

Stockton on Tees Borough Authority Monitoring Report 2017/2018

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1. Introduction

- 1.1. The Economic Growth and Development Service delivers the Council's planning responsibilities through planning policy development and the determination of planning applications. This Authority Monitoring Report tells you how planning is making a positive difference to Stockton on Tees Borough.
- 1.2. The Stockton-on-Tees Core Strategy, adopted in March 2010, sets out a vision for the Borough. This report sets out how this vision is being delivered and what actions still need to be taken to ensure it is achieved. This includes information about the plan process, monitoring data for specific areas such as housing and employment as well as real outcomes being delivered across the Borough.
- 1.3. Planning continues to function in a changing environment, with new legislation, regulations and guidance impacting on the production and functioning of the Development Plan. In 2012, the Localism Act and the Local Planning Regulations made a number of changes to monitoring reports.

Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)

- 1.4. Since the 2012 regulations came in to force in April 2012, they have been amended in November 2012, 2013, 2016 and 2017. These regulations set out how local councils should prepare and consult on their local plans. They were intended to simplify the process of preparing local plans, consolidating previous changes and simplifying the language used to describe the various documents and processes which make up the development plan system.

Local Plan Monitoring

- 1.5. Section 113 of the Localism Act 2011, amended section 35 of the Planning and Compulsory Purchase Act 2004 so that local planning authorities must publish information about the implementation of their local development schemes and local development policies direct to the public at least yearly in the interests of transparency. The local planning authority is no longer required to send this report to the Secretary of State.
- 1.6. The content of the report and the indicators measured have changed and developed since the first Annual Monitoring Report was produced in 2005. This will continue as the new Local Plan is developed and changes are made by central government.
- 1.7. For a number of years, the monitoring report has included 'developing the monitoring framework' as a key action. This continues as a key action as the monitoring framework will need to be both meaningful and flexible. This is likely to mean combining fixed indicators which can be collected and compared year on year, with more flexible, fluid indicators which capture particular developments and circumstances within the Borough.
- 1.8. The Core Strategy includes a number of Local Output Indicators which were intended to be used to record the impact of its policies. These are in the AMR as far as possible. In some cases, the data for these indicators is no longer available or the targets set are no longer relevant. Where this is the case, alternative local indicators have been used.

Where are we now?

- 1.9. Stockton-on-Tees is situated in the Tees Valley in north east England. The Borough's neighbouring local authorities are County Durham to the north; Darlington to the west; Middlesbrough, Redcar & Cleveland and Hartlepool to the east; and Hambleton to the south. The principal settlements in the Borough are Stockton, Billingham, Thornaby, Ingleby Barwick,

Norton, Eaglescliffe and Yarm; whilst Wynyard is expected to grow into a substantial residential location.

- 1.10. The Borough of Stockton-on-Tees had a resident population of 196,487 in 2017 living in 85,630 homes. Over the ten years to 2017, the number of residents increased by 4.5% (+8,550), which is higher than the North East (+3.2%), but lower than the UK average (+7.7%).
- 1.11. Stockton-on-Tees covers nearly 21,000 hectares and includes over 28 kilometres of the River Tees. It includes a wide variety of land uses with urban centres, market towns and village locations situated alongside significant commercial and industrial development. There are also significant landscape and wildlife assets in the Borough, including the Teesmouth and Cleveland Coast Special Protection Area and Ramsar site.
- 1.12. The Borough benefits from good access to the strategic road network and is served by two trunk roads, the A19 which runs from north to south and the A66 which runs from east to west. Rail connections are also good, with local lines providing services to Middlesbrough, Darlington, Hartlepool, Newcastle and York. Mainline services to London can be joined at Darlington and Eaglescliffe stations. Durham Tees Valley airport straddles the border between Darlington and Stockton and offers destinations within the UK and Europe.
- 1.13. The Core Strategy (adopted in March 2010) identifies a number of Stockton's characteristics, including drivers for change in the Borough. In 2010, key drivers for change included:
 - Realising the potential to focus on the River Tees as a key asset of the Borough, whilst taking into account the impact of climate change and flood risk;
 - Loss of traditional manufacturing industries, giving rise to previously developed land within urban areas, resulting in significant opportunities for redevelopment and regeneration, coupled with the identification of key regeneration sites;
 - Lower than the national average employment rates;
 - Low rates of new business start-ups;
 - Potential to improve educational achievements, and to retain and attract more highly qualified people;
 - Potential to create new jobs and attract significant investment in the chemical sector;
 - Development of Queen's Campus, Durham University's Stockton campus, and the opportunities to diversify the economic base through the development of 'knowledge based' industries;
 - High retail vacancy rates in the town and district centres, combined with poor environments;
 - Lower than national average rates of car ownership, and therefore a need to improve the accessibility of services and facilities by public transport;
 - Pressure for greenfield development;
 - Recent growth in population and households, and the need to improve housing quality and choice;
 - An ageing population profile;
 - Wide disparity of opportunity, with areas of disadvantage situated alongside areas of affluence;
 - Pockets of low demand for housing;
 - Potential to improve transport infrastructure and public transport provision;
 - Desire to reduce further levels of crime and disorder, and to produce increased feelings of safety; and
 - Potential to increase the use of the River Tees and its environs for leisure, sport and recreation activities following the completion of the tidal barrage in 1995.

2. Delivering the Local Development Scheme

- 2.1. During 2017/18, the main focus during this period has been the production of the new Local Plan in accordance with the Local Development Scheme, which was adopted in July 2016.

Local Plan

- 2.2. As a result of the Regulation 18 Local Plan, a Publication Draft Local Plan was produced and consulted on for a 6 week period between 25th September and 6th November 2017. During the consultation the Council received responses from 116 individuals and organisations, who submitted 411 representations. In addition responses were received from the Police & Crime Commissioner for Cleveland, the Hartlepool and Stockton-on-Tees Clinical Commissioning Group, and North Tees Limited between the close of the consultation and submission of the Local Plan after the consultation period.

