

MIDDLESBROUGH COUNCIL

COMMITTEE REPORT

COUNCIL

26th NOVEMBER 2014

ADOPTION OF THE HOUSING LOCAL PLAN

EXECUTIVE DIRECTOR OF ECONOMIC DEVELOPMENT AND COMMUNITIES:

KEVIN PARKES

PURPOSE OF THE REPORT

1. To seek approval to adopt the Housing Local Plan (HLP).

BACKGROUND

2. Following the onset of the economic downturn the Council's housing strategy was not delivering the scale and type of housing to meet the Borough's needs, particularly the aspirations of the economically active population. The level of housing proposed is intended to allow for the town to have a stable population in the period up to 2029. As a result Middlesbrough did not have a five year supply of deliverable housing sites, which is required by national planning policy. Rather than undertake a full review of the Local Development Framework (LDF) it was decided to only undertake a partial review of the housing elements of the Plan. This was seen as being critical to ensure that the Council had a housing land supply that was deliverable to meet its needs and aspirations. The HLP is therefore a review of the housing sections of the adopted LDF Core Strategy (2008) and Regeneration Development Plan Document (2009).
3. The HLP sets a target that a minimum of 6,970 new houses should be built in Middlesbrough between 2012 and 2029. The HLP identifies the sites where this housing will be delivered, including strategic housing allocations at Middlehaven, Inner Middlesbrough, Prissick, Brookfield, Ladgate Lane, Hemlington Grange, Stainton, Coulby Newham and Nunthorpe. The proposed allocations ensure that a range of sites are available to improve choice in the housing market and to provide a rolling five year supply of deliverable housing sites.
4. The review and the allocations contained in the Plan represent the biggest house building programme in Middlesbrough for forty years. It provides an opportunity to create new places which will leave a lasting legacy of successful neighbourhoods and communities for years to come. It will create sustainable areas with high quality housing interspersed with green recreational areas, cycleways, footpaths, and access to local facilities. It will help make Middlesbrough a place where

people desire to live. Fundamentally, it is seeking to stem the long term decline in the town's population.

5. The preparation of the HLP has been subject to a number of public consultation stages. An Issues and Options report was consulted on in May 2012, followed by Preferred Options in January 2013 and Publication in November 2013. The HLP was submitted to the Secretary of State in March 2014. The Secretary of State appointed an Independent Planning Inspector to hold an examination into the soundness of the HLP and public hearings were held at the Town Hall between 24 June 2014 and 26 June 2014.
6. During the examination hearings the Inspector requested that the Council consult on a number of modifications to the HLP. The consultation took place between 15 July 2014 and 26 August 2014. The main modifications consulted on:
 - i. clarified that the overall housing requirement is a minimum;
 - ii. replaced references to 'executive style' and 'family housing' with 'predominantly three and four bedroom detached and semi-detached housing' to provide greater certainty on the type of housing being sought;
 - iii. removed an allowance for the re-use of 160 long term empty properties from the housing land supply, so that the full housing requirement be provided as new dwellings;
 - iv. clarified that as a minimum a third of the affordable housing requirement arising from a site should be provided on that site with the exception of executive housing sites;
 - v. removed the proposed golf course extension from the Coulby Newham housing allocation, though the Planning Inspector advised that this would not prevent a planning application being considered at a future date;
 - vi. identified development sites that will be required to make a contribution to the provision of transport infrastructure requirements; and,
 - vii. identified that an early review of gypsy and traveller site provision will be undertaken.
7. Thirteen duly made representations were received on the modifications, of which, five expressed no objections to the modifications and eight sought further amendments. The objections were primarily from:
 - i. house builders seeking to increase the housing requirement, especially in the early years of the Plan;
 - ii. a house builder seeking amendments to the housing requirement for Nunthorpe, so that it is described as a minimum of 600 dwellings rather than a maximum;

