

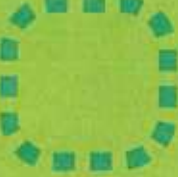


Redcar & Cleveland Local Plan Adopted May 2018

Develop great places to live

Grow our economy and create more jobs

Improve quality of life



this is **Redcar & Cleveland**



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Foreword

Introduction to the Redcar & Cleveland Local Plan

The Redcar & Cleveland Local Plan sets out the vision and overall development strategy for the Council's area and how it will be achieved for the period until 2032. It is the most important planning document in the borough and is the result of a long process of preparation that has involved all parts of the Council.

Redcar and Cleveland is a borough of many contrasts with a scenic coastline and attractive countryside bordering the North York Moors National Park, sitting alongside the industrial complexes of Wilton International and Teesport. The borough benefits from many natural assets, popular coastal resorts, the ancient market town of Guisborough and a strong industrial heritage. Yet Redcar and Cleveland has also faced significant challenges such as the decline in its traditional employment base and the cessation of steel making in Redcar, a reducing population and increasing urban disadvantage.

The Local Plan provides the policy framework to meet these challenges and to deliver sustainable development across the borough. It is an ambitious strategy that strikes a balance between protecting our natural and historic environments and providing an attractive place to live, while still supporting the economic growth that is necessary for the borough and its businesses and residents to prosper.

The preparation of the Local Plan has followed a long and detailed process that has included the preparation of a detailed evidence base and numerous stages of consultation. I would like to thank all of the local residents and businesses, councillors and other interested parties who have contributed to this process and the successful adoption of a Local Plan that will deliver a bold vision for the future of Redcar and Cleveland.

Cllr Bob Norton
Cabinet Member for Economic Growth





I INTRODUCTION

Setting the Context

National planning policy

- 1.1 The Government is reforming the planning and economic development landscape. This presents a major opportunity for local government to seize the agenda for its communities, but with it comes new responsibilities that run in tandem with an unprecedented tightening of public spending and an economy emerging from recession.
- 1.2 The future economic growth potential and the strength of recovery will vary by location, but will reflect some of the potential characteristics that are likely to define recovery.
- 1.3 The requirements of the new public sector efficiency ethos to deal with spending cuts requires local authorities to be more challenging and enterprising in their approach to economic development in the future, especially in relation to skills and enterprise development, social enterprise, growth sectors and the low carbon economy. To be successful, local economies need to act quickly to consider these alternatives; yet it is crucial that our response is grounded against the backdrop of a clear, coherent strategic vision, in order that we increase resilience and sustainability.
- 1.4 The Localism Act 2011 brought about significant changes to the planning system that had been in operation since 2004. The upper 'regional' tier of plan making has been abolished, and Regional Spatial Strategies are no longer in effect. At the same time, a new 'neighbourhood' level of planning has been introduced, which provides parish councils and neighbourhood development forums with the opportunity to prepare a 'neighbourhood development plan' as part of the statutory development plan.
- 1.5 There have also been significant changes to national policy. The National Planning Policy Framework (NPPF) has been introduced, which condenses and streamlines national planning policy from numerous Planning Policy Statements, Planning Policy Guidance notes and circulars, into one significantly shorter document. Under the NPPF, local planning authorities are encouraged to move away from a Local Development Framework approach, under which several documents together form the Local Development Plan, to a Local Plan approach where all the relevant spatial and land use policies are combined within one document.
- 1.6 The NPPF recognises that local plans are the key to delivering sustainable development that reflects the vision and aspirations of local communities. In doing this, local plans should set out the strategic priorities for the area, including policies to deliver housing, employment, retail, leisure, infrastructure

and the conservation and enhancement of the natural and historic environment. Critically, local plans should plan positively to meet the objectives, principles and policies of the NPPF and be based upon an up-to-date and relevant evidence base to ensure that the identified needs of the area will be met.

1.7 The Redcar & Cleveland Local Plan has, therefore, been shaped by many national and local policies and documents. Figure 1 sets out the key influences on the Local Plan.