Following on from the consultation, the Local Plan was submitted to the Planning Inspectorate on 21st December 2017. The Planning Inspector, Mr Matthew Birkinshaw was appointed to examine the Local Plan with an examination held during summer 2018.

Duty to Cooperate

- 2.3. The Duty to Cooperate is set out in Section 110 of the Localism Act and requires:
- councils and public bodies to 'engage constructively, actively and on an ongoing basis' to develop strategic policy;
 - councils to have regard to the activities of the other bodies; and
 - councils to consider joint approaches to plan making.
- 2.4. Stockton shares sub regional boundaries with Hartlepool, Redcar & Cleveland, Middlesbrough and Darlington Local Authorities. Regionally it also shares boundaries with Hambleton District, and North Yorkshire and Durham County Councils. Lead officers from each of these authorities meet every eight weeks to discuss strategic planning issues such as housing, transport, waste, biodiversity, and the environment. The chairing of this group rotates annually and the group's working agenda is regularly updated. Through this forum, the group is able to take a sub-regional approach to responding to consultations such as those relating to emerging legislation or government guidance and those from other local authorities. As new legislation and guidance is implemented, the group is also able to work towards implementing these consistently across the sub-region.
- 2.5. Issues taken forward through the group during 2017/2018 have included:
- Planning's involvement with Tees Valley Unlimited and the Local Enterprise Partnership;
 - Ensuring a consistent approach is taken to implementing the Community Infrastructure Levy across the Tees Valley;
 - Continued discussion of issues relating to minerals and waste following the adoption of the Waste and Minerals DPDs in autumn 2011, with particular reference to the importation of waste to the Tees Valley;
 - Inputting into the Tees Valley Development Database and ensuring outputs can be used to inform the development plan process;
 - Coordinating the approach Stockton Borough Council and Hartlepool Borough Council take to both employment and housing development at Wynyard, including a Statement of Common Ground.
 - Production of other Statements of Common Ground to support the Local Plan, including Housing Requirement, Durham Tees Valley Airport, Playing Fields, North Tees, Flood Risk and Highways.
- 2.6. The Council has also responded to both informal and formal requests for co-operation in

relation to other local authorities' Local Plan preparation. This has included meetings to discuss both general and specific issues and formal consultation responses. During the reporting period, the Economic Strategy and Spatial Planning team has considered and where appropriate made comments on:

- Hambleton District Council, Alternative Sites Consultation (June 2017);
- Hambleton District Council, Local Green Space Consultation (June 2017).

2.7. As the Local Plan progresses, the Council continues to engage and co-operate with a wide variety of organisations in addition to the Local Authorities outlined above. These include:

- Parish and Town Councils,
- The Environment Agency;
- Historic England;
- Natural England;
- The Civil Aviation Authority;
- The Homes and Communities Agency;
- NHS Stockton-on-Tees;
- Highways England;
- Tees Valley Unlimited, the Local Enterprise Partnership.

Neighbourhood Planning

2.8. The Borough has two designated neighbourhood areas. In November 2013, the Egglecliffe and Eaglescliffe Parish Council's boundary was designated as a neighbourhood area. At the same time, a neighbourhood area at Wynyard was designated. This neighbourhood area includes part of Grindon Parish and part of Elwick Parish in Hartlepool. These groups have continued to work on their Neighbourhood Plans throughout the reporting period.

Towards the Community Infrastructure Levy

2.9. The Community Infrastructure Levy (CIL) came into force on 6 April 2010 under the Community Infrastructure Levy Regulations 2010, which have subsequently been updated. It allows local authorities in England and Wales to raise funds from developers undertaking new building projects in their area. The money can be used to fund a wide range of infrastructure that is needed as a result of development. This includes transport schemes, flood defences, schools, hospitals and other health and social care facilities, parks, green spaces and leisure centres.

2.10. Part of the supporting evidence for setting the Levy rate is an up to date Core Strategy or Local Plan, and an indication of the infrastructure requirements needed to support the development in the area over that plan period. However, at present, the Council is not developing a Charging Schedule for the Borough.

3. Housing

- 3.1. The Development Plan currently contains a number of policies which focus on housing, including policies from both the Local Plan (1997) and the Core Strategy. The Council are preparing a new Local Plan which will, once adopted, replace all policies within the Development Plan with the exception of the Joint Tees Valley Minerals and Waste Core Strategy and Policies and Sites LDDs.
- 3.1. The Council has acknowledged that the housing requirement within the Core Strategy is not consistent with the NPPF as it dates back numerous years, is based on the revoked Regional Spatial Strategy and is not reflective of current housing needs. Taking into consideration guidance within the NPPG, future delivery is considered against the emerging Local Plan housing requirement.

Housing Delivery

Core Indicator: Number of completions

- 3.2. Data on planning permission for dwellings, starts, completions, conversions, changes of use and demolitions is gathered by the Economic Strategy and Spatial Planning Team from a variety of sources and is stored on the Council’s Housing Database. Figure 1 below details housing delivery data against the Core Strategy requirement from the beginning of the Regional Spatial Strategy period (2004).

Figure 1: Dwellings delivered against the Core Strategy requirement

Period	Gross Additional Dwellings	Net Additional Dwellings	Core Strategy Housing Requirement	Proportion of Core Strategy Housing Requirement
2004/2005	503	345	600	57.50%
2005/2006	527	387	600	64.50%
2006/2007	920	564	600	94.00%
2007/2008	1320	1141	600	190.17% ¹
2008/2009	606	496	600	82.67%
2009/2010	713	542	600	90.33%
2010/2011	615	459	600	76.50%
2011/2012	565	471	530	88.87%
2012/2013	757	616	530	116.23%
2013/2014	526	358	530	67.55%
2014/2015	548	441	530	83.21%
2015/2016	492	364	530	68.68%
2016/2017	1040	924	525	176%
2017/2018	784	770	525	146.67%

A total of 770 net additional dwellings were delivered in the Borough in the period 2017/18, which represents 146.67% of the Core Strategy housing requirement.

