 'Saved' Policy EN13 sets out the categories of development that may be permitted outside the limits to development. The proposal does not fall within any of the categories. The proposal is contrary to Policy EN13.

The Spatial Strategy: Point 1 of Core Strategy Policy 1 (CS1) The Spatial Strategy, states that ' In general, new development will be located within the conurbation, to assist with reducing the need to travel'. The proposal is contrary to Policy CS1.1.

Sustainable transport and travel: The proposal will need to be assessed in relation to Core Strategy Policy 2 (CS2) - Sustainable Transport and Travel. Point 1 of the policy states 'Accessibility will be improved and transport choices widened, by ensuring that all new development is well serviced by an attractive choice of transport modes, including public transport, footpaths and cycle routes, fully integrated into existing networks, to provide alternatives to the use of all private vehicles and promote healthy lifestyles'

Sustainable living and climate change: The proposal will need to be assessed in relation to Core Strategy Policy 3 (CS3) Sustainable Living and Climate Change. The 1st bullet point of point 8 of Policy CS3 states that proposals will 'Make a positive contribution to the local area, by protecting and enhancing important environmental assets, biodiversity and geo-diversity, 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'. This policy is also relevant to landscape and visual impacts which are the next discussion point.

Landscape and Visual Impacts: The Stockton-on-Tees Landscape Character Assessment and Capacity Study (July 2011) provides the evidence base to consider the proposal in landscape terms. The site is located in an area with low landscape capacity (Site SLCA0105 Landscape Capacity Assessment). Landscape capacity is the ability for the landscape to accommodate change without significant impact. The assessment for Landscape unit also states that it has high character sensitivity and high visual sensitivity.

It may be considered significant in this context that an Inspector in dismissing an appeal in 2008 for a proposed housing development on land adjacent to the neighbouring village of Redmarshall commented in his decision letter ' I consider that development on the scale envisaged would represent a significant intrusion into the countryside that would not only be harmful in itself but that would also narrow the present open gap between the village and Carlton' (Appeal Ref: APP/H0738/A/08/2064717).

Rural Affordable Housing Provision: Point 9 of Policy CS8 states: 'The requirement for affordable housing in the rural parts of the Borough will be identified through detailed assessments of rural housing need. The requirement will be met through the delivery of a 'rural exception' site or sites for people in identified housing need with a local connection. These homes will be affordable in perpetuity.' The supporting text for the policy states that a rural exception site is 'specifically for affordable housing'. The proposal is for a mix of market and affordable housing. Therefore the proposal is contrary to Policy CS8.9. However, Policy CS8.9 pre-dates the NPPF. The NPPF gives Local Authorities the power to allow 'some market housing' on rural exception sites to 'facilitate the provision of significant additional affordable housing to meet local needs'.

Relationship to the NPPF and the emerging Development Plan

The Regeneration and Environment Preferred Options: The Council has recognised that because of changing economic circumstances the housing strategy in the adopted Core Strategy will not deliver the housing requirement for the Borough. For this reason the Council decided to undertake a review of the strategy which was incorporated in to the draft Regeneration and Environment LDD preferred options consultation (2012).

Emerging Strategic Policy SP2 Housing Spatial Strategy: The policy sets out a site selection hierarchy which places sustainability at the heart of the site selection process. This follows a sequential test approach, which prioritises sites in the following order: Core area sites; The wider conurbation; Adjacent to the conurbation; New sustainable settlements; Village sites

Policy H3 Housing Mix and Affordable Housing Provision: Point 10 of the policy repeats Point 9 of Core Strategy Policy 8 (see paragraph 23 above) but adds 'Planning applications should be supported by robust evidence of deliverability'.

The weight to be attached to emerging policies: There have been some objections to the policies. In the context of the statement in paragraph 216 of the NPPF, only limited weight can be attached to these policies.

Relationship to the evidence base

The 2013 Stockton-on-Tees Rural Housing Needs Assessment: 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.

Specifically in relation to Carlton, the study shows an annual net affordable housing shortfall of 13 dwellings.

the proposal would deliver 13 affordable homes. This represents affordable housing provision of 33%. This is a significant material consideration in support of the application.

The 2012 Planning the Future of Rural Villages Update: The site is located adjacent to the village of Carlton which has numerous services and facilities located within the village and an hourly bus service to services and facilities within the conurbation. 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. 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. Carlton Village is identified as a tier 2 village within the latest update of the study undertaken in 2012.

The proposal is located outside of the development limits for the village but it is evident that prospective residents would have the same level of access to the services and facilities as those currently within the village. There is a need to update the Planning the Future of Rural Villages in Stockton-on-Tees Borough study to reflect changes in services and facilities available to the rural villages. However, there do not appear to be any changes to the services and facilities available to the residents of Carlton.

The need for market housing in Carlton

The NPPF provides local planning authorities with the opportunity to consider whether village extensions would contribute to meeting rural housing need. However, the Government is 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 conurbation; that is to say the rural part of the Borough is not a 'deeply' rural area.

Summarising comments

The starting point for consideration of the application is the adopted development plan. The application is contrary to the adopted development plan. However, the Council accepts that it is not able to demonstrate a five year supply of deliverable housing sites with a 20% buffer added. Paragraph 47 of the NPPF stresses the importance the Government attaches to boosting significantly the supply of housing and paragraph 49 of the NPPF sets out that where a five year supply cannot be demonstrated, relevant policies for the supply of housing should not be considered up to date.

The 2nd bullet point of paragraph 14 of the NPPF makes clear that where the development plan is absent, silent or out-of-date, planning permission should be granted unless any

adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of the NPPF taken as a whole.

The benefits of the application within a housing context are that it would boost significantly the supply of housing; if implementation begins within a five year timeframe it would make a contribution towards the five year supply of housing and the provision of affordable housing would contribute to addressing the need for affordable housing in Carlton demonstrated by the 2013 Rural Housing Needs Assessment. Boosting the supply of housing is a key national priority.

Turning to the potential adverse impacts, the proposal is contrary to the following adopted development plan policies:

'Saved' Local Plan Policy EN13

Point 1 of Core Strategy Policy 1

Point 9 of Core Strategy Policy 8

The case officer will need to consider whether the proposal is contrary to the following adopted development plan policy:

Point 1 of Core Strategy Policy 2

Point 8 of Core Strategy Policy 3

Policy CS8.9 restricts rural exception sites to affordable housing. However, the weight that can be attributed to this is reduced by the NPPF emphasis on meeting in full the objectively assessed need for market and affordable housing and by the NPPF allowing local authorities to consider using market housing to facilitate the delivery of affordable housing. A local need has clearly been identified by the 2013 Rural Housing Needs Assessment. The case officer will need to consider whether the market housing is required to deliver this. The case officer will need to consider the proposal in a landscape and visual context including the degree of harm to maintaining the separation of the settlements of Carlton and Redmarshall.

The ability of Carlton to adequately support development on this scale will clearly be a key aspect of the case officer's assessment. This relates to Policy CS1.1 and Policy CS2.1 and to the 11th bullet point of paragraph 17 of the NPPF which requires significant development to be focused in locations which are or can be sustainable.

12. Head of Technical Services

Executive Summary: This memorandum provides an update report following additional information provided by the applicant and a reduction in number of residential dwellings from 39 to 36. Subject to the following the Head of Technical Services would have no highway objection to the development. A highway mitigation package being agreed, to make this development acceptable in transport terms, as follows:

Section 278 works: The creation of an access into the site and works associated with the relocation of the existing bus shelter on Kirk Hill.

Section 106 Contributions: A contribution (£97,500) towards highway improvements in the West Stockton area.

Conditions: A Construction Traffic Management Plan must be submitted and agreed with the Highway Authority prior to development commencing on the site.

The Head of Technical Services notes that without the presence of existing hedgerows and required buffer planting the site would be highly visible and would lead to a reduced separation between the villages of Carlton and Redmarshall. This may lead to a coalescence of settlements as noted in the inspector's decision for housing at the Stables at Kirk Hill Redmarshall in 2008.

It is considered however that the latest landscape plan ref c-1112-01 Rev J provides for acceptable landscape buffers around the site most notably on the western and southern boundaries. The layout of the site is also considered acceptable in landscape terms although larger trees are requested for the tree lined road into the estate. Details of the management of the landscape buffers and other open space within the development should be provided.

Highways Comments: The proposed development is a full application for the construction of 36 dwellings in the village of Carlton. The development should be designed and constructed in accordance with the Council's Design Guide and Specification (Residential and Industrial

Estates Development) current edition and Supplementary Planning Document 3: Parking Provision for New Developments (SPD3).

Access: The access into the proposed development is located on the south side of Kirk Hill. Kirk Hill is subject to a 30mph limit but approximately 85m to the west of the site the road is rural in nature and subject to national speed limit (60mph). A kerb build out and traffic signs are located where the speed limit changes to advise drivers of the change in speed limit upon entering the village. The access appears to be located at the point of an existing farm access and the boundary planting is set back to provide a visibility splay for vehicles on exiting the site. The applicant has provided a plan of the development access with the visibility splay shown (2.4m x 43m) to confirm adequate visibility can be achieved for those exiting the proposed development. A bus stop and shelter located to the east of the proposed access needs relocating to maintain the visibility splay. The changes to the bus stop would need to be agreed with the bus operators and the Highway Authority as part of the Section 278 Agreement to deliver the access works and all costs for relocating the bus stop would have to be met by the applicant. If approved, the access road and internal roads would need to be constructed in accordance with the Council's Design Guide and Specification. The applicant would need to enter into a Highways Act Section 38 Agreement for the highway and footpaths which are to become highway maintainable at the public expense.

Layout: The proposed site plan is shown on Drawing 200-01 Rev 24. The access road would be 5.5m wide with a 2m wide footway on both sides of the road. Internal roads would be at least 4.8m wide with a footway on at least one side. Car and cycle parking must be provided for each dwelling in accordance with SPD3. On a greenfield site such as this the Council would expect the development to meet the parking standards which requires two spaces for three bedroom dwellings and three spaces for four bedroom dwellings. One space per affordable unit is acceptable in accordance with the parking standards but it is generally requested that sufficient space be provided within the layout to allow for the construction of a second parking space if the tenure of the social rented properties changes in the future. Each incurtilage parking space should be 6 metres in length to ensure that parked cars do not overhang the footway.

Similarly, in accordance with SPD3, a garage can only be counted as a parking space if it meets the minimum internal dimensions of 6m x 3m. Plans have been provided of the external garage dimensions which do meet the parking standards. The proposed layout for the 'Spruce' house type has now been amended, as shown on Drawing 400/15 Rev 1, to meet the minimum internal dimensions for a garage, and the sub-standard drive lengths have now been amended as shown on drawing 200-01 Rev 24. The parking provision shown on the current site layout is therefore now compliant with the requirements set out in SDP3. A plan has been provided showing vehicle tracking around the site to demonstrate large vehicles / refuse collection vehicles can manoeuvre within the proposed development. The access to the field, which is taken from the end of the carriageway between plot 9 and plot 16, should be dealt with as part of a section 38 agreement and should be constructed to adoptable standards. Should the application be recommended for approval, the need to provide and agree a Construction Management Plan with the Highway Authority should be secured by planning condition to minimise the impact of any construction works on the public highway.

Traffic Impact

The trip generation for the proposed development, which has been calculated for 39 residential dwellings as previously submitted, has been ascertained in the TA using average trip rates from TRICS, a national trip generation database. The trip rates and associated trips are shown in Table 1.

Table 1: Trip Rates and Trips

		Arrivals		Departures	
		Trip Rate	Trips	Trip Rate	Trips
Weekday	AM	0.169	7	0.380	15
Peak Hour					

Weekday Peak Hour	PM	0.363	14	0.213	8
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Whilst the principle of obtaining average trip rates from TRICS is acceptable, the sites selected are not all comparable with this proposed development and many are situated in more urban locations. Carlton Village has limited local facilities and just an hourly bus service and therefore it is anticipated that the majority of trips to and from the site are likely to be made by car.

Given the concerns raised by Technical Services about the average trip rates applied in the TA (and shown in Table 1), 85th percentile trip rates have been derived and presented in an updated Technical report (*Note of Traffic Impacts, White Young Green, June 2014*). Based on the 85th percentile rates, the development of 39 dwellings is forecast to generate 33 trips in the morning peak (11 inbound / 22 outbound) and 31 trips during the evening peak (22 inbound / 9 outbound).

Taking into account the reduced number of dwellings the forecast trip generation would reduce to 30 trips in the morning peak (10 inbound / 20 outbound) and 28 trips during the evening peak (20 inbound / 8 outbound). Although no traffic count data for the village has been provided, the proposal to serve the site via a priority junction with Kirk Hill is considered to be suitable for the scale of development proposed. However, the impact on the wider local network was not assessed in the TA. The traffic distribution in the TA assumed that 70% of trips would access the site to and from Letch Lane which in turn connects to Harrowgate Lane. The remainder would use Drovers Lane which connects to Darlington Back Lane.

Both Harrowgate Lane and Darlington Back Lane are included within an AIMSUN traffic model developed by the Council for the West Stockton area. Housing growth is forecast in the West Stockton area and given existing traffic issues at local junctions the traffic model has been developed to ascertain how much housing growth can be accommodated and what highway improvements would be necessary to accommodate the development.

The base conditions in the AIMSUN model have been validated and a Local Model Validation Report and Forecasting Report are available for review upon request. The outputs from the AIMSUN model suggest the network is experiencing congested traffic conditions in the baseline scenario and therefore any additional traffic travelling through the scope of the modelled area would need to be mitigated.

The updated Technical Note (*Note of Traffic Impacts, White Young Green, June 2014*) reviews the traffic distribution in more detail to ascertain the impact this development would have on the West Stockton area and determine if any contribution from this development would be necessary. Using journey to work Census data the distribution of trips is as follows:

Stockton (53.5%) - distribution split between Drovers Lane / Darlington Back Lane to Elton Interchange and Letch Lane to A177 Durham Road

Middlesbrough (17.6%) - Drovers Lane – Elton Interchange

Hartlepool (9.2%) – Letch Lane – A177 Durham Road

Billingham (7.3%) – distribution split between Letch Lane and Holms Lane

Redcar (6.7%) - Drovers Lane – Elton Interchange

Darlington (5.7%) - Drovers Lane – Elton Interchange

Based on the above distributions, the overall impact would result in approximately 40% of trips travelling through the A177 Durham Road / Harrowgate Lane roundabout junction (Horse and Jockey) and 57% of trips travelling through the Darlington Back Lane / Yarm Back Lane junction; a total of 97% of trips passing through the West Stockton area. In terms of traffic counts, the development would add a further 17 trips to the Darlington Back Lane / Yarm Back Lane junction and 12 trips to the Horse and Jockey roundabout junction during the morning peak. The Technical Note advises that these numbers are low and within the daily variation of traffic and the additional trips would not therefore have a noticeable impact on existing operating conditions.