- iii. a land owner seeking an increase in the level of executive housing, including the allocation of an additional site in Stainton for this type of housing;
 - iv. residents concerned that improved infrastructure is required to support the housing proposals;
 - v. a resident seeking amendments to the type of housing proposed for land south of Guisborough Road, Nunthorpe, to specify that the dwellings should be bungalows; and,
 - vi. a resident concerned that the amended descriptions of house types referred to in paragraph 6(ii) above reduced the clarity on the type of housing being sought.
8. The representations received at the main modifications stage have been taken into consideration by the Planning Inspector as part of her assessment into the soundness of the HLP.
9. The Inspector issued her report on 31 October 2014. The Inspector concluded that the Plan is sound subject to including the main modifications referred to in paragraph 6 above. In addition, the Inspector required two additional amendments to make the Plan consistent and sound.
- i. The requirement for a minimum of a third of affordable housing to be provided on site should relate to sites of 30 or more dwellings only.
 - ii. The housing allocation at land south of Guisborough Road, Nunthorpe should be predominantly for three and four bedroom detached and semi detached dwellings.
10. The HLP has been amended to incorporate these changes. A copy of the Inspector's report and the amended HLP are available in the Members' Resource Library.

Ward Implications

11. The HLP will have an impact on all wards in the town. Housing allocations are proposed on 38 sites across the Borough. The Planning Policies in the HLP will inform the determination of planning applications for residential development throughout the Borough.

PROPOSALS

12. It is proposed to adopt the HLP, including the Inspector's amendments. The adopted HLP will form part of the statutory Development Plan for Middlesbrough. This would be the first new style Local Plan to be adopted in the North East.

Reasons

13. The HLP is part of the Council's key policy documents and an important tool in delivering housing to meet the needs of the population and to deliver regeneration.

Supporting the above proposal will allow progress to be made on bringing the allocated housing sites forward for development.

Options

14. There are two main options to:
 - i. adopt the amended HLP; or,
 - ii. not adopt the amended HLP and instead undertake a new review of the Plan.
15. Option (ii) would result in a delay in adoption of the HLP by approximately two and a half years. There would be significant costs associated with undertaking a new review, including refreshing the evidence base, undertaking consultation and holding a further Examination. In the interim period Middlesbrough would not have a five year supply of deliverable housing sites. This would be likely to trigger a number of speculative housing applications by land owners and developers in locations deemed inappropriate for development.

Impact Assessment

16. An initial impact assessment (IA) has been carried out. A copy is attached at Appendix A. The IA identifies that the adoption of the HLP will not have a detrimental impact on any groups on equality grounds; nor will it impact negatively on the Middlesbrough 2020 Vision; or have any implications for the transformation programme. A full level 2 IA is not required.

FINANCIAL CONSIDERATIONS

17. Adoption of the Plan will enable the Council to realise capital receipt from those sites in its ownership which are allocated for residential development. There will be costs associated with adopting the HLP in terms of statutory notices and printing costs. There is a budget identified for preparing the Local Plan which will cover these costs.
18. The HLP allocates sufficient land to deliver 7,495 dwellings between 2012 and 2029. Assuming an average Council Tax band D at the current 2014/15 rate of £1,355 (excluding the Police and Fire Authority element) once complete the new homes could generate a total of up to £10.16 million per annum. This figure is prior to taking account of additional service costs that the new developments will generate, such as: bin collections; street lighting; and cleansing. Each new home will also be entitled to New Homes Bonus for six years. This could result in £65.46 million New Homes Bonus over the lifetime of the Plan. The above figures are indicative and should not be used to quantify the potential overall increase in Council resources as levels of Council Tax receipt and New Homes Bonus will have an impact on formula grant. In particular, the government is funding the New Homes Bonus from top slicing the local government settlement. It is, however, clear that the completion of the new homes will help grow the Council Tax and sustain the Council's external funding, vital to its long-term ability to provide services to all the community.

RECOMMENDATIONS

19. It is recommended that:
- i. the Council adopts the Housing Local Plan; and,
 - ii. delegated authority is given to the Executive Director of Economic Development and Communities in consultation with the Executive Member for Regeneration to make any necessary minor grammatical and typographical amendments to the Plan.

BACKGROUND PAPERS

20. The following background papers were used in the preparation of this report:
- i. Inspectors Report (October 2014);
 - ii. Main Modifications Appendix 1: Proposed Changes Requested by Inspector to Housing Local Plan (July 2014);
 - iii. Executive report – Housing Local Plan Main Modifications In Response to Planning Inspector’s Proposed Changes (July 2014);
 - iv. Local Plan – Housing Submission Document (March 2014);
 - v. Council report - Local Plan (LDF) Submission Core Strategy and Housing DPD (February 2014);
 - vi. Local Plan Housing Core Strategy and Housing DPD Publication Documents (November 2013);
 - vii. Council report – Local Plan Publication Core Strategy and Housing DPD (October 2013);
 - viii. LDF Core Strategy and Regeneration DPD Preferred Options Document (January 2013);
 - ix. Executive report Middlesbrough LDF Review of Core Strategy and Regeneration DPD – Preferred Options (January 2013);
 - x. LDF Issues and Options Document (May 2012);
 - xi. Executive Report Middlesbrough LDF Review of Core Strategy and Regeneration DPD – Issues and Options (May 2012);
 - xii. LDF Regeneration DPD (February 2009); and,
 - xiii. LDF Core Strategy (February 2008)