Housing Trajectory and five year housing land supply position

- 3.3. The emerging Local Plan will contain the Borough’s strategic housing policies and site

¹ The particularly high figure seen in 2007/2008 is considered to be partly due to good performance and partly a result of the introduction of new monitoring systems which identified a number of previously unrecorded completions

allocations. The Council prepared a Strategic Housing Market Assessment in 2016, which identified an Objective Assessment of Need (OAN) for housing and this has been translated into a housing requirement, which is enshrined within the emerging Local Plan.

- 3.4. The Council has considered guidance within the NPPG and is considering future housing delivery against the emerging Local Plan housing requirement (which is the OAN plus under-delivery against the OAN in the period 2014/15 to 2016/17 and older people’s needs).
- 3.5. The latest housing trajectory and 5 year supply assessment (covering the period 2018/19 to 2022/23) was prepared for the purposes of the examination of the emerging Local Plan. This assessment was considered at the examination hearing sessions and a number of amendments were made (see examination library documents EX/SBC/31 and EX/SBC/31a). The assessment identifies that the Council have identified sites to deliver the housing requirement over the emerging Local Plan period (to 2032) and can identify a five year supply against the emerging Local Plan housing requirement. Weight to this position and policies within the emerging Local Plan will need to be considered in accordance with NPPF paragraph 48 until adoption.

Previously Developed Land

- 3.6. The National Planning Policy Framework defines Previously Developed Land as *“Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.”*

Core Indicator: % of Dwellings Completed on Previously Developed Land

- 3.7. Core Strategy Policy CS7 sets a target of 75% of housing completions in the Borough being on previously developed land. Figure 2 sets out the proportion of dwellings built on previously developed sites from 2004/05 to 2017/18. It is demonstrated that since the adoption of the Core Strategy in 2010 until 2014/15 the delivery of new homes on previously developed land has been either above or close to achieving the 75% target. Delivery on previously developed land dropped below the Core Strategy target in the years 2015/16 and 2016/17. The lowest recorded figure since 2004/05 was recorded in this reporting year (2017/18) where delivery on previously developed land has reduced to 32.4%. This 2017/18 figure is predominantly the result of delivery on greenfield commitments at Yarm, Eaglescliffe, Ingleby Barwick and Wynyard. The Housing Strategy in the emerging Local Plan seeks to promote development within the Regenerated River Tees Corridor and conurbation alongside development at West Stockton SUE and the creation of a sustainable settlement at Wynyard. An analysis of sites contained within the emerging Local Plan highlights that the Core Strategy target will not be achieved in future years.

- 3.8. **Figure 2: Dwellings Built on Previously Developed Land**

Period	Proportion of dwellings built on previously developed land since 2004
2004/2005	29.30%
2005/2006	38.10%
2006/2007	58.70%
2007/2008	59.40%
2008/2009	72.52%
2009/2010	69.99%

2010/2011	74.31%
2011/2012	79.58%
2012/2013	76.98%
2013/2014	71.73%
2014/2015	77.74%
2015/2016	59.15%
2016/2017	62.4%
2017/2018	32.4%

Housing Distribution and Mix

3.9. Core Strategy Policies CS1 Spatial Strategy and CS7 Housing Distribution and Phasing seek to prioritise housing development on brownfield sites in the Core Area, followed by sites elsewhere in the conurbation and sites which support the regeneration of Stockton, Thornaby and Billingham. The Core Strategy sets a target of 50% of housing development to be located within the Core Area between 2016 and 2024.

Local Indicator: Distribution of completed housing development

3.10. Of the 784 gross additional dwellings delivered in 2017/18. A relatively high number of completions (25.64%) were located within the Core Area; this is predominantly the result of delivery at British Visqueen, Corus Pipe Mill, Swainby Road and Parkfield. Significant delivery (41.71%) is identified within the rural area which is predominantly the result of delivery of greenfield commitments at Yarm and Wynyard.

Figure 3: Distribution of Housing Completions

		Billingham	Core Area	Ingleby Barwick	Rural	Stockton	Thornaby	Yarm, Eaglescliffe and Preston	Borough Total
09/10	Total	61	91	93	36	231	193	8	713
	%	8.56	12.76	13.04	5.05	32.4	27.07	1.12	
10/11	Total	47	123	128	11	166	106	34	615
	%	7.64	20	20.81	1.79	26.99	17.24	5.53	
11/12	Total	38	108	102	31	120	133	36	568
	%	6.69	19.01	17.96	5.46	21.13	23.42	6.34	
12/13	Total	47	241	161	39	106	134	28	756
	%	6.22	31.88	21.3	5.16	14.02	17.72	3.7	
13/14	Total	23	137	137	77	72	76	5	527
	%	4.36	26	26	14.61	13.66	14.42	0.95	
14/15	Total	2	178	117	55	86	94	16	548
	%	0.36	32.48	21.35	10.04	15.69	17.15	2.92	
15/16	Total	52	92	120	67	104	38	19	492
	%	10.57	18.70	24.39	13.62	21.14	7.72	3.86	
16/17	Total	0	422	174	161	103	124	56	1040
	%	0	40.58	16.73	15.48	9.90	11.92	5.39	
17/18	Total	0	201	155	327	5	1	95	784
	%	0	25.64	19.77	41.71	0.64	0.13	12.12	

- 3.11. Core Strategy Policy CS8 requires developers to provide a balance and mix of good quality housing of all types and tenure in line with the Strategic Housing Market Assessment. Emerging Local Plan policy follows similar principles to the Core Strategy and is supported by an updated Strategic Housing Market Assessment (completed in 2016). The Council no-longer records the house types and bedroom numbers of completed dwellings for monitoring purposes, and consideration of planning applications will be undertaken at planning application stage.