However, this development does send 97% of traffic through the West Stockton modelled area where it has been identified that the base network is congested and improvements are necessary to provide capacity to accommodate additional traffic. It therefore is reasonable

to request that this development contributes towards the improvements from which 97% of future trips linked to this development would benefit.

The development is forecast to generate 30 trips on the network during the morning peak; 97% of this would amount to 29 trips. The West Stockton model is based on 2500 additional houses which are forecast to generate 1431 trips on the network during the morning peak. The 29 trips from this development amounts to a 2% increase in traffic through the modelled area. The package of infrastructure measures that has been developed to support the forecast local growth (junction improvements at the Darlington Back Lane / Yarm Back Lane junction, Elton Interchange and the Horse and Jockey roundabout) is anticipated to cost approximately £6 million. Based on a 2% impact at the junctions, the contribution required would be £120,000. Prior to the submission of the Technical Note a contribution of £97,500 from this development was requested by Technical Services. Based on the further analysis, it can be demonstrated that the request for £97,500 towards the delivery of infrastructure in the west Stockton area is reasonable as it is relative to the scale of the overall development impact and the infrastructure is necessary to accommodate the development.

Sustainable Transport

The site layout provides a footway connection that links the access road to the existing pedestrian footway on Kirk Hill. This provides a link to the village centre and the bus stop.

From 31 March 2014 the number 6 bus service referred to in the Transport Statement was replaced with the number 84 Leven Valley service. This provides an hourly link to Stockton town centre via North Tees Hospital and Stockton Railway Station during the daytime.

The quantum of development on this site does not warrant a Travel Plan. However, it is recommended that the development provides welcome parks for new occupants which provides details of sustainable travel options (bus timetables / cycle route map) to encourage sustainable travel behaviour from the outset of the development.

Summary: Head of Technical Services would have no highway objection to the development subject to the development providing a contribution towards highway improvements in the west Stockton area. The local highway network is currently congested and subsequently this development must contribute towards highway infrastructure to mitigate the impact of development traffic. This mitigation should be secured via a Section 106 contribution.

Landscape & Visual Comments

Development Proposal: The proposed development is for 36 residential dwellings and open space on the south western edge of Carlton Village.

Landscape Character: The proposed development site takes in two arable fields, a smaller one to the north and part of a larger field to the south. The northern site boundary is formed by a deciduous hedge containing several mature trees alongside a post and rail fence and follows Kirk Hill Road. The western site boundary is comprised of a thick mixed species deciduous hedge which is featured as an 'ancient hedgerow' in a hedgerow survey conducted by the Wildflower Arc in 2006. The southern edge of the development finishes in the middle of the larger field but the southern edge of this field is enclosed by a stock proof fence. The eastern site boundary of the smaller field is formed by the access drive and garden of High Farm House and a mixed species deciduous hedge and post and rail fence forms the eastern boundary of the larger field.

The topography of the site presents a generally level appearance with the land rising slightly to High Farm House on the eastern edge of the site.

The site forms part of a larger site designation in the Stockton Borough Council Landscape Character Assessment and is classed within an area of high landscape and visual sensitivity with a low capacity for appropriate development. It is located within the West Stockton Rural fringe character area.

The site lies outside the village limits for development. A public right of way, footpath ref. Carlton FP 7 runs just to the east of the site.

The Landscape and Visual Appraisal (LVIA); A landscape and visual baseline study has been undertaken of the site to assess the broad landscape and visual issues likely to arise from the development of the site. Although not a full Landscape and Visual Impact Assessment it adheres to the principles for methodology and assessment as set out in the

Guidelines for Landscape and Visual Assessment (third edition). A number of potential visual receptors have been identified as part of this report and are assessed as follows. The photographs of the site were taken in December when there is no or at best very limited leaf cover and therefore can be considered to represent the worst case scenario in terms of the filtering effect of trees and hedgerows.

Viewpoint 1 is taken from Kirk Hill Road traveling east toward the site from Redmarshall. The viewpoint demonstrates that the site is not visible from this location being hidden by dense roadside hedging and trees. The Head of Technical Services agrees with this statement.

Viewpoint 2 is taken from the public footpath opposite the site on Kirk Hill road. Key receptors for this viewpoint would be the footpath users using Kirk Hill road and the residents opposite on the Green Leas Estate that face the site. Views of the site would be filtered by the roadside hedge and of the wider site to the south by a gentle ridgeline that effectively limits the southern extent of the view. As the current layout stands, views would be afforded mainly of the open space in the scheme and the visual impact on the current view of the site would be considered medium. The Head of Technical Services agrees with this statement but notes views would be permitted where the new vehicular access is proposed.

Viewpoints 3 and 4 are taken from the public footpath ref. Carlton FP 7 that runs close to the site near the eastern boundary hedge. Viewpoint 3 is taken from the adjacent field. The view of the site to be developed is partly filtered by the existing eastern boundary hedge, but views would be gained of 2 story development above the hedge. Although the existing development in Carlton Village would be seen in this view the houses in this development would encroach into the rural setting, extending into the countryside. Views of the site would be softened by an existing hedge but this should be supplemented by additional planting to create a greater landscape buffer than currently exists. The LVIA considers that the visual impact would be medium, but the Head of Technical Services disagrees and considers the visual impact to be high, changing the view from one of a rural field to housing. Viewpoint 4 is taken from where the public footpath near where it meets Letch Lane and again shows how the development would encroach into the rural setting in the wider view.

Viewpoint 5 is taken from public footpath ref. Carlton FP 7 near Hill House Farm looking North West from the southern edge of the site at almost 1km distance from the site. The view is taken from a highpoint on the footpath. It shows an expansive view set within a predominantly agricultural landscape and the application site is visible at the southern edge of Carlton Village although views are partly filtered by intervening trees and hedges. There would be a fairly clear view of the built development on the site and although it could be seen as a small visual extension to the existing village the LVIA considers that the visual impact would be medium. The Head of Technical Services agrees with the applicant's assessment in that the visual impact would be medium, but considers that the impact requires mitigation in the form of landscape buffers on the southern edge of the site to soften views of the development.

Viewpoint 6 is taken from Drovers Lane near Hill House Farm looking north at an elevated position at almost 1km distance from the site. The proposed development site can again be seen within the agricultural landscape and although the western boundary hedge would filter views of the lower part of the development, upper storeys and the roofscape would be visible at the edge of Carlton Village. The LVIA considers that the visual impact would be low but the Head of Technical Services disagrees with this view considering the impact to be medium. This view again demonstrates the need for the inclusion of landscape buffers on the western edge.

Viewpoint 7 is taken from Drovers Lane next to the reservoir as a longer distance view of approximately 1.5km looking North West toward the site. Carlton village is just visible in the view although the topography and intervening hedgerows mean that only small sections of the village are discernable. It is possible some of the roofscape on the development site could be visible but in a distant view only. The LVIA considers that the visual impact would therefore be considered to be low and the Head of Technical Services agrees with this statement.

Another distant view of the site is shown as Viewpoint 8 taken from public footpath ref Redmarshall FP 3 at almost 2 km distance from the site looking north east. The view is taken from an elevated position on the footpath looking across an agricultural landscape toward the site. However tree cover to the west of the site screens the views of the site so that it is not visible. The Head of Technical Services agrees with this statement.

Viewpoint 9 is a long distance view taken from Folly Bank looking east toward the site at a distance of nearly 3.5 km. Carlton Village and the site are not visible from this location due to the intervening landform and vegetation cover. The Head of Technical Services agrees with this statement.

Viewpoint 10 represents a long distance view of approximately 2.5 km from the electricity substation off Letch Lane looking west toward the site. Extensive vegetation blocks views of the site. The Head of Technical Services agrees with this statement.

Where the Head of Technical Services considers that the assessment of these views demonstrate the need for landscape planting buffers to mitigate the visual impact of the development, the details of this mitigation are described further in the section commenting on the detailed landscape plan.

Landscape impacts and site mitigation: The village of Carlton is set within a wider agricultural landscape of associated field units and boundary hedges. The landscape character of the site itself is largely derived from its boundary hedges and hedgerow trees. It is considered that without appropriate mitigation the landscape character of the area would be substantially changed from one of an agricultural field to one of built development. However Stockton Borough Council Landscape Character Assessment lists this site within a larger area of high landscape and visual sensitivity with a low capacity for appropriate development and as such a landscape buffer would be required to soften any proposals as follows:

Where the new access road is proposed off Kirk Hill part of the existing hedge would have to be removed and at this point views of the proposed housing would be glimpsed. These glimpsed views of new houses are considered acceptable in this edge of settlement location retaining the existing village character where houses nestle among tree clumps and hedgerows. This hedgerow is over 4m in height. However, its reduction in height to 2m would be acceptable due to the benefit of distance from the road to the proposed houses and the intervening trees that are proposed as part of this application, which on maturity would increase the quality of the separation between housing located on The Crescent and this development site.

Redmarshall Village lies to the west and this development would narrow the gap between the two rural villages. The western edge of the proposed development is defined by the existing field hedgerow which is shown on the landscape plan ref c-1112-01 Rev J. The study of the visual impacts of the proposed residential development, including the additional addendum information provided to the LVIA dated 23/6/14, highlights that in order to screen this western edge of the development where it would face open countryside and to maintain the visual gap between the two villages, a landscape buffer of 3m is proposed in the form of a wide hedge of native planting. This buffer, which includes evergreen shrubs (native Holly at 30% of the mix) and hedgerow trees, would assist in mitigating the views of the proposed development in particular winter views following leaf fall of deciduous trees. It is considered that the buffer is acceptable regarding the estate layout and any perceived shading of the rear gardens. This buffer is in addition to an existing hedge which is located on land outside the Red line boundary. Whilst this hedge should be retained, its retention cannot be conditioned.

The southern edge of the site faces open countryside and in order to mitigate views of the proposed residential development a landscape buffer is proposed. This buffer is shown on the landscape plan ref c-1112-01 Rev J and is comprised of native planting at 15-18m width with a 4m width of lower planting facing the rear gardens of plots 9 and 16-23. This buffer is considered acceptable to soften views of the development from the south.

On the Eastern boundary the landscape plan ref c-1112-01 Rev J proposes a hedgerow of 1.5m width abutting an existing hedge located on land outside of the Red line boundary. This mitigation on maturity together with the proposed tree planting in the open grasses area is considered acceptable to filter views of the proposed development that would be

afforded from walkers using the public right of way (footpath ref. Carlton FP 7 which runs to the east of the proposed residential development).

Details of how the southern and eastern landscape buffers are to be managed should be provided and they should form part of the landscape management company agreement to ensure the long-term retention within the development.

Landscape Proposals: Comments are made regarding the detailed Landscape plan ref c-1112-01 Rev J as follows;

The shrubs and tree species chosen and landscape specification are generally acceptable subject the following comments;

A larger tree size of 16-18cm girth must be used for the Lime trees that form an avenue into the estate (for greater vandal resistance and greater visual effect) rather than the 12-14cm girth trees specified.

Management details for the planting within open spaces outside of private gardens should be submitted.

Enclosure: The site boundary treatments plan drawing ref 200:3 rev 12 shows a 1 metre high metal estate railing fence (painted black) around the southern, eastern and western site boundaries which is considered acceptable. The other enclosure details are also acceptable.

Hard Landscaping, Street Furniture, Lighting: Hard landscaping, Street Furniture and Lighting would be required to be conditioned.

Existing Site Trees: A tree survey has been carried out for the site. Several of these trees including a tree group are protected by Tree Preservation Orders (TPO). The survey highlights the poor declining condition of the Ash Trees in the hedge along Kirk Hill on the northern boundary of the site. The councils Tree Officer confirms the poor quality of these trees and there are no objections to their felling but suggests that stumps could be left within the hedgerow for biodiversity purposes. The Ash trees are highly likely to be bat roosts so an ecological survey should be carried out to assess this before they are felled. Replacement trees such as Lime or Oak to which the TPO designation would be transferred, should be planted along the hedge within the open space.

The existing trees around High Farm on the eastern edge of the site are good quality trees adjacent to open space within the development with the exception of the Horse chestnut T1. Part of this tree would overhang a proposed garden and a tree protection barrier as shown in the tree survey should be erected around the root protection area of the tree during site construction in line with BS 5837:2012.

Open Space Provision : The development allows for an area of open space at the entrance to the site on the northern part of the site. As a result of potential archaeological interest almost one third of the site area is allocated as open space which allows for play facilities and seating areas for community use for the village. This is deemed acceptable open space provision for the development.

Maintenance : The open space areas including the landscape buffers and any Sustainable Drainages areas (SUDs) will have to be maintained and managed in perpetuity (25 years). SBC may consider the open space for Title Transfer but the landscape buffer would have to be maintained through a management company or other appropriate organisations as deemed acceptable by the LA.

As already mentioned management plans for the landscape buffers and open space landscaped areas is required.

A condition should be added to any recommendation for approval that requires the reserved matters application to provide long term management proposals for the POS on this site a period of 25 years.

Environmental Policy: The application is proposing to use renewables. PV panels are proposed providing 2.08kWp to 13 of the dwellings, predicted to result in a 10.28% reduction in carbon emission. However, Code for Sustainable Homes Level 3 is proposed whereas Core Strategy Policy 3 (CS3 – Sustainable Living and Climate Change) requires Level 4.

Whilst LZC technologies offer just over 10% carbon reduction the application does not comply with planning policy by offering Code for Sustainable Homes Level 3 instead of the required Level 4. Code for Sustainable Homes Level 4 compliance is required.

Flood Risk Management: The proposed development site is situated within flood zone 1. The development must not increase the risk of surface water runoff from the site or cause any increased flood risk to neighbouring sites. Any increase in surface water generated by the development or existing surface water/groundwater issues on the site must be alleviated by the installation of appropriate sustainable drainage systems within the site. The discharge rate from any new development should be restricted to existing greenfield runoff rates, with sufficient storage within the system to accommodate a 1 in 30 year storm event as an absolute minimum.

The drainage system must be designed to ensure that storm water resulting from a 1 in 100 year event and surcharging the drainage system can be stored on site without risk to people or property and without overflowing into drains or watercourse. The flow paths for the 1 in 100 year flooding event is also required to identify where flooding may occur.