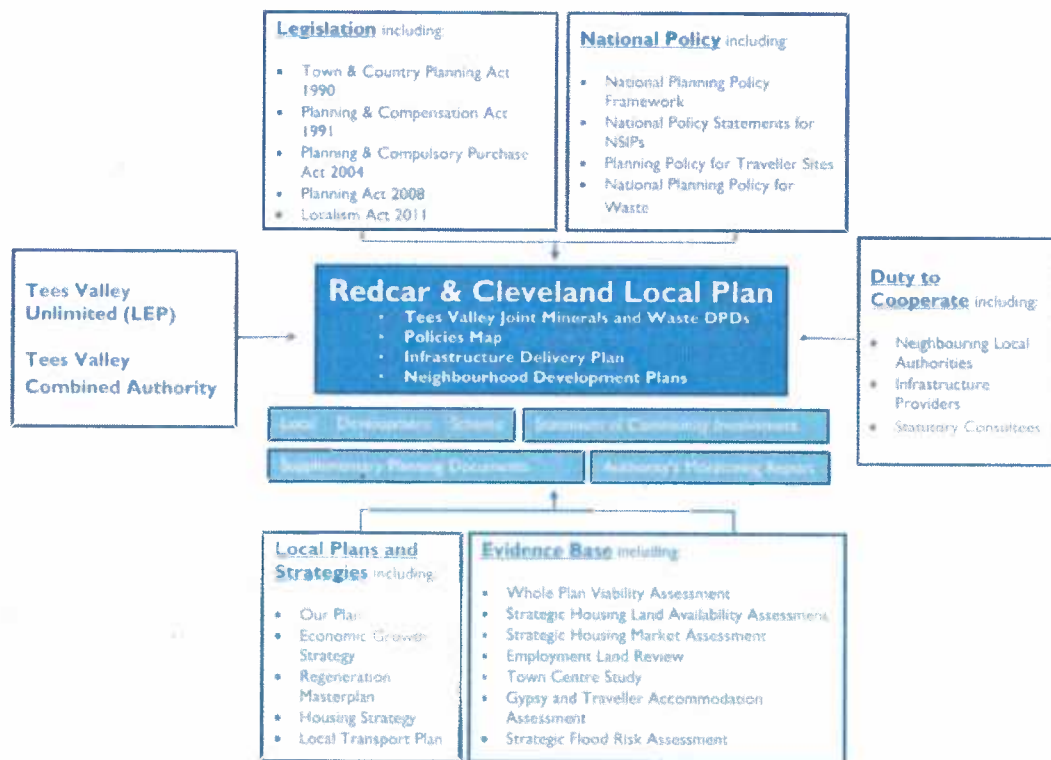


Figure 1 Local Plan - Key documents and influences

Our response

1.8 The NPPF re-emphasises the importance of having a plan-led system and that local plans play an underpinning role in delivering sustainable development and supporting economic growth. It underlines the importance of having an up-to-date local plan and its vital role in shaping the future of our local area.

1.9 We have prepared this Local Plan using a comprehensive evidence base, in order to make sure our approach can be justified. We have also taken into account the comments made during the consultation on the Draft Local

Plan, which took place between June and August 2016, and the Publication Local Plan, December 2016 and January 2017, making changes to our approach where appropriate.

- 1.10** The Council has prepared an Infrastructure Delivery Plan (IDP) to sit alongside the Local Plan. The IDP outlines some of the infrastructure (such as transport, schools, health services and open space) that is needed to help new communities prosper.
- 1.11** In order to comply with the Localism Act and the NPPF, the Local Plan has been prepared in accordance with the Duty to Co-operate. This means that we have involved specific consultees in preparing the document, including neighbouring and nearby local authorities, statutory consultees and infrastructure providers. The full list of bodies included within the Duty to Co-operate is specified in the Town and Country Planning (Local Planning) (England) Regulations 2012.

Marine Planning

- 1.12** Marine planning is a new approach to the management of our seas, introduced through the Marine and Coastal Access Act 2009. Its aim is to ensure a sustainable future for our coastal and offshore waters through managing and balancing the many activities, resources and assets in our marine environment. The Marine Management Organisation (MMO) has responsibility for planning to the mean high water mark, while we as the local planning authority have responsibility to the mean low water mark. We therefore have shared responsibility for the intertidal zone.
- 1.13** In preparing the Local Plan, we have ensured that our strategy and policies are compliant with the Marine and Coastal Access Act 2009, the Marine Policy Statement and Marine Licensing. We have co-operated, and will continue to liaise, with the MMO to ensure that the Local Plan and its implementation are consistent with the marine planning process and will support the UK vision for clean, safe, productive and biologically diverse oceans and seas.