Affordable Housing

- 3.12. Core Strategy Policy CS8: Housing Mix and Affordable Housing Provision sets out a number of targets and requirements for affordable housing, based on the information about the Borough's housing market, needs and demand documented in the Tees Valley Local Housing Assessment Update and Strategic Housing Market Assessment Report, both completed in January 2009. A new Strategic Housing Market Assessment to underpin the emerging Local Plan was prepared in 2016; this provides the most up-to date information regarding affordable housing needs within the Borough.

Delivering Affordable Housing

- 3.13. The Council has facilitated affordable housing delivery through major housing regeneration schemes, by requiring new market housing developments to include an element of affordable housing through the planning system, and by releasing Council owned sites specifically for affordable housing provision.

Core Indicator: Number of Affordable Homes Completed

- 3.14. In the period 2017/18, 121 affordable homes were delivered. The methods for delivering affordable housing have been relatively successful with delivery exceeding the target set out in Policy CS8 of the Council's Core Strategy. In the past 5 years (2013/14 to 2017/18) 495 affordable dwellings have been delivered against a Core Strategy target of 480. Historically a significant proportion of affordable units have been delivered on the major housing regeneration schemes rather than through the planning system on market housing sites. However, in recent years and moving into the future delivery of affordable dwellings through market-led developments will increase.

Gypsies and Travellers

- 3.15. The Council has undertaken a Gypsy and Traveller Accommodation Assessment (GTAA) as part of the Strategic Housing Market Assessment (2016) to ensure that the evidence base for meeting needs aligns with 'Planning Policy for Traveller Sites (August 2015). The study identified that there is a small requirement for additional pitches which can be accommodated on the existing Council owned site at Mount Pleasant Grange, Bowesfield Lane. The GTAA did not find any need for provision to accommodate Travelling Show People and does not consider that there is a need to identify any transit provision at this time.
- 3.16. During 2017/2018, there was no formalised enforcement action taken against unauthorised Gypsy and Traveller developments. No planning applications have been approved in the reporting period 2017/18.

4. Economic Growth

- 4.1. The Development Plan currently contains policies from the Local Plan, Alteration No. 1 to the Local Plan and the Core Strategy which are relevant to business development and town centres. This section of the AMR provides information to monitor these policies.

Local Economic Assessment

- 4.2. The Local Democracy, Economic Development and Construction Act (2009) introduced the requirement to produce a Local Economic Assessment (LEA). Although this requirement is no longer mandatory, the Council is committed to supporting economic growth in the Borough. The LEA was revised in 2017 and is available on the Council's website.
- 4.3. This report is also augmented by regular Economic Climate Reports which provide updates to members on key announcements and statistics affecting the local economy, alongside case studies on relevant topics.
- 4.4. The Core Strategy includes a monitoring indicator for the 'overall employment rate'. 'Nomis' figures for the period April 2017 to March 2018 estimated that 89,100 people were in employment a rate of 72.2% of economically active people.

Employment Land

Local Indicator – Employment Land Availability

- 4.5. As part of the Council's evidence base review which commenced in December 2015, a new Employment Land Review was commissioned. This sought to identify the employment needs for the Borough and site allocations to meet this requirement. The Council has taken the opportunity to use the ELR process as a new baseline for future employment land monitoring.
- 4.6. The information in Figure 7 summarises the amount of employment land available within the Borough at 31st March 2018. The land is categorised as:
- Specialist Use – Land identified for businesses in the process industries cluster at Billingham and North Tees or expansion land at Durham Tees Valley Airport. This figure differs from the ELR as the AMR figure includes land which the ELR considered as expansion land for existing businesses.
 - General Employment Land – Sites and premises within business parks, industrial estates which is available for general B1 (office) B2 (general industrial) and warehouse and distribution (B8) use.
 - Safeguarded General Employment Land – An area at Wynyard Park which is not specifically allocated but is safeguarded for future employment use.

Figure 7: Employment land availability (hectares)

Type	Land (Ha)
Specialist Use	313.0
General Employment Land	149.8
Safeguarded General Employment	23.6
Grand Total	486.4

Core Indicator Employment Land Take-up

- 4.7. Employment land is 'taken up' when development begins on a site and it becomes unavailable. The Council continues to consider land which has a detailed planning permission as available as in many instances permissions may not be built out, or the speculative nature of some developments means that the site is still available for new businesses.

Figure 8: Employment land take-up over the plan period (hectares)

Period	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017	2017/ 2018
Area (Ha)	13.45	27.85	20.06	5.81	5.39	1.09	9.77

- 4.8. Take up during the 2017/2018 period included the commencement of a crane storage and distribution facility comprising external crane storage, parking and training area, workshop and office. In addition, 7.86 hectares of unallocated land at Port Clarence has commenced for the construction of a waste wood processing plant & erection of buildings to form associated storage, reception/ administration, security, and staff welfare area.

Local Indicator Loss of Employment Land

- 4.9. Figure 9 provides details of loss of employment land based on when planning permission was granted.

Figure 9: Loss of employment land based on when planning permission granted (hectares)

Period	Total
2004/2005	9.41
2005/2006	8.85
2006/2007	22.64
2007/2008	17.51
2008/2009	0.17
2009/2010	45.74
2010/2011	6.15
2012/2013	18.16
2013/2014	0.00
2014/2015	46.72
2015/2016	17.78
2016/2017	0.00
2017/2018	0.00
Total	193.13

- 4.10. During the 2017/2018 period, there has been no loss of employment land.

Local Indicator – Employment Floorspace Availability

- 4.11. Due to resource pressures, no employment floor-space availability and take-up data is included within the AMR for the 2017/18 period. This information is not a monitoring indicator of the adopted Core Strategy or Local Plan.