Full design details of the surface water management scheme and calculations showing how the drainage system will perform in a 1 year, 30 year and 100 year storm event and again over the same periods with a 30% allowance for climate change. Micro Drainage design files (mdx files) are required to be submitted for approval.

Condition : Surface water discharge from this site shall be flow regulated so it does not to exacerbate flooding problems elsewhere in the catchment, therefore, final details of an appropriate surface water drainage solution should be submitted to and approved by the local authority before any construction works can commence. Discharge rates from the site will be restricted to the existing greenfield runoff rates. The drainage design must have sufficient storage within the system to accommodate a 1 in 30 year storm. The design of the site shall ensure that storm water resulting from a 1 in 100 year event plus climate change surcharging the drainage system can be stored in site without risk to people or property and without overflowing into drains or watercourse. Micro Drainage design files (mdx files) are required to be submitted for approval. The flow paths for the 1 in 100 year flooding is required to identify where flooding may occur.

Reason: To ensure the site is developed in a manner that will not increase the risk of flooding from surface water disposal.

Informative

CONSTRUCTION OF HIGHWAYS FOR NEW DEVELOPMENTS

The works may or may not require alterations or extensions to the existing adopted highway.

Where a development involves works requiring either improvement or alteration to the existing highway, the Developer may be required to enter into an agreement with the Council as Highway Authority under Section 278 of the Highways Act 1980. This requirement often occurs as a condition on the grant of planning permission.

As part of the new Development you may wish the Council to adopt highways (including carriageways, footways, verges, cycleways, highway drainage and street lighting) which would then be maintainable at public expense. In order to achieve this you would be required to enter into an agreement with the Council as Highway Authority under Section 38 of the Highways Act 1980.

The Council would only consider adoption provided any highways are designed and constructed in accordance with the 'Design Guide and Specification for Residential and Industrial Estates' which can be downloaded from the Stockton Council website.

It is important for Developers to appreciate that obtaining a planning consent does not imply that a layout is suitable for adoption or give permission to work on an adopted Highway.

It is recommended that the Council is consulted about any of the above at an early stage as the Council are unlikely to adopt the highway without the Developer entering into a Bond with the Council for inspecting the construction and short term maintenance of the proposed highway at regular intervals.

DAMAGE TO HIGHWAY VERGE

The Developer is reminded that it is an offence to cause damage to the Highway or to deposit any item on the Highway that causes a nuisance or danger. Any damage to the Highway caused by the development must be repaired at the developer's expense. The Highway Authority will seek, wherever possible, to recover any expenses incurred repairing

the Highway surfaces and prosecute persistent offenders. (Highways Act 1980 sections 131, 148, 149).

The developer should contact the Care For Your Area Highway technicians prior to any works on site to arrange an inspection of the Highway surfaces fronting the development.

CONSTRUCTION DELIVERIES

It should be ensured that, during construction, deliveries to the site do not obstruct the highway. If deliveries are to be made which may cause an obstruction to the highway then early discussion should be had with the Highway Authority on the timing of these deliveries and measures that may be required so to mitigate the effect of the obstruction to the general public.

13. Head of Housing

The Strategic Housing Market Assessment (SHMA) 2012 has identified an annual affordable housing need in the borough of **560** units, with the majority of need being for smaller properties. In addition the Stockton Rural Housing Needs Assessment (SRHNA) 2013 identified an annual affordable housing need in rural locations within the borough of **132** units, again with a majority of need being for smaller properties.

Core strategy Policy 8 (CS8) – Housing Mix and Affordable Housing Provision states *“Affordable housing provision within a target range of 15 – 20% will be required on schemes of 15 dwellings or more and on development sites of 0.5 hectares or more. Offsite provision or financial contributions instead of on site provision may be made where the Council considers that there is robust evidence that the achievement of mixed communities is better serviced by making provision elsewhere”*

In line with the need identified in the SHMA 2012 and Policy CS8 as outlined above there is a requirement for between 15% and 20% of the total housing numbers to be provided as affordable housing across the Borough.

It is noted from the amended plans that the applicant is now proposing the following:

36% of the total scheme units will be affordable, based on a scheme of 36 units this equates to 13 affordable units;

Affordable housing will be split between 30% intermediate (4 units) and 70% rented (9 units) tenures;

Delivery of 2no 1 bedroom houses; 3no 2 bedroom houses; 3no 3 bedroom houses and 6no 2 bedroom bungalows.

The above exceeds Council borough-wide policy target range set out in CS8 and would provide 100% (13) of the affordable housing requirements in Carlton identified in the (SRHNA) 2013 over the 5 year period 2013 – 2018. The proposal will make a significant contribution towards addressing affordable housing provision for people in the borough and the rural locality. In light of this Housing Services would have no objections to this application.

The affordable units should be provided on site unless the developer can provide robust evidence that the achievement of mixed communities is better serviced by making provision elsewhere. Affordable housing provision with a tenure mix different from the standard target will only be acceptable where robust justification is provided. This must demonstrate either that provision at the target would make the development economically unviable or that the resultant tenure mix would be detrimental to the achievement of sustainable, mixed communities.

Space standards – the Council would expect all affordable housing units to meet the Homes and Communities Agency's Level 1 Space Standard or such national standards prevalent at the time of the determination of the application.

14. Carlton Parish Council

Carlton Parish Council objects to this application. Its objection is on the grounds that the proposal is contrary to the Local Plan, being outside the limits to development set for the village. Also, the Local Authority's plans have established that expansion of the village is unsustainable due to the absence of services including schools, shops and medical services and the application proposes a considerable expansion of the village without addressing these issues in any way. Furthermore, by proposing development outside the

limits established for the village, the application would set a precedent for further uncontrolled development in a rural location. The Parish Council has made every effort to ensure its response to this application accurately reflects the views of the people who live in Carlton. A very simple questionnaire was delivered to every home in the parish to which 30% of households responded. 82% of the respondents objected to the development, 10% supported it and 8% would have supported a smaller development. On this basis, the Parish Council hopes that the Planning Authority can be made aware of the depth of local opposition to the proposal and can also note how much the response contrasts with the information presented in the applicant's Statement of Community Consultation.

15. Redmarshall Parish Council

Redmarshall Parish Council objects to this application on the grounds that it is outside the limits for development for Carlton and that the expansion of the village is unsustainable due to the lack of services i.e. transport, shops, health services and schools as recognised in several SBC Plans. If this application were successful then it would contribute to increased use of private cars on secondary roads and associated environmental pollution due to lack of public transport. It should also be noted that recent applications by residents of Redmarshall and Carlton for their children to attend their 'Zoned' school (Egglescliffe Secondary School) were not successful due to over capacity. In addition, the proposed development would set a precedent for further uncontrolled development in a rural location. The application does not address any of these issues.

16. Stockton Police Station - Stephen Davies

Legislation and National Planning Guidance: National Planning Guidance states that designing out crime and designing in Community Safety should be central to the planning and delivery of new developments. Section 17 of the Crime and Disorder Act 1998 requires all Local Authorities to exercise their functions with due regard to their likely effect on crime and disorder and do all they reasonably can to prevent crime and disorder

Secured by Design: Secured by Design is a Police initiative to guide and encourage those engaged within the specification, design and build of new homes and commercial premises to adopt crime prevention measures in these new developments. The principles of Secured by Design have been proven to achieve a reduction of crime risk by up to 75% by combining minimum standards of physical security and well tested principles of natural surveillance and defensible space.

Crime Pattern Analysis: This can be provided if required.

Access and Movement: The aim is to create places with well-defined routes, spaces and entrances that provide for convenient movement without compromising security.

The Development meets this requirement

Structure: The structure of a development is in a way it is laid out, to minimise conflict between different uses and avoids creating "dead spaces" that can be under used or ill cared for.

The Development meets this requirement

Surveillance: Crime and anti-social behaviour are more likely to occur if criminals can operate, including travelling to and from a location, without the fear of been seen. No apparent problems with surveillance ensure any proposed tree planting does not conflict with street lighting and does not reduce natural surveillance.

Ownership: Clear demarcation between private and public space gives people the opportunity to personalize their own space. Crime and anti-social behaviour are more likely to occur if it is unclear whether the space is public or private

Entrance to the development would benefit from a rumble strip or change of road surface to help limit access/use to residents and visitors.

Physical Protection: Crime and ant-social behaviour are more likely to occur if the target hardening measures such as doors, windows and gates set out by Secured by Design are not selected to be appropriate to the security of the building and to the crime risk faced

Door Security: Should be certified to PAS24:2012, STS201 issue4:2012, LPS1175 Issue7:2010 Security Rating 2 or STS 202 Issue 3:2011Burglary Rating 2.Any glazing within the door must have one laminated pane meeting the requirements of BS

EN356:2000class PIA. A door chain or limiter should be fitted along with door viewer between 1200mm and 1500mm from the bottom of the door.

Window Security: All ground floor windows and easily accessible windows should be certified to PAS24:2012

Security Lighting to Dwellings: Lighting is required to illuminate all external doors, car parking and garage areas. Lighting must be provided by using a photo electric cell with a manual override.

Intruder Alarms a 13amp non fused switched spur, suitable for an alarm system must be installed. If the full system is installed it shall comply with BS EN50131&PD6662 wired system or BS6799 wire free system

Boundaries: I would recommend that Plots 1-33 that have boundaries to rear gardens that back onto open ground have additional protection of a 200mm boxed trellis topping. The horizontal support rail must be fitted on the private side of the fence. Use of horizontal wiring to boundaries will help to prevent damage to fence. Access gates to the side of dwellings must be the same height as boundary fencing and fitted as close to front building line as possible

Activity: Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times

The development meets this requirement

Management: Places that are designed with management and maintenance in mind to discourage crime in the present and the future. Landscaping in public areas should be maintained and the area kept free from litter to give the impression is cared for.

Valuable Metal Theft: Although not an Secured by Design requirement I would recommend where possible to use replacement materials instead of valuable metals particular easily accessible copper and lead which will be at high risk of been targeted.

The footpath to the rear of plot 15: should be protected by a gate which must have a key operated lock operable from both sides. The gate must be placed at the entrance of the footpath and be a min 1.8m in height. If Secured by Design accreditation is required then the following addition requirements must be complied with

Street Lighting: All lighting to roads and footpaths must comply with BS5489:2013 with uniformity of lighting to a minimum 0.25Uo and colour rendering achieving a minimum of 60%

Garage Security: Vehicle garage doors must be certified to LPS1175 Issue7:2010 Security 1 or STS202Issue 3:2011 Burglary Rating1. Alternatively if doors used are not certified to these standards then if a garage defender security device certified to Sold Secure Bronze level is fitted to the garage door this would be satisfactory.

Shed Security: If any proposed bicycle storage is proposed in sheds then sheds must be of the following standards. Min.38x50mm timber frame min11mm board for roof and floor no windows present use of coach bolts instead of screws, sold secure silver standard padlock to be used, bicycle anchor provided to Sold Secure Silver and securely fixed to the concrete foundation.

17. Private Sector Housing

The Private Sector Housing Division has no comments or objections to make on this application.

18. Environmental Health Unit

The preliminary contaminated land assessment shows that the risk of significant harm to human health is low, and recommends that further sampling is carried out to confirm the findings of the report. Therefore, whilst I have no objection in principle to the development, I would recommend conditions be imposed on the development should it be approved relating to possible land contamination and construction noise

19. Northumbrian Water Limited

In making our response Northumbrian Water assess the impact of the proposed development on our assets and assess the capacity within Northumbrian Water's network to accommodate and treat the anticipated flows arising from the development. We do not offer

comment on aspects of planning applications that are outside of our area of control. Having assessed the proposed development against the context outlined above NWL have the following comments to make:

NWL have provided the developer with a pre-development enquiry response dated 9th October 2013. In this response, we stated that an estimated foul flow of 4.14 l/sec can discharge into the 300mm diameter combined sewer at manhole 4607. We also stated that no surface water will be allowed to discharge into our network.

NWL would have no issues to raise with the above application, provided the application is approved and carried out within strict accordance with the submitted document entitled "Flood Risk Assessment". In this document it states that foul flows will discharge to the east of the site. It also states that surface water will discharge to Letch Beck. We would therefore request that the Flood Risk Assessment form part of the approved documents as part of any planning approval and the development to be implemented in accordance with this document.

For information only: We can inform you that a combined sewer crosses the site and may be affected by the proposed development. Northumbrian Water do not permit a building over or close to our apparatus and therefore we will be contacting the developer direct to establish the exact location of our assets and ensure any necessary diversion, relocation or protection measures required prior to the commencement of the development. We will be contacting the developer/agent directly in this matter, however, for planning purposes you should note that the presence of our assets may impact upon the layout of the scheme as it stands.

20. Tees Archaeology

The application site lies at the western end of the medieval settlement at Carlton. There are a number of earthworks in the northern field that were considered to represent deserted medieval properties. The developer was aware of this and I have had a good deal of pre-application involvement with scheme. I agreed a scheme of archaeological work on behalf of the local authority last year and this was implemented in October. The earthworks were recorded, a geomagnetic survey was carried out and several trial trenches were excavated. I can confirm that the archaeological report submitted with the application meets the information requirements of the National Planning Policy Framework (para. 128) with regards to physical impact on heritage assets of archaeological interest.

Despite the close proximity to the heart of the village and the presence of earthworks the results of the archaeological fieldwork were almost entirely negative. This suggests that the western limit of the medieval settlement did not extend into the development site. With regards to physical impact on archaeological remains I have no objection or further comments to make. Although I appreciate the efforts of the applicant to properly evaluate the site prior to determination I am concerned about the impact of the proposal on the setting of the medieval settlement of Carlton.

The village has the distinctive Norman form of two rows of properties, facing each other over either side of a village green. This village green is now enclosed as front gardens but is still fairly legible. Another characteristic of Norman villages are the long open property plots to the rear of the green. These are still apparent in Carlton and in particular on the southern side of the village. I am concerned that the current proposal will harm the rural character of the settlement which retains much of its medieval layout. Although Carlton is not a Conservation Area its medieval origins mean that the village itself is a heritage asset and the local authority should bear in mind the impact of the proposal upon its setting when considering the application (NPPF para 135).

21. The Environment Agency

The Environment Agency has no objections to the proposed development but wishes to provide the following information:

Environment Agency position: The proposed development will only meet the requirements of the National Planning Policy Framework if the following measure(s) as detailed in the Flood Risk Assessment submitted with this application are implemented and secured by way of a planning condition on any planning permission.