Spatial Portrait

- 1.14** Redcar and Cleveland is situated in the north east of England and, at 24,490 hectares (93 square miles), is the largest borough in the Tees Valley. The borough is located south of the River Tees, with a total population of 135,200⁽¹⁾. The Redcar & Cleveland Local Plan will not cover the whole of the borough; the part that is within the North York Moors National Park is covered by a separate plan prepared by the National Park Authority.

¹ Source: Census 2011

- I.15** Redcar and Cleveland is an area of immense contrasts and includes the vast industrial complexes of Wilton International, the steel industry and Teesport, as well as the attractive coastal resorts of Redcar, Marske and Saltburn, the ancient market town of Guisborough and scenic countryside edging the North York Moors National Park.
- I.16** Redcar is the largest town in the borough. The urban area of Greater Eston, four miles west of Redcar, includes the settlements of Normanby, Ormesby, Nunthorpe, Eston, South Bank, Grangetown, Teesville and Lazenby, and immediately borders the Middlesbrough administrative area. Between Redcar and Greater Eston, the chemical plants at Wilton International and other heavy industries dominate the area. South of Redcar, Marske and Saltburn along the coast, are a number of smaller towns and villages in the rural area, including Brotton, Loftus and Skelton. Inland from the coast is Guisborough market town, which borders the National Park. Beyond the main settlements of the borough are a number of small villages, principally located within the East Cleveland countryside.
- I.17** The coastline south east of Saltburn is designated as a Heritage Coast due to its scenic quality and undeveloped characteristics. Visitors to the area are attracted to the beaches, traditional seaside resorts, attractive coastal walks and countryside bordering the National Park. The borough includes a wealth of internationally, nationally and locally important nature conservation sites. South Gare and Coatham Sands SSSI and Redcar Rocks SSSI are also part of the 'Teesmouth and Cleveland Coast' Ramsar site and Special Protection Area protected by international legislation. The special cultural qualities of the area have been influenced by its unique past, particularly its industrial and maritime history which has influenced the growth of the area.
- I.18** The traditional employment base of Redcar and Cleveland has been manufacturing based on steel, chemicals and heavy engineering. However, over recent decades, there has been a decline in these industries which has impacted upon many communities in the borough and the north east, resulting in areas of urban deprivation and a declining population. The chemical industry, mainly based at Wilton International, is a vitally important part of the local, regional and national economy. Despite the cessation of steel making in Redcar, the steel sector continues to be an important part of the local economy. Teesport is one of the largest freight ports in the UK, a major employer in the borough and a key economic asset for the Tees Valley. The port forms part of a wider logistics sector which has expanded in recent years and has the potential for further growth.
- I.19** Redcar is the borough's main retail and commercial centre, serving a wide catchment area as well as being a popular seaside resort for day visitors. Recent improvements to the seafront include an improved promenade alongside the Redcar Beacon and the Palace Hub. There is a pedestrianised

High Street that links with Regent Walk to provide the focus for the primary shopping area. However, there are still some parts of the town centre that are characterised by vacancies and a poor environment. These issues continue to raise concerns for the long-term vitality of parts of the town centre.

Redcar is a relatively vibrant town, although it includes areas suffering from urban deprivation in need of regeneration.

- 1.20** The settlements of Eston, South Bank, Ormesby, Normanby and Grangetown comprise the most built-up part of the borough. The expansion of this area from farmsteads was driven by the discovery of ironstone in the 1850s and by its location, close to the mouth of the River Tees and next to the newly industrialised areas around Middlesbrough. Today, some parts of this area have experienced socio-economic decline due to job losses associated with the declining manufacturing industries, which has manifested itself in problems such as population decline, poor retail and service provision, unemployment, multiple deprivation and environmental degradation. Major regeneration schemes have been focused on parts of the area, particularly South Bank and Grangetown, and we have been successful in delivering a new district centre at Low Grange Farm. However, significant challenges remain and the Council and its partners will continue to work jointly to address the issues associated with the operation of the housing market, the economic and regeneration context and transportation.
- 1.21** The historic market town of Guisborough is an important centre serving a large rural hinterland. It is the ancient capital of Cleveland, has an historic core which is a conservation area and includes the remains of the 12th century ruined Gisborough Priory. The town is an attractive and important centre for retail, other services and employment. In East Cleveland, a number of towns and villages include local facilities and services, which serve the surrounding communities. However, some are now failing to function as local and district centres due to shop closures, high vacancy rates, few employment opportunities and poor environmental quality.
- 1.22** The borough includes two passenger rail links, one linking Saltburn, Marske and Redcar to Middlesbrough, and another linking Nunthorpe to Middlesbrough and Whitby along the Esk Valley line. The A174 and the A66 provide the main road links in the urban areas of the borough. Both roads eventually link through to the A19(T) to the west. Guisborough is linked by the A171, which is the main road connecting Whitby to Middlesbrough. A network of minor roads connects the small villages. Bus services provide a reasonable public transport network around the borough and into neighbouring areas.