North Tees

- 4.12. Given its location at the Tees Estuary, development in the North Tees area must be sensitively designed and located to ensure that there is no harm to important bird populations and other habitats. The Council has worked in partnership with Natural England, RSPB, Tees Valley Unlimited, INCA and adjacent Local Authorities to understand how potential development at Teesmouth could impact on important bird populations.
- 4.13. During summer 2015, the Council was consulted by Natural England on proposals to extend the Teesmouth and Cleveland Coast Special Protection Area. The Council is working with public and private sector organisations across Tees Valley to understand this key issue.
- 4.14. Whilst a formal consultation by Natural England was expected at the time of writing of the

2017/2018 AMR, there has been no consultation as yet. However, public and private stakeholders have formed the Tees Estuary Partnership with the aim to work proactively to ensure that business interests and environmental protection are pursued in a joined up manner.

Town Centres

Core Indicator – A1 use in Retail Frontages

- 4.15. Local Plan Alteration No 1 includes policies S4, S5 and S8 which state that proposals for the development of or change of use to non-retailing use at ground floor level in Stockton and Yarm will be permitted if:
- Stockton Primary Shopping Frontage - no more than 10% of the sum total of the length of primary shopping frontages being in non-retail use, or the use would result in a grouping of more than two continuous non-A1 units.
 - Stockton Secondary Shopping Frontage - no more than 40% of the sum total of the length of primary shopping frontages being in non-retail use, or the use would result in a grouping of more than four continuous non-A1 units.
 - Yarm Shopping Frontage - no more than 60% of the sum total of the length of primary shopping frontages being in non-retail use, or the use would result in a grouping of more than four continuous non-A1 units or 15 metres continuous non-retail frontage.
- 4.16. Figure 11 shows the position at 31 March 2018 in both Stockton and Yarm. This suggests that the loss of retail in favour of the development of other uses in both Stockton's primary and secondary frontages should continue to be resisted unless material considerations indicate otherwise.

Figure 11: Stockton and Yarm Shopping units in A1 and Non-A1 Use

Use class	Stockton Primary	Stockton Secondary	Yarm
A1	78.0%	48.4%	50.9%
Non -A1	22.0%	51.6%	49.1%

Core Indicator – Town Centre Vacancy Rates

- 4.17. Figure 12 shows the number and proportion of vacant units in Stockton's primary and secondary shopping frontages.

Figure 12: Vacant Units in Stockton's Shopping Frontages

Date	Primary Shopping Frontage Number	Primary Shopping Vacancy Rate	Secondary Shopping Frontage Number	Secondary Shopping Vacancy Rate
31/3/2009	33	18.23%	21	22.34%
31/3/2010	29	16.02%	15	15.96%
31/3/2011	30	16.39%	19	19.59%
31/3/2012	30	16.57%	22	23.16%
31/3/2013	43	22.51%	26	26.80%
31/3/2014	27	15.70%	23	24.21%
31/3/2015	25	14.53%	24	25.26%
31/3/2016	29	16.86%	22	23.40%
31/3/2017	32	18.71%	22	22.92%

Date	Primary Shopping Frontage Number	Primary Shopping Vacancy Rate	Secondary Shopping Frontage Number	Secondary Shopping Vacancy Rate
31/3/2018	37	21.51%	23	22.47%

4.18. In addition, Yarm Local Centre in the Borough is experiencing a vacancy rate of 9.4%.

5. Transport and Infrastructure

- 5.1. The Development Plan currently contains a number of policies which focus on sustainable transport and travel, including policies from both the Local Plan and the Core Strategy.
- 5.2. To support economic growth it is essential that the road network is safe and that journey times are reliable. The Council will seek to provide an efficient and extensive transport network which enables services and facilities to be accessible to all, whilst also minimising congestion and the environmental impact of transport.
- 5.3. The Tees Valley Combined Authority is currently developing a Strategic Transport Plan, due for publication during 2019. The Combined Authority's transport vision for the Tees Valley is 'to provide a high quality, quick, affordable, reliable and safe transport network for people and freight to move within, to and from the Tees Valley'.

To do this we aim to:

- Improve our local railways by having more, faster and better trains and stations, so that journeys by rail are quicker and more comfortable;
 - Maintain and improve our roads so that they are safe and less congested;
 - Provide better bus services that are punctual and reliable, with improved passenger information and facilities, which provide access to where people want to go, when they want to go;
 - Provide safe walking and cycling routes to make it easier to travel on foot and by bike; and
 - Make it easier and safer to transport freight by road, rail, sea and air.
- 5.4. A major highway improvement scheme to signalise Low Lane/Thornaby Road to improve road safety and facilitate housing growth at Ingleby Barwick was completed in 2017/18.

The Cycle Route Network

- 5.5. A number of routes have been safeguarded from development within the Local Plan as they will play an important role in developing infrastructure to widen transport choice. Verified data is not available for the number of cycle trips in the borough.

Public Transport

Local Indicator: Passenger Footfall at Railway Stations (LTP14)

- 5.6. Most stations saw a decrease in patronage from 2017/18. Only Yarm recorded a slight increase of 1.55%. The decreases are difficult to explain but may have been linked to service disruptions on the Northern network caused by strike action. At Thornaby, the 5% reduction is likely attributable to the withdrawal of the University from Queen's Campus. The 14% reduction at Billingham is difficult to explain as there have been no changes to service or physically over the monitoring period.

Figure 13: Passenger Footfall at Railway stations within the Borough

Station	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	% Increase 16/17 to 17/18
Allens West	59,174	63,651	62,069	59,085	59,320	63,248	65,489	64,876	-09.4%
Billingham	68,457	71,387	68,812	73,500	75,592	86,197	95,157	81,958	-13.87%
Eaglescliffe	123,309	136,496	149,821	177,504	196,769	204,492	208,659	208,633	-01%
Stockton	66,720	70,542	68,914	77,671	73,067	77,193	80,842	79,456	-1.71%
Thornaby	570,044	575,841	571,657	583,699	591,511	611,576	635,908	603,585	-5.08%
Yarm	131,997	132,726	122,596	122,872	125,747	135,564	147,181	149,461	1.55%
Total	1,019,701	1,050,643	1,043,869	1,094,331	1,122,006	1,178,270	1,233,236	1,187,969	-3.67%

Local Indicator: Accessibility – Progress on Schemes Identified in Policy CS2: Sustainable Transport

Tees Valley Rail Improvements

- 5.7. Improvements to Yarm Station are planned for 2018/19, these include a new cycleway / footway with a pedestrian crossing on Green Lane and an extension to the car park to around 90 spaces. These works are linked to the new housing development sites in the surrounding area.
- 5.8. No improvement works were carried out to stations in 2017/18.