Advice for LPA/Applicant

Surface water run-off should be controlled as near to its source as possible through a sustainable drainage approach to surface water management (SUDS). SUDS are an approach to managing surface water run-off which seeks to mimic natural drainage systems and retain water on or near the site as opposed to traditional drainage approaches which involve piping water off site as quickly as possible. SUDS involve a range of techniques including soakaways, infiltration trenches, permeable pavements, grassed swales, green roofs, ponds and wetlands. SUDS offer significant advantages over conventional piped drainage systems in reducing flood risk by attenuating the rate and quantity of surface water run-off from a site, promoting groundwater recharge absorbing diffuse pollutants and improving water quality. Ponds, reedbeds and seasonally flooded grasslands can be particularly attractive features within public open spaces.

The variety of SUDS techniques available means that virtually any development should be able to include a scheme based around these principles and provide multiple benefits, reducing costs and maintenance needs.

Support for the use of SUDS approach to ensuring development does not increase flood risk elsewhere is set out in paragraph 103 of the National Planning Policy Framework.

Further information on SUDS can be found in;

The CIRIA C697 document SUDS manual

HR Wallingford SR 666 Use of SUDS in high density developments

CIRIA C635 Designing for exceedance in urban drainage - good practice

The Interim Code of Practice for Sustainable Drainage Systems. The Interim Code of Practice provides advice on design, adoption and maintenance issues and a full overview of other technical guidance on SUDS.

The Interim Code of Practice is available on our website at: www.environment-agency.gov.uk and CIRIA's website at www.ciria.org.uk

Disposal of Foul Sewage

The Sewerage Undertaker should be consulted by the Local Planning Authority and be requested to demonstrate that the sewerage and sewage disposal systems serving the development have sufficient capacity to accommodate the additional flows, generated as a result of the development, without causing pollution.

22. Natural England

Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development. The Wildlife and Countryside Act 1981 (as amended) The Conservation of Habitats and Species Regulations 2010 (as amended) Natural England's comments in relation to this application are provided in the following sections. Statutory nature conservation sites - no objection This application is in close proximity to the Whitton Bridge Pasture Site of Special Scientific Interest (SSSI). Natural England is satisfied that the proposed development being carried out in strict accordance with the details of the application, as submitted, will not damage or destroy the interest features for which the site has been notified. We therefore advise your authority that this SSSI does not represent a constraint in determining this application. Should the details of this application change, Natural England draws your attention to Section 28(1) of the Wildlife and Countryside Act 1981 (as amended), requiring your authority to re-consult Natural England.

Protected species: We have not assessed this application and associated documents for impacts on protected species. Natural England has published Standing Advice on protected species. The Standing Advice includes a habitat decision tree which provides advice to planners on deciding if there is a 'reasonable likelihood' of protected species being present. It also provides detailed advice on the protected species most often affected by development, including flow charts for individual species to enable an assessment to be made of a protected species survey and mitigation strategy. You should apply our Standing Advice to this application as it is a material consideration in the determination of applications in the same way as any individual response received from Natural England following consultation.

The Standing Advice should not be treated as giving any indication or providing any assurance in respect of European Protected Species (EPS) that the proposed development

is unlikely to affect the EPS present on the site; nor should it be interpreted as meaning that Natural England has reached any views as to whether a licence may be granted. If you have any specific questions on aspects that are not covered by our Standing Advice for European Protected Species or have difficulty in applying it to this application please contact us at with details at consultations@naturalengland.org.uk. Green Infrastructure The proposed development is within an area that Natural England considers could benefit from enhanced green infrastructure (GI) provision. Multi-functional green infrastructure can perform a range of functions including improved flood risk management, provision of accessible green space, climate change adaptation and biodiversity enhancement. Natural England would encourage the incorporation of GI into this development. Evidence and advice on green infrastructure, including the economic benefits of GI can be found on the Natural England Green Infrastructure web pages. Local sites If the proposal site is on or adjacent to a local site, e.g. Local Wildlife Site, Regionally Important Geological/Geomorphological Site (RIGS) or Local Nature Reserve (LNR) the authority should ensure it has sufficient information to fully understand the impact of the proposal on the local site before it determines the application. Biodiversity enhancements This application may provide opportunities to incorporate features into the design which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nest boxes. The authority should consider securing measures to enhance the biodiversity of the site from the applicant, if it is minded to grant permission for this application. This is in accordance with Paragraph 118 of the National Planning Policy Framework. Additionally, we would draw your attention to Section 40 of the Natural Environment and Rural Communities Act (2006) which states that 'Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity'. Section 40(3) of the same Act also states that 'conserving biodiversity includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat'. Landscape enhancements This application may provide opportunities to enhance the character and local distinctiveness of the surrounding natural and built environment; use natural resources more sustainably; and bring benefits for the local community, for example through green space provision and access to and contact with nature. Landscape characterisation and townscape assessments, and associated sensitivity and capacity assessments provide tools for planners and developers to consider new development and ensure that it makes a positive contribution in terms of design, form and location, to the character and functions of the landscape and avoids any unacceptable impacts.

23. Councillor Andrew Stephenson

I have received complaints about this development in Carlton, the grounds being that it is too large a development and would spoil the character of the village, would add extra traffic to the area, and also that the drains in the area are not up to dealing with any extra resident's. Therefore I ask for the plans to be rejected.

24. Northern Gas Networks

No objections to these proposals, however there may be apparatus in the area that may be at risk during construction works and should the planning application be approved, then we require the promoter of these works to contact us directly to discuss our requirements in detail. Should diversionary works be required these will be fully chargeable. We enclose an extract from our mains record of the area covered by your proposals together with a comprehensive list of precautions for your guidance

PUBLICITY

25. Neighbours were notified and comments received are set out below :-

26. Mr Mark Stabler, 4 Willow Bridge Close Carlton

We have a number of objections regarding the proposed development of 39 dwellings on a greenfield site within the village. We strongly feel that with the addition of any new dwellings

and roadways, the risk of flooding will increase significantly. Any excess rain water etc will be diverted into Letch Beck which currently struggles with high volumes of water during harsh weather conditions which we are experiencing more often over recent months / years. As a resident of Willow Bridge Close, we are in very close proximity to the beck and have grave concerns of flood risk to the development (Willow Bridge Close) and its houses. The very fact that Northumbrian Water are taking no responsibility for these issues is highly concerning. Stockton Borough Council are already planning market and affordable dwellings along Harrowgate Lane and Letch Lane which is in very close proximity to the village and the proposed Kirk Hill site. The quantity of which surely meets any future requirements / quotas for housing without the need for building more houses on a greenfield site. Any new development(s) within the village on greenfield sites, will be detrimental to the current village identity, character and environment. The village only has one bus serving the village community, and this has recently been under threat. Any introduction of new houses will bring with it the need for residents to introduce and use personal vehicles. The village currently experiences a high volume of traffic through it some of which drive in excess of the speed limit. Any additional traffic will only add to this problem and increase the likelihood of accidents.

27. Miss Amanda Donaldson, 5 Willow Bridge Close Carlton

The proposed surface water storage is only capable of coping with a 1 in 30 year storm, in view of the extreme weather events we suffer which are predicted to become more frequent and severe, how can this be acceptable. The surface water will be discharged into Letch beck which will increase the risk of flooding properties further downstream. The village suffers from heavy traffic every morning and evening as commuters use it as a shortcut and has a problem with speeding motorists. The entrance to this development is on a blind bend which will make it very dangerous for motorists and pedestrians. The suggested new site for the bus stop will only make matters worse for people trying to see oncoming traffic if a bus is at the stop. As none of the children in the village were accepted in their 1st, 2nd or 3rd choice secondary schools in catchment area due to the schools being oversubscribed how will the schools cope with additional children moving into the area.

28. M Parks, Carlton House Carlton Village

I am concerned re the recent events schooling and infrastructure to support new housing and development in the village. The local primary school was unable to accommodate village children in reception 3 years ago and this year there is ongoing discussion re the secondary school provision. As housing might potentially result in another 39 families with 2-3 children per household (80-100 children) facilities couldn't currently support that influx. Appropriate facilities must be in place before agreement or development scaled down according to capacity.

29. Mr and Mrs Moran, The Granary Carlton Village

The previous planning application (Reference No: 10/1602/REV) for the development of a stable block and access track on the same site, was refused on 12 August 2010. The reasons specified by SBC Local Planning Authority were that the proposal would extend build development beyond the define limits and would have a detrimental effect on the open character of the area.

In addition, the subsequent appeal - ref APP/H0738/A/11/2147088/NWF (9 June 2011) was dismissed and the main reasons given were as follows:

Effect on the character and appearance of the countryside

Outside the limits to development for Carlton

Would harm the character and appearance of the countryside

Whilst the defined limits specified in the 1997 Local Plan have been updated as part of the 2010 Core Strategy review, the 2012 Local Development Framework report (Planning the Future of Rural Villages in Stockton-on-Tees Borough) clearly states that any future development should respect the rural character of the villages.

Extract from SBC Local Plan 1997 - Development

4.5 A particular concern of this Plan is to ensure that the potential of underused or derelict land within the urban area of the Borough is examined for housing before extending the limits to development.

Extract from Core Strategy Policy 8 (CS8) - Housing Mix and Affordable Housing Provision
The requirement for affordable housing in the rural parts of the Borough will be identified through detailed assessments of rural housing need. The requirement will be met through the delivery of a 'rural exception' site or sites for people in identified housing need with a local connection. These homes will be affordable in perpetuity.

Implications of The Core Strategy For Each Area Partnership Board -Western Area
Safeguarding and enhancing buildings, sites, and areas of heritage and cultural importance;
Limited development in rural areas, on small infill sites only.

The Design & Access Statement produced by Hellens Investments acknowledges that there will be a detrimental impact on the landscape.

Quote:"The development of the site will result in some impact upon the landscape character of the setting and will impact upon views in to the site especially from the west, south and east. The report concludes therefore that the key existing boundary hedgerows and trees should be retained and new hedgerows introduced to the southern boundary to add further screening to exposed edges of the development".

Furthermore, Tees Archaeology have expressed concerned about the impact of the proposal on the setting of the medieval settlement of Carlton.

Quote: "The village has the distinctive Norman form of two rows of properties, facing each other over either side of a village green. This village green is now enclosed as front gardens but is still fairly legible.

Another characteristic of Norman villages are the long open property plots to the rear of the green.

These are still apparent in Carlton and in particular on the southern side of the village. I am concerned that the current proposal will harm the rural character of the settlement which retains much of its medieval layout. Although Carlton is not a Conservation Area its medieval origins mean that the village itself is a heritage asset and the local authority should bear in mind the impact of the proposal upon its setting when considering the application".

SBC already have plans for property development to meet 5 year rolling supply of housing, including developments within a short distance of Carlton; namely Harrogate Lane, and Blakeston Lane. Building consent has also been granted for development at the Allens West site in Eaglescliffe for 500 dwellings. This is in addition to the development on the North Shore for a further 480 residential properties and another 266 in Bowesfield Riverside. This provision surely meets the regional spatial strategy requirement.

The last new housing development in Carlton was at Willow Bridge Close. There were only 12 properties and it took over 3 years before they were all sold.

Many comments have already been made about the drainage problems in Carlton. The fact that Northumbrian Water Limited have stated that they will not allow surface water to be discharged into their network speaks volumes. The increase in surface water from the proposed new housing estate this will ultimately increase the risk of flooding.

Within the SBC Local Development Framework report, which was updated in 2012, there is a footnote about Carlton which states that:

"Primarily within Flood Zone 1 (low risk) but areas of Flood Zones 2 and 3 (high risk) to south and east of village".

The pumping station in Carlton has recently been upgraded to cope with the current size of the village. According to Hellens Investments Design & Access Statement, a new waste drainage connection will be made into the pumping station yet the Water Board have indicated that the pumping station is now adequate to meet present needs but could not sustain any further development within the village.

Carlton already experiences heavy traffic volumes, especially at commuter times. There are problems with speeding vehicles and traffic calming measures have already been implemented. This includes the erection of a traffic speed warning sign which was necessary as the particular stretch of road was identified as being most hazardous. The entrance to the proposed development is exactly at this point in the road and is on a blind

bend which will only add to the danger for both pedestrians and motorists. The bus stop will also have a negative impact as motorists will have difficulties seeing oncoming traffic if a bus is at the stop.

The analysis undertaken by Hellens Investments (when consulting with local residents and documented in their Statement of Community Involvement) is flawed in many areas and the data has been manipulated to suit their objectives. The majority of their conclusions are misleading as many of the respondents who completed the questionnaire offered no response to a high percentage of the questions being asked.

For example, Question 15 asked "What size of housing would you like to see at this site?" Of the 85 respondents, over 50 answered No Response. From this, Hellens Investments concluded that 4 bedrooms were the most preferred option. There are many other similar examples.

The extent of Hellen Investments land ownership suggests that this proposed development is just the first stage. If approved this would set a precedent for further development and could encourage other similar apps which would be difficult to refuse, leading to further decline in the open landscape character and visual amenity of the open countryside. I would therefore urge you to refuse permission for this development.

30. Mr Clive Bailey, 9 The Crescent Carlton

It is inappropriate to build cheap houses for rent in Carlton. They will attract the wrong kind of people into this quiet, middle-class, dormitory village. If we must have more houses in Carlton then they should be more suited to the area. Rented dwellings are more appropriate for the town centre or suburban estates.

31. John Hunter, 5 High Farm Close Carlton

The development would restrict views from rear windows of property and light

The development is outside the village boundaries and not included in any plan for the village or development plan

The sewerage or drainage and electricity infrastructure is at capacity and would not accept another 38 dwellings

The access road and roads through the village would be above reasonable capacity limits

There is a restrictive covenant on the field in front of High Field House against building being permitted

32. Mr Ian Ruddle, 4 High Farm Close Carlton

Location: The proposed site is outside the village envelope. This envelope has been in place for many years in order to preserve the characters of both Carlton and Redmarshall and in doing so provide a distinct demarcation between both villages. This envelope has been, and continues to be, reviewed and on each occasion it has been agreed to keep the village envelope as it is. Historically, planning permission has already been sought for this land and has been rejected due to the boundary issue. Previous appeal to the Secretary of State was rejected on the grounds of losing this demarcation. Given the size of the development it will be visible by both villages and will therefore alter the outlook for both and end the current demarcation. This development would cause further loss of greenbelt land and options should be sought for other developments in the area within existing boundaries. At the village consultation, an offer was made by ourselves to purchase the land for farming purposes in order to secure this greenbelt area. The extension to the village boundary would be not be conducive with the shape of the existing village and as such would be incongruous. Extension of the village boundary at the end of the village will inevitably lead to further development applications further towards the centre of the village.

Visual impact: The size of the development will be both oppressive and an invasion of our privacy. The buildings will also cause both light and noise disturbance from vehicles entering, leaving and moving around the development. The development will result in the loss of the view of the open countryside, which was a key factor when purchasing our house originally.