AUTHOR

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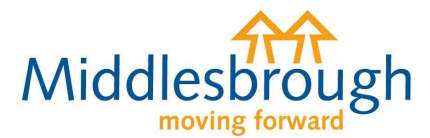
Appendix A - Impact Assessment Level 1: Initial screening assessment

Subject of assessment:	Housing Local Plan (HLP)			
Coverage:	Overarching			
This is a decision relating to:	<input checked="" type="checkbox"/> Strategy	<input checked="" type="checkbox"/> Policy	<input type="checkbox"/> Service	<input type="checkbox"/> Function
	<input checked="" type="checkbox"/> Process/procedure	<input type="checkbox"/> Programme	<input type="checkbox"/> Project	<input type="checkbox"/> Review
	<input type="checkbox"/> Organisational change	<input type="checkbox"/> Other (please state)		
It is a:	New approach:	<input type="checkbox"/>	Revision of an existing approach:	<input checked="" type="checkbox"/>
It is driven by:	Legislation:	<input checked="" type="checkbox"/>	Local or corporate requirements:	<input checked="" type="checkbox"/>
Description:	<ul style="list-style-type: none"> Key aims, objectives and activities <p>The aim of the HLP is to review the housing element of the LDF Core Strategy and Regeneration DPD in light of the impact of the economic recession and the need to provide sufficient sites to meet Middlesbrough's housing requirements.</p> <ul style="list-style-type: none"> Statutory drivers <p>The Council is required by the National Planning Policy Framework to have a demonstrable five-year supply of deliverable housing sites. The 2012/13 LDF Annual Monitoring Report identifies that Middlesbrough does not have a five-year supply. The review has been carried out in line with the Town and Country Planning Regulations and the adopted Statement of Community Involvement.</p> <ul style="list-style-type: none"> Differences from any previous approach <p>This HLP is focused solely on the housing elements of the LDF Core Strategy and Regeneration DPD whereas when the documents were originally prepared they looked at wider issues such as employment, the town centre and retail. The review of the housing element was considered to be more urgent than the other elements.</p> <ul style="list-style-type: none"> Key stakeholders and intended beneficiaries <p>Widespread consultation has been undertaken with the public, statutory consultees, businesses, developers and other stakeholders in line with the Council's adopted Statement of Community Involvement.</p> <ul style="list-style-type: none"> Intended outcomes. <p>The intended outcome is to establish Middlesbrough's housing requirements and identify sufficient deliverable housing sites to meet these requirements.</p>			
Live date:	The HLP is expected to be adopted in Autumn 2014.			
Lifespan:	The life span of the plan will be 15 years from the date of adoption (i.e. to 2029).			
Date of next review:	A review of the HLP could be triggered by changes in the housing market and will be informed by the Annual Monitoring Report.			

Screening questions	Response			Evidence
	No	Yes	Uncertain	
Human Rights Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The decision is whether to adopt the HLP. The policies in the HLP relate to housing and proposed housing allocations. Extensive public consultation was carried out during November/December 2013 in line with the adopted Statement of Community Involvement and was subject to independent examination in June 2014. No human rights issues were raised. The decision to adopt the HLP will not have a disproportionate adverse impact on people because they hold a protected characteristic.
Equality Could the decision result in adverse differential impacts on groups or individuals with characteristics protected in UK equality law? Could the decision impact differently on other commonly disadvantaged groups?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The decision is whether to adopt the HLP. The policies in the HLP relate to housing and proposed housing allocations. Extensive public consultation was carried out during November/December 2013 in line with the adopted Statement of Community Involvement and was subject to independent examination in June 2014. No adverse impact upon equality issues have been identified.
Community cohesion Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The decision is whether to adopt the HLP. The policies in the HLP relate to housing and proposed housing allocations. Extensive public consultation was carried out during November/December 2013 in line with the adopted Statement of Community Involvement and was subject to independent examination in June 2014. No negative impact on relationships between different groups, communities or neighbourhoods within the town have been identified.
Middlesbrough 2020 – Our Vision Could the decision impact negatively on the achievement of the vision for Middlesbrough?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The aim of the Local Plan is to deliver in planning terms the vision set out in Middlesbrough 2020. It will not impact negatively on the 2020 Vision.