Tees Valley Major Bus Network Improvement Scheme

- 5.9. Ongoing improvements to the bus network through shelter replacements and low floor bus stops continued throughout 2017/18.

Local Indicator: Congestion - average journey time per mile during the morning peak (LTP5)

- 5.10. The average journey times per mile across the Borough data has not been updated; 2015/2016 figures are the latest to be published.

Figure 14: Average journey times during the weekday morning peak on locally managed 'A' roads (Source: DfT)

Average Journey Time										% change 14/15 to 15/16
2006/2007	2007/2008	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	
2.32	2.29	2.27	2.32	2.34	2.29	2.38	2.44	2.50	2.49	-0.1%

Delivery through Planning Obligations and Section 106 agreements

- 5.11. Section 106 Agreements aim to balance the extra pressure created by new development with improvements to ensure that the development makes a positive contribution to the local area and community. Section 106 Agreements (S106) are authorised by Section 106 of the Town and Country Planning Act 1990. A S106 agreement either requires the developer to do something (often by making a financial contribution) or restricts what can be done with land following the granting of planning permission.
- 5.12. Only a minority of planning permissions are subject to a legal agreement of this nature. S106 agreements are associated with a particular development and are a legal charge on the land. This means that their obligations transfer automatically with any change in ownership.
- 5.13. To ensure the effective recording and monitoring of the Section 106 agreements made between the Council and third parties, a Section 106 database has been developed. The information recorded on the database is not limited to solely financial obligations but includes data on highway and access, open space, education, affordable homes and local labour provisions. Based on the information that can be obtained from the database, the Council seeks to ensure that Section 106 contributions are made on time and that any non-financial obligations are fully complied with. Open access to the database within the Council aims to ensure that relevant departments are aware of when payments are due and when they have been received. This means that projects can be planned and completed within realistic timescales. Figure 15 sets out the relevant S106 agreements which were agreed between 1 April 2017 and 31 March 2018. The applications and S106 agreements that are included can be looked up using the Council's online Public Access system.

Figure 15: Section 106 information 1st April 2017 to 31st March 2018

Site Address	Brief Description	Agreement Signed	Summary of payment details
Land Off Roundhill Avenue Ingleby Barwick Stockton-on-Tees	Outline application with some matters reserved for a residential development of up to 65 no houses and associated access.	25/05/2017	Open space - £121,000 (Transfer and Maintenance) Affordable Housing- £180,000
Hunters Rest, Urlay Nook Road, Eaglescliffe	Hybrid application for residential of 23 dwellings and ancillary works, consisting of a detailed application for 21 dwellings and outline application for 2 dwellings (details of access sought with all other matters of Scale, Layout, Appearance and Landscaping being reserved in respect of 2 dwellings).	17/05/2017	Affordable Housing Scheme to be approved by the Council, further details included in the agreement. Contribution towards the provision of Primary education and Secondary education. Calculation confirmed by the Council after commencement of the development.

Site Address	Brief Description	Agreement Signed	Summary of payment details
<p>Land South Of Yarm School Playing Fields East Of The Railway Green Lane Yarm</p>	<p>Outline application with all matters reserved except for access for approximately 100 dwellings (Use Class C3)</p>	<p>18/05/2017</p>	<p>Contribution towards Primary education and Secondary education shall be calculated in accordance with formula detailed in agreement.</p> <p>Affordable Housing Scheme to be approved by the Council, further details included in the agreement.</p> <p>Highways – Agreement signed for Crathorne Interchange Works, Green Lane Roundabout Mitigation Works and Footpath and Pedestrian Crossing Works and Bus Stop Works prior to commencement of development. £4,000 on commencement of development to be paid for a Traffic Regulation Order to reduce the speed limit on the A67 from the national speed limit to 40mph.</p>
<p>Thorpe Beck Farm, Durham Road, Thorpe Thewles</p>	<p>Outline application with some matters reserved for the erection of up to 24 dwellings and upgrading of site access and public open space (demolition of existing building).</p>	<p>20/12/2017</p>	<p>Contribution towards the provision of Primary education and Secondary education. Calculation confirmed by the Council after construction of first dwelling and payment must be received within three months of the occupation of the 1st dwelling.</p> <p>Open space – provide a minimum of 0.6 hectares of open space or pay the Council £80,000 towards off-site improvements within the vicinity of the development.</p> <p>Highways – pay the Council reasonable costs to promote and implement a Traffic Regulation Order to extend 30mph along Durham Road, Thorpe Thewles.</p>
<p>Former Events Car Park, Navigation Way, Thornaby</p>	<p>Outline application with some matters reserved except for access for the erection of up to 150</p>	<p>20/10/2017</p>	<p>Contribution towards Primary education and Secondary education shall be calculated</p>

Site Address	Brief Description	Agreement Signed	Summary of payment details
	residential dwellings and associated access.		in accordance with four stages detailed in agreement.
Land North of Thorpe Thewles, Durham Road, Thorpe Thewles,	Outline application with all matters reserved except for access for up to 40 dwellings (Use Class C3)	20/12/2017	<p>Contribution towards the provision of Primary education and Secondary education. Calculation confirmed by the Council after construction of first dwelling and payment must be received within two months of the occupation of the 20th dwelling.</p> <p>Affordable Housing Scheme to be approved by the Council. Further details included in the agreement.</p> <p>Open space – provide a minimum of 0.6 hectares of open space in accordance with Open Space SPD or pay the Council £139,615.20 towards improvements at Wynyard Woodland Park.</p>

6. Environment and Climate Change

Historic Environment

- 6.1. There are approximately 636 Listed Buildings within the Borough, including 7 Grade 1, 40 Grade II* and 589 Grade II across 485 list entries. A single listed building has been added to the list in 2017/2018, which is the following -
- 19 Marley Close, a former WW1 navy wireless station.
- 6.2. The Historic Environment Record showed that the Borough had 2166 land based HER entries, 6 maritime entries, and 598 Event records for Stockton in 2017-18 including eight Scheduled Ancient Monuments. Of these Scheduled Ancient Monuments, one is considered to be at risk
[https://historicengland.org.uk/advice/heritage-at-risk/search-register/results/?advsearch=1&UA=Stockton-on-Tees%20\(UA\)&searchtype=harsearch](https://historicengland.org.uk/advice/heritage-at-risk/search-register/results/?advsearch=1&UA=Stockton-on-Tees%20(UA)&searchtype=harsearch).