Demographic Portrait

- 1.23** Since 1981, Redcar and Cleveland has generally had a steadily declining population. The Census has confirmed the following key demographic trends for Redcar and Cleveland between 2001 and 2011:
- population decline of 2.8% with continuing net out-migration;
 - household growth of 3.8% (approximately 2,160 households);
 - relatively low population increase through natural change (the difference between birth and death rates); and
 - increasing population imbalance with an increasing proportion of people of state-pension age.
- 1.24** The Census estimate shows that the population of the borough fell by 3,900 in the 10 years to 2011, from 139,100 to 135,200, equivalent to a loss of 390 residents per year. This was against the backdrop of a rising population in the UK (+7%) and, to a lesser extent, north east England (+2.2%) and the Tees Valley (+1.6%).
- 1.25** Redcar and Cleveland was the sixth highest, and one of just sixteen local authority areas in England and Wales, to lose population during the inter-census period. Although the decline has slowed since the 1990s, the national rate of population growth was also lower during that period. The population decline is primarily due to net out-migration which, while reducing, still exceeded the rate of natural change.
- 1.26** The Office of National Statistics 2012-based sub-national population projections, project the population of Redcar and Cleveland to decrease by 0.5% to 134,300 by 2037. The percentage of the population aged over-65 is projected to increase significantly from 20% in 2012 to almost 30% in 2037, the highest percentage in the Tees Valley.
- 1.27** The historical decline is due to people continuing to leave the area, including for employment reasons and, locally, an established westward population drift within the Tees Valley from Middlesbrough and Redcar and Cleveland to Stockton and Darlington. There is also an outflow of households from the Tees Valley into North Yorkshire, particularly Hambleton.
- 1.28** With more people living alone and for longer, household growth is a key driver of housing need and demand across the country. Census estimates indicate that, between 2001 and 2011, average household size in the borough reduced from 2.4 to 2.25 people per household, which is the lowest in the Tees Valley. The average household size reduction (6.3%) was the highest in the sub-region.

- I.29** Household growth in the borough is primarily being driven by the increase in single-person households and, in particular, the growing retirement-age population, with the proportion of younger people falling. The statistics reflect the higher proportion of retired households, which tend to be smaller than those of working-age.
- I.30** The Census shows that the number of households in the borough increased from 57,460 in 2001 to 59,615 in 2011 (up 3.8%) with the number of dwellings increasing by 3.4%, from 59,940 to 61,390. Meanwhile, the proportion of vacant property fell from 4.1% to 3.8%, which partly reflects high levels of housing clearance through market renewal programmes.

Key Issues

- I.31** Whilst we are still recovering from recession, the economic landscape remains fragile, and it is clear we face the prospect of large reductions in public expenditure in the coming years. Growth in the late 20th and early 21st centuries was largely driven by consumerism, credit and the public sector. There is a need to rebalance the economy and look at how we can use our assets in different ways. In particular, we will need to look primarily towards the private sector to generate jobs to replace those lost in the public sector. With a smaller role for the state, this will require the development of innovative approaches.
- I.32** Future growth may be less dependent on the retail sector and financial services. It is likely to be driven far more by low carbon technologies and manufacturing, increased social enterprise, tourism, adapting to increased flood risk, energy and food security, a rapid shift in consumption patterns and by efficient use of natural resources. We do know that the future is very uncertain, with the likelihood of rapid technological and social changes, which themselves could drive growth. We need increasingly to look outwards to the rest of the UK, but also Europe and globally for opportunities and solutions.
- I.33** We have our Regeneration Masterplan, the delivery of which is being reinforced through a new Economic Growth Strategy for the borough. We have prepared this Local Plan in order to provide a clear spatial direction on how we intend to support the delivery of this strategy and create a more adaptable and resilient Redcar and Cleveland.
- I.34** It is essential we focus on where it makes sense to advocate and address issues across the borough, and not attempt to replicate activity that is more appropriate at a national or sub-regional level. We recognise that it is an increasingly competitive world, but it is important that our achievements and aspirations also complement those of our nearest neighbouring areas,

recognising the wider ambitions for the Tees Valley. Our growth must be mutually reinforcing (not competitive) growth for the overall benefit of the Tees Valley.