Access and traffic: The entrance to the development is sited on a bend in the main road that runs through Carlton. Despite traffic calming measures, traffic still comes through the village

in excess of 30mph. The location of this entrance, which will be used by many vehicles on a regular basis, would be a significant hazard on this stretch of road and create issues with visibility and safety. Carlton is already a busy through village and the increased number of vehicles going on and off this site will have an effect on a large number of the villages, not just those adjacent to the entrance.

Suitability of development: The field where the new housing is to be built, it subject to flooding on a regular basis. There are also issues with inadequate draining within the village which will only be increased with such a development. Previous developments of a similar size have been very slow to sell and there are a number of houses in the village of different sizes that have been on the market for a number of years and cannot be sold.

The rural needs survey report does not support a development of this size and type. The survey report concludes that of the 13 affordable houses required over the next 5 years for Carlton, 9 of these are for one bedroom accommodation, 2 for two bedroom accommodation and 2 for three+ accommodations. The proposed development only includes 2 one bedroom accommodations and no three+ accommodations. Hence of the 13 affordable houses required, only 4 would be met by this development. In addition, the total number of open market dwellings required in all the rural areas studied over the next 5 years is 107, which given the total rural area households are 3717, this represents less than a 3% increase. This proposal would increase the village housing by 39 out of the existing 279, representing a 14% increase. This is far beyond the requirements for the village.

Amenities: The development will not enhance the current amenities and will further stretch the capacities of the local school and doctor's surgery at Stillington. The desire for families to move into the village in order to be within the catchment of Egglecliffe School, is now in debate due to the proposed changes to the catchment area and the increased difficulty in getting their children into the school.

Village consultation comments: The report based on the consultation event at the village hall, which was well attended, concludes that the villagers are 'generally negative with majority of respondents expressing concern over the proposed development of the site for residential development.' Over 60% opposed the development whilst only 12% were in favour. I also feel that the conclusions regarding the type of desired development by the villagers was misleading since most of the participants did not respond to these questions, since no development was felt appropriate.

33. S And G Hay, 3 High Farm Close Carlton

The main thing that concerns me about this proposal is the traffic and its difficult leaving the above address to get onto the main road, any more side roads is sure to cause mayhem.

34. B H and M Hartas, 1 High Farm Close Carlton

Access/Egress to and from the proposed development will cause severe additional risk/danger to existing road users/pedestrians. The existing village drainage system within the village is already inadequate and any additional pressure will cause further problems of flooding. Greenfield development within the village has already taken place and this was on the understanding that the village had met its obligations and no further such development would take place. This development contravenes that.

35. Mr Brian Filmer, 11 The Crescent Carlton

Most of the technical comments have been included within other objections, the additional strains made on the medical services, transport, drainage etc.

The village does not need any additional housing, there are more than enough developments in the surrounding areas e.g. Harrowgate Lane to satisfy the needs of the Stockton area, if more housing stock is required then developers should be encouraged to reclaim brown field sites around the area and not build on green field sites.

Having looked at the plans it is obvious that this is only the first phase of development intended for this land as indicated by the layout of the road ways, no doubt if this phase is passed then at some future date a second application will be made siting the first development as a reason to be allowed to extend the site. Therefore by refusing the first application would also halt any future expansion.

On a personal note; one of the reasons for purchasing our property was the unrestricted views over the fields for which we may have paid a premium, this development will place housing in our site line and as a result could reduce the value of our property, if this is found to be the case, then there could be grounds to recover any losses from the parties that are responsible for allowing this development to take place.

36. Mr Makin Darren, 10 The Crescent Carlton

I agree with most of the comments published on here in particular the scale and size of development for such a small village and the setting of precedents.

37. Grace and Charles Ophield, 8 The Crescent Carlton

With reference to the above Planning Application I would like to register our objection on the following points:-

Mr John Hellens original application on this land - for stable blocks in February 2011 was refused by Stockton Borough Council on the following grounds to quote from your notification APP/H0738/A/11/2147088/NWF. "In the opinion of the Local Planning Authority the proposal will extend build development beyond the defined limits to development into open countryside, and due to the size and location of the buildings would have a detrimental effect on the open character of the area contrary to saved Policy EN13 of the adopted Stockton on Tees Local Plan, and if approved could encourage other similar applications which would by reason of precedent be more difficult to refuse so leading to a decline in the open landscape character and visual amenity of the open countryside which saved policy EN13 of the Adopted Stockton on Tees Local Plan and PPS7: Sustainable development in rural areas _ August 2004 seeks inter alia to protect."

This present application far exceeds the scope of the initial application above so how can it possibly go ahead, in the light of the above statement which was issued by your Department. Also of relevance are the number of properties for sale in the village and the availability of so much "affordable and rentable" property being built and proposed within a two mile radius of Carlton. As well the above points I would like to emphasise that infrastructure & services to the village are already stretched. Health Services, Drainage System, Education, Telephone & Broadband, Bus Service. This can only get worse, the more demand there is. A final point as residents on The Crescent, we recently had to tolerate the installation of a "Flashing Traffic Speed Warning" in front of our property. We were informed by a member of staff from Stockton Borough Council that this had been installed after consultation with "experts" who deemed this stretch of road the most hazardous and consequently the only site for such a warning. How can this ruling which was made after "consultation" (and no doubt some expense) be ignored by putting another access road on to Kirk Hill at the proposed position. We hope the above objections are given due consideration.

38. Smith, 1 The Crescent Carlton

I moved to Carlton some 25 years ago and I have seen it grow bigger and bigger. I think it is time to call a halt on building or it will soon join up with Redmarshall. I believe there is a large site allocated for Harrowgate Lane; surely this will be enough houses for the future.

39. Steve Fletcher, 8B Poplars Lane Carlton

Having lived in very close proximity to Northumbrian Waters pump station at the bottom of Poplars Lane which in recent months has been upgraded to meet the needs of the housing infrastructure to date and after having lengthy discussions with the members of the water board on site during the work, the opinion of those professionals is that the pumping station is working effectively to meet the needs of the present size of the village and there is no way that any further development in Carlton will be sustainable. The extra waste will not be coped with and there is no way because of the pumping stations location that it can be increased in size to meet demand therefore I am against these proposed plans.

40. Mr David Henry, 9 Poplars Lane Carlton

The development is outside the village envelope and makes the gap between Carlton and Redmarshall a stone's throw. This reduces the character and individual identity of both villages. Parts of the village already suffer from flooding and the development is on the edge of a flood plain. Undoubtedly the development will not suffer from flooding problems but will increase the likelihood of flooding on other properties. The current pumping station is at near capacity. The village already acts a rat run for traffic and the potential of further traffic entering and leaving the village will increase collision potential. The traffic plan submitted is flawed in several areas. Local services are already at full stretch indeed the local doctors practice suffers from lack of availability of appointments. Views of open green farmland will be replaced with housing resulting in increased noise. Local properties are currently on the market for a considerable time. The last new housing development in the village had unsold houses for over 3 years. With approved housing developments in the local area Carlton could become a housing ghost town with 10's of unsold housing. The village capacity is already exceeded in every way thanks to over development. The public consultation was flawed by the questions offered. Crime in the local area increased during previous developments and this will further increase due to the economic climate. The housing company has a history of poor site management at other developments e.g. Marton- parking issues, abusive behaviour of staff etc. The proposed affordable housing will be interesting as the price point will be less than affordable. The wording should be smaller properties.

41. Mr Gordon & Mrs Joyce Marron, 7 Poplars Lane Carlton

With reference to the above Planning Application we would like to register our objections with regard to the following points:

Flooding - It is stated by Northumbrian Water that no surface water will be allowed to discharge into their network. Therefore, it is proposed that surface water from this new housing estate will be discharged into Letch beck. The beck flows passed the rear of our property and during heavy rain or melting snow it changes from a gentle stream to a raging torrent often up to 6-8 feet deep. With the increase of surface water from this new housing estate this will ultimately increase the risk of flooding properties especially further downstream. The pumping station at the side of our property was upgraded last year to cope with the present size of the village and is now finally working effectively. When speaking to the professionals from the Water Board during this upgrade, their opinions were that any further development in Carlton that created further waste then the pumping station could not sustain this increase.

The original application in 2011 for this land by Mr John Hellens for stable blocks was refused by Stockton Borough Council reference your notification APP/HO738/A/11/2147088/NFW. This new application for the construction of 39 dwellings far exceeds the application for stable blocks therefore surely cannot be accepted by your Department. With the already proposed plans by Stockton B.C. to help meet property shortages now and in the future, a huge property development in and around the Harrogate Lane/Durham Road area which, is a short distance from Carlton, should meet the need. Carlton needs to retain its village feel and open landscape character and not to decline in the visual amenity of the open countryside an opinion, I thought, that was upheld by the council. Stockton has an abundance of brown field sites covering many areas surrounding Stockton. Surely all brown field sites should be exhausted first.

The increase in further traffic entering and leaving the village will not only create noise but will increase possible collision and danger for both motorists and pedestrians. The village already suffers from increased traffic morning and evening when commuters use it as a shortcut. The already congested Darlington Lane/Yarm Back Lane junction where traffic comes to a stop morning and evening, will ultimately get worse if further houses, with most probably having 1 or 2 cars, start using this route out of the village.

There will be a greater demand on services. Electricity could be an issue. At the moment electricity is fed into the village on wooden poles with several planned and many unplanned power cuts per year. How will the present system cope with a further development?

Secondary school allocation in the catchment area is a major problem because of oversubscription, so how will schools cope with any additional children. This year there was a major problem with the oversubscribed Egglecliffe School.

Wildlife - The proposed site is one of the few remaining open space and hedgerows habitat for protected wildlife that exist in the village - bats, dormice, toads, frogs, hedgehogs, butterflies, moths and wild flowers will be affected.

42. Leslie and Pamela Hamilton, 5 The Crescent Carlton

Development not suitable for area: The area in question has been targeted for some time to initiate a process whereby the village boundaries are extended. Should this be approved the precedent is set and the floodgate opened for the further development of Kirk Hill towards Redmarshall. To maintain the integrity of our small village the application should be rejected on these grounds alone, in keeping with SBC policy from previous applications.

Visual impact: The views afforded to residents of The Crescent and Green Leas housing, fronting the development will be lost. (Namely - The Cleveland Hills)

Traffic & highways: The proposed access road poses a challenge from a safety point of view. Exiting the development on to Kirk Hill to turn right, given a setback of 2.5 metres allows a view of just 40metres for vehicles appearing from the bend in the road. In terms of traffic travelling at 30 mph around this sharp bend this equates to around 2.5 seconds in which to think and react. A certain number of vehicles are travelling in excess of 40mph and on an evening the norm is closer to 50mph.

The problem is exacerbated by the relocation of the existing bus shelter which will reduce the field of view even further.

Affecting drains: The field on the West side of Green Leas suffers acute flooding at times, being drained by a 6 inch pipe under Kirk Hill. Only assistance by the Fire Brigade and residents initiative with own pumping equipment prevents severe flood damage to properties.

The demand by NWA is that the proposed development discharges surface water into Letch Beck only, at a rate of no more than 5litre/sec, as a measure to prevent flooding downstream. This calculation is based upon the area of the proposed new development only. To facilitate this maximum discharge a catchment area has to be engineered to hold back storm water during periods of heavy rainfall. What is the knock on effect for the Green Leas residents I wonder?

43. Mrs E Fisher, 4 West Garth Carlton

As someone who has lived in the village all my life I have seen it grow from one through road to several estates of new houses, practically ruining country life and judging by the number of houses that are on the market I don't think it is ideal to build anymore, What about problems with traffic, secondary schools? This year there has been a problem with the oversubscribed Egglecliffe and also a problem which we have just overcome with a bus service. The majority of people who these houses will be sold to will have their own transport, probably two cars. Think again before permission is given please. I'm sure I would like to see the horses and wildlife in a field where the proposed houses would be and help with keeping the village of Carlton

44. L J Watson, 28 Green Leas Carlton

I feel our region will be the poorer if we allow large scale village developments. The one in question goes beyond the village envelope extending Carlton closer to Redmarshall. In addition the infrastructure for sewerage and of roads is ceasing to cope adequately with existing numbers. It would also exacerbate drainage problems. Carlton is neither picturesque nor unusual but it is a village of under 300 houses with a chapel, WI Hall, Shop/Post Office and pub. It cannot absorb endless development and I feel we have reached a crucial point.

45. D and J Mills, 4 Green Leas Carlton

We object to this application on the grounds of;

Lack of effective infrastructure – extremely poor drainage for the village as existing; lack of public services and care for the community and proposed land is liable to flooding.
Totally dangerous access to the site
Lack of public services – doctors, bus services and public amenities
Destruction of rural community
Proposers are residents of Bishopton why Carlton why not their village?
Any development would require a total upgrade of infrastructure, water, telephone, internet and other public services as well as regular and updated road maintenance
Part of the development I believe is outside the village envelope which is against SB policy for villages.

46. Anne and Jim Hurst, 38 Green Leas Carlton

Since 1970, Carlton has been the subject of 8 major house building developments. This has increased the village population considerably. The current application will add a further 39 dwellings! It will be larger than Green Leas (38), is this advisable or necessary? Access to the village through road opposite Green Leas will add to traffic problems. Bus stops used by school buses will be very close to the new entrance, small children are unpredictable in their actions. This application has not given enough consideration to village needs or dangers. In a recent interview Princess Anne suggested small development of around 10 dwellings should be considered and we believe Carlton has provided plenty.

47. Mr Ian Armstrong, 37 Green Leas Carlton

The village suffers from heavy traffic especially every morning and evening as commuters use it as a shortcut and has a problem with speeding motorists. The suggested new site for the bus stop will only make matters worse for people especially school children trying to see oncoming traffic if a bus is at the stop.

I myself was refused planning permission for my garage to face onto and my driveway to access Redmarshall Road, if that was the case for one property with two cars because of concerns over traffic problems what would be created by 39 properties and their visitors. As none of the children in the village were accepted in their 1st, 2nd or 3rd choice secondary schools in catchment area due to the schools being oversubscribed how will the schools cope with additional children moving into the area.

Alongside this many of my daughters friends from nursery were unsuccessful in their application to their first choice primary catchment area school in 2010 there is no discounting this from happening again.

The proposed surface water storage seems far from sufficient taking into account the increase in the extreme weather events we have suffered in recent years. Green Leas has regularly suffered from flooding over the years and a development such as this must surely place extra pressure on to the current water and sewerage system, exacerbating the concerns the residents already have.