Local Indicator: Number and percentage of Listed Buildings at Risk (all grades)

- 6.3. The Core Strategy Implementation Plan sets out a target of reducing the number of Listed Buildings at Risk by 25% over the life of the plan.
- 6.4. Of the 635 Listed Buildings in the Borough, two are classified as Buildings at Risk by English Heritage. There has been no change since 2009/2010. They are:
- Phosphate Rock Silo (No. 15), Haverton Hill, Former ICI, Billingham, Stockton-on-Tees;
 - Ruins of Church of St Thomas a Becket, Durham Road, Grindon.
- 6.5. 54 buildings have been placed on the Local List, which is intended to recognise buildings of local importance. The list was produced in 2009, with a panel of experts analysing buildings put forward by public nomination for inclusion. There have been no changes to the list in the period 2017-18.
- 6.6. With the completion of the Townscape Heritage Initiative in the central area of Stockton, further HLF funding is being sought for a similar scheme, Townscape Heritage for Stockton Town Centre Northern Gateway. Having received a Round 1 pass in 2017, the project is currently in its development stage. If successful, the scheme will run for 5 years from 2019, focussing on capital improvements to historic buildings and upgrades to public realm in the Northern Gateway, a natural physical extension to the THI area and a key entrance to the town centre. The scheme will also create investment of a nature and in a location that will contribute towards sustaining the nearby redevelopment of the Globe Theatre, a further HLF backed project to restore this Grade 11 listed art deco building for use as a live music and comedy venue.

Natural Environment

Biodiversity

- 6.7. A Local Sites system is operated in the Borough in line with DEFRA guidance (*Local Sites - Guidance on their Identification, Selection and Management*, 2006). Site selection is carried out by a Local Sites Partnership operating across the Tees Valley under the area's Local Nature Partnership. It is comprised of ecological specialists from the local authority, government agencies and voluntary sector groups. The

Partnership provides independent verification of performance against the Single List of central government data requirements from local government. Single Data List 160: Local Nature Conservation/Biodiversity, records the proportion of Local Sites where positive conservation management is being achieved. In 2017/18, positive management was recorded at 33 Local Sites from a total of 56, equivalent to 59%. This represents a small increase from 2014/15 when 55% of the Borough's Local Sites had recorded positive management. In 2015/16, no report was published for the borough.

Local Indicator: Tees Valley Biodiversity Action Plan Sites created, restored, damaged or destroyed through development

- 6.8. No biodiversity sites were created, restored, damaged or destroyed through development.

Priority Species

- 6.9. There were no impacts on priority species as a result of development.

Delivering Sustainable Communities and Planning for Climate Change

- 6.10. Core Strategy Policy CS3: Sustainable Living and Climate Change is particularly relevant to delivering sustainable communities and planning for climate change; however other policies may also be used to determine planning applications. The Sustainable Design Guide SPD, adopted in October 2011 is also relevant.

Flood Risk

- 6.11. The Borough's Strategic Flood Risk Assessment (SFRA) provides the Council with a central source of all relevant flood risk information and the evidence base to inform and justify local policies in the Local Plan.
- 6.12. The Council commissioned an update of the SFRA for the Borough in 2007, in response to a new River Tees Flood Model issued by the Environment Agency. Both a Level 1 and Level 2 assessment were carried out. A Level 1 assessment is based purely on the collation of existing flood risk information, whilst a Level 2 assessment gives a much more detailed view of flood risk at potential development sites. This was updated in June 2010 and is available on the Council's website. A further update to the SFRA is currently being produced, which is to be included in the evidence base for the new Local Plan and will be available on the website when complete.
- 6.13. During 2017/2018, the Authority consulted the Environment Agency on 91 planning applications. None of these were determined contrary to the agency's advice on either flooding or water quality.

Renewable Energy Generation

- 6.14. Core Strategy Policy CS3: Sustainable Living requires that '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'. Generally this requirement has been included as a condition of the planning permission, with details to be agreed with the Council at a later stage. This makes monitoring applications more difficult. It is also acknowledged that some smaller developments, which do not require planning permission, are not currently being systematically recorded in monitoring systems.

- 6.15. The Council previously monitored renewable energy generation permitted and installed under Core Indicator E3. It is anticipated that the monitoring of renewable energy capacity will improve in coming years as more developments come forward.

Community Infrastructure

- 6.16. Core Strategy Policy CS6: Community Facilities makes reference to a wide range of community facilities, including open space, cultural venues, sports, education and health facilities. These may be delivered as projects in their own right, or in relation to other planning approvals, as seen in the Delivering Infrastructure section of this document.

Education

- 6.17. Whilst the Council would wish to be ambitious in plans going forward, given that resources available will be scarce and targeted towards condition and capacity, this is where attention will be focused.

Local Indicators: Open Space and Community Facilities

- 6.18. Two indicators were included in the Core Strategy Implementation Plan which related to this policy area. Unfortunately it has been identified that the two indicators, 'Provision of Open Space in New Housing Developments' and 'Provision of New Facilities for Community Use' are not specific enough to produce meaningful data. New, more appropriate indicators will be included in the Local Plan.