Screening questions	Response			Evidence
Organisational management / transformation Could the decision impact negatively on organisational management or the transformation of the Council's services as set out in its transformation programme? *	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The adoption of the Housing Local Plan will not have any implications for the Council's transformation programme.

Assessment completed by:	Martin Coleclough	Head of Service:	Sharon Thomas
Date:	29/10/14	Date:	



Middlesbrough Housing Local Plan

Housing Core Strategy and Housing Development Plan Document

Adopted November 2014



- 2.27 In order to ensure that the spatial vision is achieved, it will be necessary to ensure that the development at Middlehaven is phased. For the purposes of phasing, Greater Middlehaven will be divided into areas to be identified within the Housing DPD. Some flexibility will be allowed in the precise mix and phasing of uses to enable development to respond to changes in market requirements and to secure the most appropriate level and quality of development.

POLICY H2 GREATER MIDDLEHAVEN

Greater Middlehaven will be developed as a sustainable mixed use scheme comprising of the following uses and quantum.

	2012-2019	2019-2024	2024-2029	Post 2029
Residential	50	200	200	355
Non residential, including, offices, leisure and educational uses	60,000sq.m to 80,000sq.m	50,000sq.m to 70,000sq.m	30,000sq.m to 40,000sq.m	Not yet identified.

- 2.28 The broad phasing of this housing development will be in accordance with the provisions of policy H2.

- 2.29 Greater Middlehaven will be brought forward in smaller development areas, which will themselves be developed out in phases to enable infrastructure to be provided in a logical and timely manner. Details of these development areas will be set out in the Housing DPD.

INNER MIDDLESBROUGH

GROVE HILL

- 2.30 The Grove Hill regeneration scheme is a partnership between Middlesbrough Council and Erimus Housing to deliver up to 700 new homes. A number of properties have been cleared within the area and development on some sites has taken place. A Supplementary Planning Document (SPD) was adopted for Grove Hill in 2010 to guide the development of the area. An updated Grove Hill Development Strategy was approved by the Council in 2013 and has informed the production of the Local Plan Housing document.

GRESHAM

- 2.31 Original proposals for Gresham were based upon the clearance of 1500 dwellings, and their replacement by 750 new dwellings. These proposals have since been revisited and the number of properties to be demolished and the number of replacement dwellings have been scaled back; this is due to the reduction of available public funding.

2.32 Work has been ongoing to assemble the site for development over a number of years. A large number of properties have now been bought by the Council and work is ongoing to progress this further. Two phases of clearance has been undertaken.

ACKLAM GREEN (WHINNEY BANKS)

2.33 This regeneration scheme being led on by Bellway Homes involved large scale clearance of Central Whinney Banks and the development of 425 new dwellings. Permission was granted in December 2004, whilst the market was still buoyant. In total, nearly 100 dwellings have been built, the majority are owned by Registered Social Landlords. The scheme stalled due to the economic downturn, however, the developer has recently restarted construction. It is the intention of both the Council and the developer to bring development forward as soon as possible.

POLICY H3 INNER MIDDLESBROUGH (GRESHAM, ACKLAM GREEN, GROVE HILL)
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<p>The regeneration of the older housing areas of Inner Middlesbrough is a priority of the Council in order to help to deliver balanced and sustainable mixed-use communities. Regeneration activity will be focused upon the communities of:</p>

<p>Gresham; Grove Hill; and Acklam Green.</p>

<p>This will deliver a net total of 735 dwellings (1135 dwellings gross).</p>

<p>N.B. This figure includes -145 net dwellings for Gresham where there will be 345 demolitions over the plan period and 200 new builds. For Grove Hill there will be 55 demolitions and 610 new builds giving a net figure of 555 dwellings.</p>

EAST MIDDLESBROUGH STRATEGIC LOCATIONS

PRISSICK

2.34 The majority of housing within East Middlesbrough will be delivered on non-strategic sites. The exception being Prissick. Prissick is identified as a location to create a sporting hub and also presents an opportunity for residential uses.