Taking into account the above and the impact such a development would have on the 'feel' of both Carlton and Redmarshall villages by disregarding the agreed envelope, I can do nothing else but object on behalf of myself and family.

48. Anthony Mallen, 29 Green Leas Carlton

I have recently received correspondence from you regarding the proposed development on land South of Kirk Hill. I wish to object on the following grounds

The proposed development is outside the current village envelope.

Development to date within the village has not been detrimental to the character of the village in that the largest is hidden on the northern outskirts behind the main street, and other new built is essentially infill on brown field areas. This new proposal is going to be built in a highly visible area on the south west corner of the village and will be visually intrusive and damaging to the village character/nature.

It will extend into what is now rural farm land and begin the process of filling in the south west corner of the village towards meeting up with Redmarshall destroying the separate identities of the two villages.

It will affect the visual outlook across open countryside for people living in Green Leas and the Crescent. For instance from my home instead of looking into the distance from the rear of my property I will just see a block of brick on the horizon.

Carlton is being overdeveloped. Over 15 -20 years it has doubled in size. Other nearby villages have not witnessed this overdevelopment. This rate of development if continued will damage the concept of being a village.

The application uses the development buzz word 'affordable dwellings'. What does it mean? No building erected in the village is going to be affordable to the very people who this buzz word is designed to offer the opportunity to purchase a home. Even if they were offered at half the market price the purchaser will simply sell on at market rates for profit. It is a nonsense.

It is not necessary for development to be squared off with adjacent sites by erecting new buildings conforming to building line opposite. Villages grow steadily over years by adding a house here or there and not by clumsily erecting dozens at once. It is this small scale development and the irregularity of shape that gives a village character and it should not be destroyed by this new proposal.

49. LB Watson, 28 Green Leas Carlton

I do not recall Stockton Council rescinding the notion of village envelopes in order to preserve green wedges and maintain the notion of a village (Stockton has precious few of these). This development is outside the non-rescinded envelope and starts to make the village less of a village and opening doors to an Ingleby Barwick addition on addition. The roads in and around Carlton are becoming over-burdened. I do not like to see more green space taken when Stockton abounds with brownfield sites from Uray Nook and Allens West to the South across to Belasis (Billingham to the east) with all the North Shore and projected Wynyard developments. Stockton is awash with upmarket and social housing provision – and how slowly it sells. The Small infill at Whitton has taken now in excess of two years to sell beyond three houses and only now are the next two going up – so demand is not strong and the built houses have looked over a derelict site for those two years. The same I expect would happen here – a never ceasing building plot. Surely all brownfield sites should be exhausted before more agricultural land is taken. If a planning request for a set of stables and manege was turned down on this site how can a full blown housing development be accepted. At least the stables would have been somewhat in keeping with agricultural diversification – the housing points to the quick buck syndrome. Better to force the builders to use the brownfield sites before the green for easy greenfield sites robs Stockton of all its open vistas and green spaces.

50. Mr Graham Melroy, Poplars Farm Carlton Village

I write in connection with the above planning application. I wish to object strongly to the development of these houses in this location. The proposed siting of the development is particularly ill-considered as it is on a greenfield site which is outside the clearly defined boundary limits to development, Building here would both diminish the open countryside and the agricultural nature of the surrounding area. The house designs are out of keeping with the village's strong historic character. While design issues might be solved by conditions or revised proposals, these could not remedy the siting problem.

51. Mrs Moira Fletcher, 2 Willow Bridge Close Carlton

Extremely concerned about the prospect of this development. Carlton should retain its village feel and character. A new development of this nature on the edge of the village will detract from the village feel. Stockton BC already have huge plans for property development to help meet the property shortage within a very short distance of Carlton in and around the Harrogate Lane area, a massive amount of development is to take place. Carlton does not have the amenities to support such a development. Secondary school allocation is a huge issue in the village already and a very limited bus service is only just being retained but for how long?

The drainage issue really does worry us. Letch Beck goes through our development at Willow Bridge and during recent floods has come extremely high and been a massive worry

to local residents at times. Adding more drainage directly in to this beck is a huge concern! And the fact that Northumbrian water will not accept the water speaks volumes.

52. Mr David Henry, 9 Poplars Lane Carlton

The development is out of proportion with the Village.

The number of dwellings encroaching out of the established Village envelope will devalue current property prices. The concept of rural living will erode as the development will act as a property bridge between Redmarshall and Carlton.

This along with the number of approved planning applications within the Borough will lead to a glut of executive housing. The Local Authority may not see this as a problem as Council tax is paid on empty dwellings however this will not lead to an increase in the population of the authority.

Carlton has become a traffic rat run and an increase in vehicular traffic will increase the potential of RTC`s. The data supplied by the applicant and subsequent traffic plan is flawed.

The definition of affordable housing may or may not be relevant however the council housing stock has dwindled due to the authority selling off the stock.

New affordable housing is available within 1.25 miles so the need is met by definition.

PLANNING POLICY

53. Where an adopted or approved development plan contains relevant policies, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permissions shall be determined in accordance with the Development Plan(s) for the area, unless material considerations indicate otherwise. In this case the relevant Development Plan is the Core Strategy Development Plan Document and saved policies of the Stockton on Tees Local Plan.

54. Section 143 of the Localism Act came into force on the 15 Jan 2012 and requires the Local Planning Authority to take local finance considerations into account, this section s70(2) Town and Country Planning Act 1990 as amended requires in dealing with such an application [planning application] the authority shall have regard to a) the provisions of the development plan, so far as material to the application, b) any local finance considerations, so far as material to the application and c) any other material considerations

National Planning Policy Framework

Paragraph 14. At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means; approving development proposals that accord with the development without delay; and where the development plan is absent, silent or relevant policies are out-of-date, granting permission 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; or specific policies in this Framework indicate development should be restricted.

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outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in this Framework indicate development should be restricted.

Local Planning Policy

56. The following planning policies are considered to be relevant to the consideration of this application
57. Core Strategy Policy 1 (CS1) - The Spatial Strategy
1. The regeneration of Stockton will support the development of the Tees Valley City Region, as set out in Policies 6 and 10 of the Regional Spatial Strategy 4, acting as a focus for jobs, services and facilities to serve the wider area, and providing city-scale facilities consistent with its role as part of the Teesside conurbation. In general, new development will be located within the conurbation, to assist with reducing the need to travel.
 2. Priority will be given to previously developed land in the Core Area to meet the Borough's housing requirement. Particular emphasis will be given to projects that will help to deliver the Stockton Middlesbrough Initiative and support Stockton Town Centre.
 3. The remainder of housing development will be located elsewhere within the conurbation, with priority given to sites that support the regeneration of Stockton, Billingham and Thornaby. The role of Yarm as a historic town and a destination for more specialist shopping needs will be protected.
 4. The completion of neighbourhood regeneration projects at Mandale, Hardwick and Parkfield will be supported, and work undertaken to identify further areas in need of housing market restructuring within and on the fringes of the Core Area.
 5. In catering for rural housing needs, priority will be given to the provision of affordable housing in sustainable locations, to meet identified need. This will be provided through a rural exception site policy.
 6. A range of employment sites will be provided throughout the Borough, both to support existing industries and to encourage new enterprises. Development will be concentrated in the conurbation, with emphasis on completing the development of existing industrial estates. The main exception to this will be safeguarding of land at Seal Sands and Billingham for expansion of chemical processing industries. Initiatives which support the rural economy and rural diversification will also be encouraged.
58. Core Strategy Policy 2 (CS2) - Sustainable Transport and Travel
1. Accessibility will be improved and transport choice widened, by ensuring that all new development is well serviced by an attractive choice of transport modes, including public transport, footpaths and cycle routes, fully integrated into existing networks, to provide alternatives to the use of all private vehicles and promote healthier lifestyles.
 2. All major development proposals that are likely to generate significant additional journeys will be accompanied by a Transport Assessment in accordance with the 'Guidance on Transport Assessment' (Department for Transport 2007) and the provisions of DfT Circular 02/2007, 'Planning and the Strategic Road Network', and a Travel Plan, in accordance with the Council's 'Travel Plan Frameworks: Guidance for Developers'. The Transport Assessment will need to demonstrate that the strategic road network will be no worse off as a result of development. Where the measures proposed in the Travel Plan will be insufficient to fully mitigate the impact of increased trip generation on the secondary highway network, infrastructure improvements will be required.
 3. The number of parking spaces provided in new developments will be in accordance with standards set out in the Tees Valley Highway Design Guide. Further guidance will be set out in a new Supplementary Planning Document.
 4. Initiatives related to the improvement of public transport both within the Borough and within the Tees Valley sub-region will be promoted, including proposals for:
The Tees Valley Metro; The Core Route Corridors proposed within the Tees Valley Bus Network Improvement Scheme;

- i) Improved interchange facilities at the existing stations of Thornaby and Eaglescliffe, including the introduction or expansion of park and ride facilities on adjacent sites; and
 - ii) Pedestrian and cycle routes linking the communities in the south of the Borough, together with other necessary sustainable transport infrastructure.
5. Improvements to the road network will be required, as follows:
- i) In the vicinity of Stockton, Billingham and Thornaby town centres, to support the regeneration of these areas;
 - ii) To the east of Billingham (the East Billingham Transport Corridor) to remove heavy goods vehicles from residential areas;
 - iii) Across the Borough, to support regeneration proposals, including the Stockton Middlesbrough Initiative and to improve access within and beyond the City Region; and
 - iii) To support sustainable development in Ingleby Barwick.
6. The Tees Valley Demand Management Framework will be supported through the restriction of long stay parking provision in town centres.
7. The retention of essential infrastructure that will facilitate sustainable passenger and freight movements by rail and water will be supported.
8. This transport strategy will be underpinned by partnership working with the Highways Agency, Network Rail, other public transport providers, the Port Authority, and neighbouring Local Authorities to improve accessibility within and beyond the Borough, to develop a sustainable

59. Core Strategy Policy 3 (CS3) - Sustainable Living and Climate Change

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

_Seek to safeguard the diverse cultural heritage of the Borough, including buildings, features, sites and areas of national importance and local significance. Opportunities will be taken to constructively and imaginatively incorporate heritage assets in redevelopment schemes, employing where appropriate contemporary design solutions.

9. The reduction, reuse, sorting, recovery and recycling of waste will be encouraged, and details will be set out in the Joint Tees Valley Minerals and Waste Development Plan Documents.

60. Core Strategy Policy 6 (CS6) - Community Facilities

1. Priority will be given to the provision of facilities that contribute towards the sustainability of communities. In particular, the needs of the growing population of Ingleby Barwick should be catered for.

2. Opportunities to widen the Borough's cultural, sport, recreation and leisure offer, particularly within the river corridor, at the Tees Barrage and within the Green Blue Heart, will be supported.

3. The quantity and quality of open space, sport and recreation facilities throughout the Borough will be protected and enhanced. Guidance on standards will be set out as part of the Open Space, Recreation and Landscaping Supplementary Planning Document.

4. Support will be given to the Borough's Building Schools for the Future Programme and Primary Capital Programme, and other education initiatives, the expansion of Durham University's Queen's Campus, and the provision of health services and facilities through Momentum: Pathways to Healthcare Programme.

5. Existing facilities will be enhanced, and multi-purpose use encouraged to provide a range of services and facilities to the community at one accessible location, through initiatives such as the Extended Schools Programme.

61. Core Strategy Policy 7 (CS7) - Housing Distribution and Phasing

1. The distribution and phasing of housing delivery to meet the Borough's housing needs will be managed through the release of land consistent with:

- i) Achieving the Regional Spatial Strategy requirement to 2024 of 11,140;
- ii) The maintenance of a 'rolling' 5-year supply of deliverable housing land as required by Planning Policy Statement 3: Housing;
- iii) The priority accorded to the Core Area;
- iv) Seeking to achieve the target of 75% of dwelling completions on previously developed land.

2. No additional housing sites will be allocated before 2016 as the Regional Spatial Strategy allocation has been met through existing housing permissions. This will be kept under review in accordance with the principles of 'plan, monitor and manage'. Planning applications that come forward for unallocated sites will be assessed in relation to the spatial strategy.

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

Housing Sub Area Approximate number of dwellings (net)

Core Area 500 - 700

Stockton 300 - 400

Billingham 50 - 100

Yarm, Eaglescliffe and Preston 50 - 100

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

Housing Sub Area Approximate number of dwellings (net)

Core Area 450 - 550

Stockton 100 - 200

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

6. Proposals for small sites will be assessed against the Plans spatial strategy.

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

62. Core Strategy Policy 8 (CS8) - Housing Mix and Affordable Housing Provision

1. Sustainable residential communities will be created by requiring developers to provide a mix and balance of good quality housing of all types and tenure in line with the Strategic Housing Market Assessment (incorporating the 2008 Local Housing Assessment update).
2. A more balanced mix of housing types will be required. In particular:
 - _ Proposals for 2 and 3-bedroomed bungalows will be supported throughout the Borough;
 - _ Executive housing will be supported as part of housing schemes offering a range of housing types, particularly in Eaglescliffe;
 - _ In the Core Area, the focus will be on town houses and other high density properties.
3. Developers will be expected to achieve an average density range of 30 to 50 dwellings per hectare in the Core Area and in other locations with good transport links. In locations with a particularly high level of public transport accessibility, such as Stockton, Billingham and Thornaby town centres, higher densities may be appropriate subject to considerations of character. In other locations such as parts of Yarm, Eaglescliffe and Norton, which are characterised by mature dwellings and large gardens, a density lower than 30 dwellings per hectare may be appropriate. Higher density development will not be appropriate in Ingleby Barwick.
4. The average annual target for the delivery of affordable housing is 100 affordable homes per year to 2016, 90 affordable homes per year for the period 2016 to 2021 and 80 affordable homes per year for the period 2021 to 2024. These targets are minimums, not ceilings.
5. Affordable housing provision within a target range of 15-20% will be required on schemes of 15 dwellings or more and on development sites of 0.5 hectares or more. Affordable housing provision at a rate lower than the standard target will only be acceptable where robust justification is provided. This must demonstrate that provision at the standard target would make the development economically unviable.
6. Off-site provision or financial contributions instead of on-site provision may be made where the Council considers that there is robust evidence that the achievement of mixed communities is better served by making provision elsewhere.
7. The mix of affordable housing to be provided will be 20% intermediate and 80% social rented tenures with a high priority accorded to the delivery of two and three bedroom houses and bungalows. Affordable housing provision with a tenure mix different from the standard target will only be acceptable where robust justification is provided. This must demonstrate either that provision at the standard target would make the development economically unviable or that the resultant tenure mix would be detrimental to the achievement of sustainable, mixed communities.
8. Where a development site is sub-divided into separate development parcels below the affordable housing threshold, the developer will be required to make a proportionate affordable housing contribution.
9. The requirement for affordable housing in the rural parts of the Borough will be identified through detailed assessments of rural housing need. The requirement will be met through the delivery of a 'rural exception' site or sites for people in identified housing need with a local connection. These homes will be affordable in perpetuity.
10. The Council will support proposals that address the requirements of vulnerable and special needs groups consistent with the spatial strategy.
11. Major planning applications for student accommodation will have to demonstrate how they will meet a proven need for the development, are compatible with wider social and economic regeneration objectives, and are conveniently located for access to the University and local facilities.
12. The Borough's existing housing stock will be renovated and improved where it is sustainable and viable to do so and the surrounding residential environment will be enhanced.
13. In consultation with local communities, options will be considered for demolition and redevelopment of obsolete and unsustainable stock that does not meet local housing need and aspirations.