7. Waste and Minerals

- 7.1. None of the saved policies from the 1997 Local Plan make specific reference to planning for Minerals and Waste. The Minerals and Waste Core Strategy and a Minerals and Waste Policies and Sites Development Plan Document were formally adopted in September 2011. These were joint DPDs prepared by the five unitary authorities of the Tees Valley area (Darlington, Hartlepool, Middlesbrough, Stockton and Redcar & Cleveland). Core Strategy Policy CS3.8 also makes reference to the reduction, reuse, recovery and recycling of waste, whilst the Sustainable Design Guide SPD makes reference to facilities for the storage and collection of waste from residential and commercial properties.
- 7.2. The Minerals and Waste Core Strategy and Policies and Sites DPD contains a number of indicators and targets. Some of these refer to the development or protection of specific sites, whilst others require monitoring across the five Tees Valley authorities. Along with our neighbours, we continue to monitor their implementation. Reporting data included is relevant to Stockton, however in future years it is anticipated that data from across the Tees Valley will be included.

Minerals

- 7.3. The Minerals and Waste Core Strategy sets out safeguarding areas for long term mineral extraction across the Tees Valley. As these are based on where resources occur, the safeguarding areas relate to the majority of the Borough, however no planning permissions have been granted, which will significantly impact on the long term supply of mineral resources. No planning applications for mineral extraction were received or determined during the reporting period.

Production of Primary Land Won Aggregates

- 7.4. The Borough has reserves of land won sand and gravel at Stockton Quarry, and the single operator in the Tees Valley supplies production figures to the North East Aggregates Working Party (NEAWP²). However those figures are regarded as commercially sensitive and confidential, and can only be released where they form part of an overall production figure of three or more operators. Because there is only one operator producing sand and gravel in the Tees Valley, the figures cannot be publicised. Crushed rock is not produced in the Borough.

Production of Secondary and Recycled Aggregates

- 7.5. The Tees Valley figures for construction, demolition and excavation waste, which can be used as aggregates are combined with those for County Durham and are set out in the NEAWP reports. However, these figures cannot be used because issues in County Durham give a distorted view. Again, the figures for the Tees Valley cannot be separated because there are not sufficient operators to allow commercially sensitive data to be masked.

Waste Management

- 7.6. During the reporting year, 104,135 tonnes of waste was handled in the Borough. This represents a 621 tonne (0.6%) increase from the previous year. Of the total, 81,387 tonnes was household waste; the remaining 22,749 tonnes were non household (including trade, clinical, industrial, fly-tipping etc.) or construction and demolition waste. The proportion of waste coming

² The NEAWP, formally the NERAWP, was established in the 1970s in order to collect data on the production of aggregates, the reserves covered by valid planning permissions and the landbanks of reserves. The area covered by the NEAWP encompasses the sub-regions of Northumberland, Tyne and Wear, County Durham and Tees Valley.

from households increased by 1320 tonnes from the previous reporting year and, therefore, the increase in waste managed by the Borough has come from household sources.

- 7.7. During 2017/18, planning permission was granted for the erection of building to house a biomass boiler system and a pellet storage area, to provide up to 220kW energy at Woodside Grange Care Home, Thornaby.
- 7.8. Waste management facilities in the Borough currently include:
- 7.9. **Haverton Hill Waste Recycling Facility:** This facility is shared with Middlesbrough Borough Council, with a 55% (Stockton) - 45% (Middlesbrough) split. During the reporting year 13,375 tonnes attributed to Stockton Council were dealt with by the facility, which is a decrease of 446 tonnes from the previous year. Disposal routes from the site were:
- 5,879 tonnes of household waste were recycled
 - 25 tonnes of household waste was sent for reuse
 - 2,243 tonnes of soil and rubble were recycled
 - 4,177 tonnes were sent to the Energy from Waste Site
 - 1024 tonnes went to landfill
 - 27 tonnes went to hazardous land fill
- 7.10. **Haverton Hill Energy from Waste Plant:** This facility generates electricity from the incineration of household waste. This is a preferred method to disposing of waste over landfill and is beneficial to both the environment and the economy. 57,986 tonnes or 71.4% of household waste was disposed of this way. This is an increase from 57,704 tonnes in 2016/2017.
- 7.11. Kerbside Recycling: The annual throughput of dry recyclables from the kerbside collection services was 8,460 tonnes, a 144 tonne increase on the previous year's tonnage. As well as the dry recyclables 4,577 tonnes of green waste was recycled through composting.

8. Conclusion

- 8.1. Over recent years there have been significant changes for planning, both nationally and in Stockton-on-Tees. 2012 saw the introduction of the National Planning Policy Framework, the Localism Act and new Local Planning Regulations. Each of these policy developments has brought both challenges and opportunities for the Local Planning Authority and Stockton-on-Tees' stakeholders. National Planning Policy Guidance was released in 2014 and adapting to this guidance change was an important aspect of the planning service's work load.
- 8.2. The policies of the Adopted Core Strategy have been used since 2010 in the determination of major, minor and householder planning applications. The influence of these policies is being seen as planning permissions are determined and are beginning to be built. However the lag time between the determination of major planning applications and the delivery of new large developments means that many impacts of these new policies are yet to be fully felt by the community. The Council will continue to monitor whether the Core Strategy's objectives are being met over the life of the Plan, and in many areas positive results are beginning to emerge, in spite of the difficult economic climate.
- 8.3. Following on, the focus has now turned to the production of the Local Plan. Part of the preparation of the Local Plan will be producing a comprehensive monitoring framework so that we can continue to ensure our housing strategy, site specific and development management policies are contributing to achieving the Local Plan's wider objectives.
- 8.4. The Authority Monitoring Report will be supplemented in future years by the monitoring indicators included in the Local Plan. There is also considerable scope for authorities to focus on locally important issues, or areas where there has been significant change. This presents a number of challenges and key actions for Spatial Planning and Economic Strategy including, ensuring that local Indicators set out in the Core Strategy and subsequent LDDs are suitable, measurable and effective.