- I.35** This means we must focus on the most important strategic priorities for Redcar and Cleveland, be aspirational, positive and add value. In practice, this means that activity has to:
- be clearly grounded in evidence;
 - focus on the most important strategic priorities for the Tees Valley and the supporting actions required;
 - add value and be specific;
 - promote a joined-up approach based on partnership working, alignment of funding and stakeholder involvement; and
 - support the integration of economic, environmental and social priorities, and not breach environmental limits.

Regeneration Masterplan and Economic Growth Strategy

- I.36** The Council has recognised the need to improve the physical and economic development of the borough. To stimulate this growth, we created the Regeneration Masterplan in 2010. The Masterplan, which became adopted policy in 2011, is a 15-year vision for the economy that sets out spatial strategies covering the whole borough, supported by a range of projects that are aimed at stimulating the local economy by improving the quality of the environment and delivering jobs and business growth. Many of the initial projects focused on developing the seafront, amenities and business space in Redcar. Activity has since focused more on borough-wide programmes and a range of activities in South Tees, East Cleveland and Greater Eston.
- I.37** After 5 years of the Regeneration Masterplan, the Council began a review of our approach to economic development in order to identify progress to date and to consider how to move forward given the major shifts in the political and economic climates since 2010. The “Economic Growth Strategy” is our strategic approach to economic development, identifying what we have achieved and what the most appropriate activities should be to diversify and grow our future economy. The Growth Strategy builds on the Regeneration Masterplan but takes a broader, less physical regeneration approach, setting out the how the many stakeholders affecting our economy can improve our borough and its economic performance.

Redcar and Cleveland Housing Strategy

- I.38** The Redcar and Cleveland Housing Strategy is the overarching document that sets out our shared aims and objectives for improving the quality, availability and accessibility of housing in the borough. The strategy was

developed with the Redcar and Cleveland Housing Partnership, which is the key body for co-ordinating and agreeing all strategic housing issues affecting the borough.

I.39 In order to ensure delivery of these objectives, the Housing Partnership identified six strategic aims as the framework for the strategy, namely:

- addressing housing market failure;
- delivering new homes for current and future residents;
- raising standards within the existing housing stock;
- increasing the supply of affordable housing;
- ensuring that our housing enables people to live independently; and
- minimising carbon emissions from housing and promoting the highest quality of design.

I.40 The Local Plan is a key element in the delivery of our housing strategy, particularly in identifying the future housing requirements for the borough and allocating land sufficient to meet those needs. The plan also sets out the Council's policies in relation to affordable housing and the type and mix of housing generally required upon sites.

Sub-regional context

Tees Valley Unlimited

I.41 Tees Valley Unlimited (TVU) is the Local Enterprise Partnership (LEP) delivering economic growth to the whole of the Tees Valley area. The LEP is a cross-sector partnership with membership drawn from the public sector⁽²⁾, the private sector, as well as higher and further education, whose vision is to promote and develop economic growth in the Tees Valley. Being one of the first Local Enterprise Partnerships in the country to gain Government approval, TVU has, since its inception in 2011, forged a reputation for tackling the existing perceptions of the area, engaging with the business community and promoting Tees Valley as the place to invest. In the last 5 years, TVU have secured a significant amount of Government funding which has helped businesses across a wide range of sectors.

I.42 TVU published the Strategic Economic Plan (SEP) in 2014, setting out its proposals to generate growth through to 2025. The overarching aim of the SEP is to work collaboratively to build on competitive advantages and remove barriers to growth, thus facilitating the creation of 25,000 new jobs and £1 billion extra into the economy over the next decade. Following the creation of the Tees Valley Combined Authority, the SEP will be refreshed.

² the five Constituent Authorities include Darlington, Hartlepool, Middlesbrough, Redcar & Cleveland, and Stockton-On-Tees Borough Councils