1. In taking forward development in the plan area, particularly along the river corridor, in the North Tees Pools and Seal Sands areas, proposals will need to demonstrate that there will be no adverse impact on the integrity of the Teesmouth and Cleveland Coast SPA and Ramsar site, or other European sites, either alone or in combination with other plans, programmes and projects. Any proposed mitigation measures must meet the requirements of the Habitats Regulations.
2. Development throughout the Borough and particularly in the Billingham, Saltholme and Seal Sands area, will be integrated with the protection and enhancement of biodiversity, geodiversity and landscape.
3. The separation between settlements, together with the quality of the urban environment, will be maintained through the protection and enhancement of the openness and amenity value of:
 - i) Strategic gaps between the conurbation and the surrounding towns and villages, and between Eaglescliffe and Middleton St George.
 - ii) Green wedges within the conurbation, including:
 - _ River Tees Valley from Surtees Bridge, Stockton to Yarm;
 - _ Leven Valley between Yarm and Ingleby Barwick;
 - _ Bassleton Beck Valley between Ingleby Barwick and Thornaby;
 - _ Stainsby Beck Valley, Thornaby;
 - _ Billingham Beck Valley;
 - _ Between North Billingham and Cowpen Lane Industrial Estate.
 - iii) Urban open space and play space.
4. The integrity of designated sites will be protected and enhanced, and the biodiversity and geodiversity of sites of local interest improved in accordance with Planning Policy Statement 9: Biodiversity and Geological Conservation, ODPM Circular 06/2005 (also known as DEFRA Circular 01/2005) and the Habitats Regulations.
5. Habitats will be created and managed in line with objectives of the Tees Valley Biodiversity Action Plan as part of development, and linked to existing wildlife corridors wherever possible.
6. Joint working with partners and developers will ensure the successful creation of an integrated network of green infrastructure.
7. Initiatives to improve the quality of the environment in key areas where this may contribute towards strengthening habitat networks, the robustness of designated wildlife sites, the tourism offer and biodiversity will be supported, including:
 - i) Haverton Hill and Seal Sands corridor, as an important gateway to the Teesmouth National Nature Reserve and Saltholme RSPB Nature Reserve;
 - ii) Tees Heritage Park.
8. The enhancement of forestry and increase of tree cover will be supported where appropriate in line with the Tees Valley Biodiversity Action Plan (BAP).
9. New development will be directed towards areas of low flood risk, that is Flood Zone 1, as identified by the Borough's Strategic Flood Risk Assessment (SFRA). In considering sites elsewhere, the sequential and exceptions tests will be applied, as set out in Planning Policy Statement 25: Development and Flood Risk, and applicants will be expected to carry out a flood risk assessment.
10. When redevelopment of previously developed land is proposed, assessments will be required to establish:
 - _ the risks associated with previous contaminative uses;
 - _ the biodiversity and geological conservation value; and
 - _ the advantages of bringing land back into more beneficial use.

64. Core Strategy Policy 11 (CS11) - Planning Obligations

1. All new development will be required to contribute towards the cost of providing additional infrastructure and meeting social and environmental requirements.
2. When seeking contributions, the priorities for the Borough are the provision of:
 - _ highways and transport infrastructure;
 - _ affordable housing;

_ open space, sport and recreation facilities, with particular emphasis on the needs of young people.

65. Saved Policy EN13 of the adopted Stockton on Tees Local Plan
Development outside the limits to development may be permitted where:
(i) It is necessary for a farming or forestry operation; or
(ii) It falls within policies EN20 (reuse of buildings) or Tour 4 (Hotel conversions); or
In all the remaining cases and provided that it does not harm the character or appearance of the countryside; where:
(iii) It contributes to the diversification of the rural economy; or
(iv) It is for sport or recreation; or
(v) It is a small scale facility for tourism.
66. Saved Policy EN30 of the adopted Stockton on Tees Local Plan
Development, which affects sites of archaeological interest, will not be permitted unless:
(i) An investigation of the site has been undertaken; and
(ii) An assessment has been made of the impact of the development upon the remains; and where appropriate;
(iii) Provision has been made for preservation 'in site'.
Where preservation is not appropriate, the Local Planning Authority will require the applicant to make proper provision for the investigation and recording of the site before and during development.
67. Saved Policy HO3 of the adopted Stockton on Tees Local Plan
Within the limits of development, residential development may be permitted provided that:
(i) The land is not specifically allocated for another use; and
(ii) The land is not underneath electricity lines; and
(iii) It does not result in the loss of a site which is used for recreational purposes; and
(iv) It is sympathetic to the character of the locality and takes account of and accommodates important features within the site; and
(v) It does not result in an unacceptable loss of amenity to adjacent land users; and
(vi) Satisfactory arrangements can be made for access and parking.

MATERIAL PLANNING CONSIDERATIONS

68. The main considerations of this application relate to the principle of development, sustainability of the site, landscape and visual impact, layout and design, impact on neighbouring properties, highway related provisions as well as the impacts on archaeology, drainage and ecology. These and other material planning considerations are considered as follows;

Principle of Development

69. The application site is an unallocated site in the adopted local plan and is located outside the village limits of development. Saved Policy EN13 seeks to strictly control development within the countryside beyond these limits and restricted to limited activities necessary for the continuation of farming and forestry contribute to rural diversification or cater for tourism, sport or recreation provided it does not harm the appearance of the countryside. The proposed residential development does not fall within these categories and a judgement is required whether considerations in support of the proposed housing are sufficient to outweigh rural restraint policies.
70. When considering Housing applications a significant material consideration would be the requirement for the local planning authority to demonstrate a five year supply of deliverable housing sites. The Council is unable to demonstrate a five-year supply, the recent

calculation (base date of 31 March 2014) shows that the authority has a deliverable housing supply of 4.08 years with a 20% buffer, (this calculation does not include the two planning applications approved on the 1 April 2014, for 900 dwellings at Wynyard). Therefore, in accordance with paragraph 49 of the NPPF, policies in the development plan that deal with housing supply are therefore to be considered out of date and proposals should be considered in the context of the presumption in favour of sustainable development.

71. Adopted Core Strategy policy CS1 provides the Spatial Strategy for the Borough focusing development in the Core Area (point 1) and advises *'in catering for rural housing needs, priority will be given to the provision of affordable housing in sustainable locations to meet identified need. This will be provided through a rural exception site policy'*. Point 9 of Policy CS8 states: *'The requirement for affordable housing in the rural parts of the Borough will be identified through detailed assessments of rural housing need. The requirement will be met through the delivery of a 'rural exception' site or sites for people in identified housing need with a local connection. These homes will be affordable in perpetuity.'* The supporting text for the policy states that a rural exception site is 'specifically for affordable housing'. The proposal is for a mix of market and affordable housing, however, Policy CS8.9 pre-dates the NPPF which takes precedence and states *"in rural areas, exercising the duty to cooperate with neighbouring authorities, local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. Local planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs.'* (Para. 54). The NPPF therefore permits some market housing on rural exception sites to deliver the affordable homes, and with regards to rural housing states *"To promote sustainable development in rural areas, 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 "* (Para. 55).

Sustainability

72. One of the core land-use planning principles, in the National Planning Policy Framework is *"the need for planning to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and to focus significant development in locations which are or can be made sustainable"*.
73. Emerging Strategic Policy SP2 *'Housing Spatial Strategy'* provides a site selection hierarchy for new residential development which places sustainability at its heart. This emerging policy prioritises sites in the order of Core area sites, the wider conurbation, adjacent to the conurbation, new sustainable settlements and then village sites (sites with or adjacent to sustainable rural villages as defined in the latest update of the planning for rural villages study) being last. Whilst noted, this is an emerging policy and there has already been significant recent permissions on some of the locations which would be considered as being a higher priority site within the emerging policy. The application site lies adjacent to the village of Carlton and in order to establish the levels of facilities available within the Borough's rural villages and assess their sustainability, the Local Planning Authority has recently updated the Planning the Future of Rural Villages study as an evidence base for the Local Plan and is regularly updated to take into account significant changes in villages (such as the loss of a bus service).
74. The outlying villages have been 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 sustainable enough to accommodate further infill housing. Carlton Village lies within tier 2 which has numerous services and facilities located within the village and an hourly bus service to services and facilities within the conurbation. The proposal is located outside of the development limits for the village but it is evident that

prospective residents would have the same level of access to the services and facilities as those currently within the village. The on-going update to the document “Planning the Future of Rural Village”, has shown that there does not appear to be any changes to the services and facilities available to the residents of Carlton.

75. Whilst this scheme goes beyond what would normally be considered to be infill development, given the presumption in favour of development within the NPPF, the need for housing, this site being away from the other recently approved sites to the south of the Borough and adjacent to a sustainable village as identified in SP2, the principle of residential development in Carlton is considered to be acceptable.

Rural Housing Need

76. The 2013 Stockton-on-Tees Rural Housing Needs Assessment (SRHNA) 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. The study shows an annual net affordable housing shortfall of 13 dwellings for Carlton
77. The proposal would deliver the full requirement of 13 affordable homes which is a significant material consideration in support of the application. The Head of Housing has supported the application as the proposal will make a significant contribution towards addressing affordable housing provision for people in the Borough and Rural locality.
78. With regards to the market housing the Government state that local authorities are best placed to understand the needs of their own areas and the Spatial Planning Manager is of the view that the villages are close enough to the conurbation to meet the needs for rural housing. The SRHNA has identified a need for 107 market houses, however there is no indication where these houses would be provided, but as the golden thread running through the NPPF is sustainability, it is expected that these houses are provided within or adjacent to sustainable villages such as Carlton
79. Overall, the Council accepts that it is not able to demonstrate a five year supply of deliverable housing sites and therefore where the development plan is absent, silent or out-of-date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of the NPPF. It is considered that the benefits of the proposal are; the development would boost the supply of housing and has the potential to contribute towards achieving a five year supply of deliverable housing sites in a sustainable location, the provision of affordable housing would contribute to reducing the identified annual deficit of affordable housing providing the full identified need for Carlton. The disadvantage would be the loss of this private open area however it on balance it considered that the benefits of the scheme outweigh the disadvantages and the principle of development in this case is therefore considered acceptable.

Landscape and visual impact,

80. The site is located on the edge of Carlton, which has been subject to various phases of growth in the past although the village centre retains its traditional character of a distinctive Norman form of two rows of properties, facing each other over either side of a village green. This village green is now enclosed as front gardens but is still fairly legible. Away from the centre of the village the pattern of development changed with more modern housing developments apparent with differing house styles and ages.

81. The proposed development will be seen from various vantage points and a Landscape visual assessment (LVIA) has been undertaken and assessed by the Head of Technical Services who advised the LVIA demonstrated the need for landscape planting buffers to mitigate the visual impact of the development and without appropriate mitigation the landscape character of the area would be substantially changed from one of an agricultural field to one of built development. Revised plans were submitted following the advice received which allowed for buffer planting to be implemented on the identified boundaries and no further landscape objections have been raised subject to a number of conditions relating to management, size of trees and tree protection which have been recommended.
82. When considering the impact of the development there are three relevant appeals, the first relates to the application site and was a proposal for a stable block and access track (Application 10/1602/REV - Appendix B). The application was refused and the appeal dismissed with the inspector saying "*The proposed stable block would be set well away from and be visually unrelated to other buildings, occupying an isolated position in the countryside surrounding Carlton. The countryside in the immediate locality is characterised by open land with field boundaries formed by hedgerows and a general lack of isolated buildings and structures and "The proposal would introduce an isolated and noticeable feature, disrupting the otherwise open and undeveloped nature of the landscape surrounding Carlton. It would harm the character and appearance of the countryside and be contrary to Policy EN13 of the Local Plan"*. It is evident that the Inspector viewed the development as an isolated structure which could not be screened by existing landscaping, however it is considered that this development whilst significantly more substantial is different from the previous proposal as the development would not appeal isolated but as a natural expansion to the village.
83. The other relevant appeals relates to development in Redmarshall Applications 07/2684/OUT and 08/0298/OUT (See Appendix C and Appendix D), where the inspector commented "*Even accepting that existing hedgerows could be retained and augmented with new planting, I consider that development on the scale envisaged would represent a significant intrusion into the countryside that would not only be harmful in itself but that would also narrow the present open gap between the village and Carlton. I conclude on the second main issue that the proposal would seriously harm the character and appearance of the surrounding area, contrary to the aims of Local Plan Policies GPI and EN13"* and on the resubmission of a smaller scheme "*The site, which is a bare field, lies outside the settlement area of Redmarshall defined by the Local Plan. It can be seen from the surrounding rural area and is plainly not part of the built-up area of the village. I agree with my colleague's view that development in this open location at the interface of the village and the countryside, even on a smaller scale than previously proposed, would be intrusive and harmful to the rural landscape"*.
84. The development at Redmarshall was on the edge of the village and would extend closer to Carlton, however whilst the proposed development under consideration would also extend closer to Redmarshall, it is considered that because of the development opposite (Greens Leas) that this would not close the gap but would relate well to the existing village and the existing development. It is considered that the development, unlike the Redmarshall application would be viewed as part of the built up area of the village and not extend beyond the existing built development to the north.
85. Overall it is considered that with the buffer planting the development would not have an adverse impact on the character and appearance of the area and whilst it is accepted there would be a visual change this would not warrant refusal of the application.

Layout and street scene considerations

86. This proposed development will be accessed from Kirk Hill via tree lined avenue with dwellings served off the highway. The properties proposed are two storey dwellings with six

bungalows sited on the western boundary. The design of the dwellings are very simple with limited features such as canopies to add interest to the frontages, however given the housing mix with 1970's properties to the north and 1990's properties to the east, it is considered that this modern development will not have an adverse impact on the character in the area. Tees Archaeology have expressed concerns over the proposed development affecting the character of the setting of the medieval settlement of Carlton which is still apparent in the village of Carlton, however it is considered the character is still apparent despite other housing developments and it is not considered that this development would adversely affect the character to such an extent sufficient to warrant refusal of the application.

87. Front and rear gardens are provided to all properties, and all properties within the proposed development achieve the separation distances in accordance with the guidance contained in SPG2: Household Extension Guide. Properties have been moved away from the external boundaries of the site to allow meaningful landscaping and also allow sufficient distance to mitigate any likely impact from the trees on future occupiers of the properties, thereby preventing them from being in permanent shade.
88. The Street scene provides some opportunities for landscaping which will provide a positive characteristic to the development. In order to prevent small frontages being enclosed in a sporadic form in the future which would adversely affect the character of the street scene, a condition is recommended removing permitted development rights for means of enclosure apart from those that are already shown on the submitted plans (mainly corner plots).
89. In order to prevent undue impacts associated with the proposed trees and hedges which are considered a fundamental part of the development and also prevent undue impacts from the higher density parts of the development (centre plots), a condition is recommended to remove permitted development rights for the erection of extensions to the properties.
90. Open space has been provided for the scheme to the north of the site, which will remain within the control of a management company, a condition has been recommended to ensure this.
91. The design and access statement says that proposals have been designed to recognise and address the recommendations within Secure by Design for New Homes (2010), and the scheme will be formally Secure by Design certified as part of the detailed delivery process. A number of recommendations have been made by Cleveland Police and these have been forwarded to the client for action.
92. Overall it is considered that the design and layout of the development is acceptable subject to the controlling conditions mentioned above.

Impact on neighbouring properties,

93. The main houses that will be directly affected by this development will be 3 and 4 The Crescent who back onto the site and High Farm House who fronts onto the proposed open space.
94. Although objections from residents are raised in relation to impacts on privacy and amenity, it is considered that the proposed properties have been set a sufficient distance from existing properties to prevent undue impacts on privacy and amenity, with distances between opposing elevations of existing and proposed properties exceeding those that would normally be expected (recommended as 11 metres separation distance from back to side).

95. Overall it is considered that whilst there will be a notable change from the existing situation, the proposed site layout would not affect amenity or privacy of adjacent properties to a degree which would be unacceptable and warrant refusal of the application.

Highway related matters

96. The application is accompanied by a Transport Statement which aims to review the accessibility of the site for pedestrians, cyclists or users of public transport, and to establish the impacts of additional traffic generated by the proposed development on highway capacity and safety across the local road network.
97. A focus of objection from local residents, and the neighbouring Redmarshall Parish Council has been around the impact of the additional traffic that this proposal would result in, with residents highlighting existing problems with traffic and also visibility at the access. The access into the proposed development is located on the south side of Kirk Hill which is subject to a 30mph limit but approximately 85m to the west of the site the road is rural in nature and subject to national speed limit (60mph).
98. The Head of Technical Services has assessed the application from a highways standpoint and confirmed that the visibility splay (2.4m x 43m) can be achieved for those exiting the proposed development. A bus stop and shelter located to the east of the proposed access needs relocating to maintain the visibility splay and this will be subject to a Section 278 agreement.
99. The trip generation of the proposed development has been ascertained and assessed and the Head of Technical Services confirms that Kirk Hill is considered to be suitable for the scale of development proposed. With regards to impacts on the wider area the Head of Technical Services has asked for a contribution towards highway improvements in the West Stockton area as 97% of trips will use these roads. The applicant has agreed and this contribution forms part of the Section 106 Agreement.
100. The internal layout has been assessed and generally accords with the requirements of SPD3 and associated guidance. No objections have been raised to the layout from a highways standpoint.
101. The Head of Technical Services has requested a Construction Management Plan is in place for the development of the site and a condition has been recommended accordingly.

Impacts on Ecology & Biodiversity

102. The submission has included an Ecology Habitat and Protected Species Risk Assessment which considers the impact of the development on ecology, the assessment was initially carried out in August 2012 with a checking survey undertaken in March 2014 to confirm that the results of the earlier assessment remained current. The site has no specific wildlife or ecological designations, and the report indicates that there are no records of protected species at the site although some do exist within the wider area, that there are no features on the site that would support otters or water voles, that there is low or very low risk of the development affecting any Great Crested Newt habitat, Red squirrels and that there are no badger setts on the site.
103. The report does state that the habitats within the site provide suitable foraging habitat for some species, most notably bats and has advised that prior to undertaking any tree works on the mature trees within the site that a detailed bat roost risk assessment is undertaken to establish their status as a bat roost site
104. The hedgerows within the site are relatively mature and species diverse. The western hedgerow is associated with a small stream. Hedgerows and streams are identified as

priority habitats in the UK and Tees Valley Local Biodiversity Action Plan (BAP). Two UK BAP priority bird species were observed within the site) and the site has potential to host other BAP priority species, in particular bird species and possibly brown hare. There is no additional legal protection afforded to BAP priority species, although the local planning authority has a general duty to conserve biodiversity when exercising their duties and a number of recommendations have been made

105. Whitton Bridge Pasture SSSI within 1km of the site and is nationally important for its areas of species-rich unimproved neutral grassland. Natural England have assessed the submitted information and have raised no objections and subject to the development being carried out in strict accordance with the details of the application as submitted confirmed that the development will not damage or destroy the interest features for which the site is noted.
106. Whilst the site may be being used by wildlife it appears that this is likely to be for general foraging. In view of this, a condition has been recommended to ensure that work is undertaken in accordance with the recommendations as detailed within the submitted report.
107. Overall, it is considered that with the implementation of these mitigation measures the proposal would have a limited impact on wildlife and ecology and would not unduly affect biodiversity within the Borough.

Impacts on archaeology,

108. The northern element of the application site lies within a site of archaeological interest and an archaeological report was submitted with the application.
109. Tees Archaeology was consulted on the application and confirms that despite the close proximity to the heart of the village and the presence of earthworks the results of the archaeological fieldwork were almost entirely negative. This suggests that the western limit of the medieval settlement did not extend into the development site. With regards to physical impact on archaeological remains Tees Archaeology have no objection or further comments to make.
110. It is therefore considered that the proposed development will not have an adverse impact on archaeology.
111. Tees Archaeology have expressed concerns about the impact of the proposal on the setting of the medieval settlement of Carlton and state that the village has the distinctive Norman form of two rows of properties, facing each other over either side of a village green. They state that the village green is now enclosed as front gardens but is still fairly legible and that another characteristic of Norman villages are the long open property plots to the rear of the green. These are still apparent in Carlton and in particular on the southern side of the village.
112. Carlton is not a Conservation Area but its medieval origins mean that the village itself is a heritage asset and the impact of the proposal upon its setting should be considered. Carlton village itself has been substantially expanded over the years (See Appendix E which shows the growth of the village) and the original village remains intact and still legible. It is considered that this extension to the village will not adversely affect the setting of the village and the Norman form in the centre will remain unchanged and the setting not effected.

Flood Risk and Drainage

113. A number of concerns have been raised from neighbours and parish councils relating to drainage and flooding and the ability for the pumping station to handle the extra flows. The application site lies within flood zone 1 however to the southeast of the site around leitch

beck is flood zone 3. The Northumbrian Water sewer plans show that there is an existing rising main crossing the proposed development which has been taken into consideration when designing the layout allowing for the required easement. The application is accompanied by a flood risk assessment.

114. The reports state that as the existing site is completely permeable any development will increase the impermeable area and therefore increase the surface water runoff from the site which is not acceptable. The applicants propose to provide a surface water storage system within the on-site infrastructure to limit the surface water runoff from the site to match existing which has been established as 5.0 l/s. The surface water discharge from the site will be limited by the use of a flow control device. The storage system will be contained within the site with the flow control device also being house in the last manhole within the site boundary. The sewerage undertaker will adopt the system provided the design and installation is completed in accordance with Sewers for Adoption. The on-site storage has to be designed to be capable of providing storage for a 1 in 30 year storm event without any on-site flooding occurring. The Fra recommends that a 1 in 100 year storm event should also be analysed to show the route of any flooding in extreme storm events.
115. Northumbrian Water will not accept any surface water flows for the development and therefore it is proposed to discharge the proposed surface water flows into Letch Beck. This flows approximately 70m to the east of the site. The submitted FRA states that the developer must also consider the option of using sustainable drainage techniques within the proposed drainage system. This could include soakaways or filter strips incorporated within the plot work drainage system. The suitability of these will be confirmed following a site investigation to confirm the ground conditions. It is envisaged however through past experience in the area that the ground conditions will be heavy clays and therefore will not be suitable. The developer enquiry response from NWL has confirmed that the foul water flows for the development can discharge unrestricted into the combined sewer network to the east of the development
116. Northumbrian Water have confirmed that they advised that a foul flow of 4.14 l/sec can discharge into the 300mm diameter combined sewer at manhole 4607 and no surface water will be allowed to discharge into their network. NWL would have no issues to raise with the above application, provided the application is approved and carried out within strict accordance with the submitted document entitled "Flood Risk Assessment" and this has been conditioned
117. Whilst the objections from residents and the parish councils have been noted, both the Environment Agency and Northumbrian Water have responded to the consultation exercise. The site is situated within flood zone 1 and presently not at risk of either tidal or fluvial flooding. Conditions have been recommended as suggested by the Environment Agency and Northumbrian Water in respect to limiting surface water run-off from the site whilst Northumbrian Water have confirmed foul water can connect into their existing system in the area. In view of these matters, it is considered that there would be no undue impacts on the risk of flooding in the surrounding area as a result of this proposed development, subject to the conditions as recommended in relation to flood risk and drainage.

Land Contamination

118. A phase 1 environmental desk study accompanies the application which has been considered in detail by the Environment Agency and the Councils own Contaminated Land Officer. The report recommended that an intrusive investigation is undertaken to determine any other potential contamination risks; chemical analysis of the made ground in the north/north eastern corner and the requirement of a clean cover soil separation layer in landscaped/garden areas; geotechnical information to aid the foundation design and also gas monitoring.

119. No objections have been raised that would prevent the development being implemented, subject to a number of conditions based on the findings in the submitted report. These conditions have been recommended.

Other planning considerations

120. The Council's Environmental Health Unit has raised no objections to the application although indicated that a condition should be imposed to limit construction working hours to reduce the impact of the construction on nearby residential properties.
121. In accordance with the requirements of Core Strategy Policy CS3(1) major residential development such as this would need to be built to Level 4 of the Code for sustainable homes and would also require renewables to be provided on site to ensure 10% of total predicted energy requirements would be provided on site. Conditions are recommended to address these matters.
122. Northern Gas Networks have advised that they have no objections to the proposal but that there may be apparatus in the area and the developer should first contact them before commencing any development. An informative has been recommended to address this.
123. Objections were raised that the proposal would result in the loss of the land, however, the land is not in active agricultural use, and is of a limited scale. Whilst the site could readily be used for agricultural purposes, were the site to be lost to the housing development, it would not constitute a significant loss of agricultural land and it is considered that this would not outweigh the need for housing provision in view of a lack of a 5 year supply.
124. Objections, including those from the Parish Councils are raised in respect to the lack of available school places and as with all major residential developments, this would be provided for (if places were required at the time of commencement) via a formula based contribution as required by the councils Supplementary Planning Document 6 and has been included in the Section 106 Agreement.
125. Objections have been received in relation to loss of views over the land and devaluation of property prices, neither of which are considered to be material planning considerations.
126. Objections have been raised regarding the Statement of Community Involvement (SCI) and the interpretation of the results. These comments have been noted, but as there is no statutory planning requirement for a SCI to be undertaken and does not form part of the approved documents this would not be a reason to refuse the application.

CONCLUSION

127. The development is an unallocated site located outside the established urban limits and such development would normally be resisted unless material considerations indicate otherwise having regard to the development plan. However the guidance in the National Planning Policy Framework makes clear that the Local Planning Authority's existing housing delivery policies cannot be considered as up to date as it cannot demonstrate a five year supply of deliverable housing sites. Also housing applications are to be considered in the context of the presumption in favour of sustainable development. It is considered that there are important material benefits arising from the proposed development and there are not any adverse impacts from the proposed development that would significantly or demonstrably outweigh the benefits when assessed against the policies in the framework taken as a whole.
128. Other material considerations have been considered in detail and the development as proposed is considered to be acceptable in terms of Visual impact and highway safety, it

does not adversely impact on neighbouring properties, archaeology or the ecological habitat and flooding

129. It is considered that in the planning balance, although this proposal is out-with the limits for development, there are no designations on site or circumstances which would outweigh the matters of the need for a deliverable 5 year supply of housing and the scheme will provide the affordable housing requirement for Carlton as identified in the Stockton Rural Housing Needs Assessment.
130. For the reasons stated above and detailed in the report it is recommended that the application be Approved with Conditions and subject to the completion of a Section 106 Agreement as detailed within the Heads of Terms.

Corporate Director of Development and Neighbourhood Services
Contact Officer Mrs Elaine Atkinson Telephone No 01642 526062

WARD AND WARD COUNCILLORS

Ward **Western Parishes**
Ward Councillor **Councillor Andrew Stephenson**

IMPLICATIONS

Financial Implications:

There are no known financial implications in determining this application beyond those detailed in the Heads of Terms.

Legal Implications:

There are no known legal implications in determining this application.

Environmental Implications:

The assessment of the application has taken into account the impacts on drainage wildlife and ecology, the general character and appearance of the area as well as impacts on adjoining properties and the adjacent landscaping. It is considered that there would be no undue impacts on these receptors. Detailed considerations are listed within the report.

Human Rights Implications:

The provisions of the European Convention of Human Rights 1950 have been taken into account in the preparation of this report which has included an assessment of people's representations and a weighting up of the points raised. It is considered that no existing residents would be severely affected by the proposed development sufficient to warrant refusal of the application.

Community Safety Implications:

The provisions of Section 17 of the Crime and Disorder Act 1998 have been taken into account in the preparation of this report.

Within this report consideration has been given to implications of increased traffic movements and the need contributions to improvements. There are no other notable impacts on community safety recognised within the assessment of the proposed development

Background Papers:

The Town and Country Planning Act 1990.
National Planning Policy Framework
Stockton on Tees Local Plan Adopted Version June 1997

Core Strategy Development Plan Document March 2010
Supplementary Planning Document 3: Parking Provision for New Developments
Supplementary Planning Document: Open Space, Recreation and Landscaping
Supplementary Planning Document 6: Planning Obligations
Application File and Relevant Planning History as referred to in the report.