



Redcar & Cleveland Publication Local Plan Duty to Co-operate Statement

November 2016



this is **Redcar & Cleveland**

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1 Introduction

- 1.1** The Local Plan is being prepared to replace our existing planning policy framework, currently contained within the Local Development Framework Core Strategy and Development Policies Development Plan Documents. It sets out the long-term development strategy for Redcar and Cleveland, for a variety of different types of development including housing, employment, retail and town centres, the natural and built environments, and transport.
- 1.2** The Duty to Co-operate (the Duty) is set out in Section 33A of the Planning and Compulsory Purchase Act 2004 (as amended by Section 110 of the Localism Act 2011). This applies to all local planning authorities (LPAs), county councils in England and to a number of other “prescribed” bodies. Regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out who those “prescribed” bodies are.
- 1.3** Local planning authorities, county councils and other “prescribed” bodies are required to co-operate with each other to address strategic matters relevant to their areas in the preparation of a development plan document. The new duty relates to sustainable development or use of land in connection with infrastructure which is strategic and that would have a significant impact on at least two local planning areas.
- 1.4** The Duty requires:
- Councils to set out planning policies to address such issues;
 - Councils to consider joint approaches to plan making; and
 - Councils and public bodies to “engage constructively, actively and on an ongoing bases” to develop strategic policy.
- 1.5** Paragraph 181 of the National Planning Policy Framework (NPPF) sets out the strategic priorities where collaboration amongst public bodies is expected and gives further guidance on “planning strategically across local boundaries”.
- 1.6** The NPPF states that strategic priorities across local boundaries should be properly co-ordinated and clearly reflected within individual Local Plans. These strategic priorities are:
- The provision of retail, leisure and other commercial development;
 - The homes and jobs needed in the area;
 - The provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy;
 - The provision of health, security, community and cultural infrastructure and other local facilities; and
 - Climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

- 1.7** Local planning authorities are expected to be able to demonstrate evidence of having successfully cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination. The NPPF also highlights the importance of joint working to meet development requirements that cannot be wholly met within a single local planning authority area, through either joint planning policies or informal strategies such as infrastructure and investment plans.
- 1.8** This is reinforced within the National Planning Policy Guidance (NPPG) published in 2014, which sets out what is required and gives further guidance on the Duty to Cooperate, including that local authority officers and councillors have an important role to play in the process and that the Duty requires active and sustained engagement, working together constructively from the outset of plan preparation.
- 1.9** The outcome of this continual process of engagement is that plans are put in place to provide the land and infrastructure necessary to support current and projected future levels of development.
- 1.10** The public bodies relevant to Redcar and Cleveland as listed in Part 2 of the Town and Country Planning (Local Planning) (England) Regulations 2012 are:
- Environment Agency
 - English Heritage
 - Natural England
 - Civil Aviation Authority
 - Homes and Communities Agency
 - Primary Care Trusts
 - Office of Rail Regulation
 - Highway Authorities
 - Highways Agency
 - Marine Management Organisation
- 1.11** This Statement of Compliance with the Duty to Co-operate accompanies the Publication version of the Redcar & Cleveland Local Plan, referred to as “the Local Plan” in this statement. It outlines those main areas where Redcar & Cleveland has sought to work collaboratively with other planning authorities and organisations throughout the preparation of the Local Plan and provides evidence to support the requirements of the Duty to Cooperate.
- 1.12** Section 2 sets out what the Council considers to be the strategic priorities and relevant cross-boundary issues. Section 3 of the statement considers each of the different stakeholders in turn, outlining how and why collaborative working has taken place. Section 4 address future partnership working.

2 Strategic priorities and cross boundary issues

- 2.1 The NPPF highlights that local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities as set out in paragraph 1.6 above.
- 2.2 Redcar & Cleveland Borough Council has identified through discussions with adjacent authorities that cross-boundary issues are limited in nature. Nevertheless, the Council has still identified a number of strategic matters as having cross-boundary impacts that need to be addressed through the Local Plan.

Geographical context

- 2.3 Redcar and Cleveland is located within the Tees Valley within the North East of England and has a population of 135,200 (2011 Census). The borough is located south of the River Tees. The Redcar and 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.
- 2.4 Redcar and Cleveland has boundaries with four local authorities, Scarborough to the west, Middlesbrough to the East, Hambleton to the south and Hartlepool to the north. It also has a boundary with the North York Moors National Park to the south. The Tees Valley (Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton) has often been described as an area with a polycentric settlement pattern, with no one particularly dominant centre. Middlesbrough is the most urbanised of the five Tees Valley authorities and Redcar and Cleveland the most rural.



Neighbouring Local Authorities

Housing

- 2.5** The National Planning Policy Framework (NPPF) advises that, where housing market areas (HMAs) straddle local authority areas, housing needs assessments should cover these wider areas rather than individual local authorities. Through the production of an Objective Assessment of Housing Need (OAN) and a Strategic Housing Market Assessment (SHMA), the Council has considered the extent to which housing is a strategic, cross-boundary matter. In particular, consideration has been given as to whether there is a requirement for the Local Plan to accommodate unmet housing need from neighbouring areas and, conversely, whether the Council requires an element of its own housing needs to be met by one or more neighbouring authority.
- 2.6** The SHMA Volume 1 and 2 and later Volume 2 Update (2016) uses a review of house prices, migration and travel to work patterns to derive a picture of Redcar and Cleveland’s housing market context and its inter-relationships with other areas. The SHMA describes Redcar and Cleveland as a broadly self-contained housing market and concludes that Redcar and Cleveland is an appropriate housing market area for the purposes of Local Plan policy making and this is reflected in the Local Plan.
- 2.7** The analysis suggests that the objectively assessed need for Redcar & Cleveland in 2015-32 equals 132 dpa, equal to 2,256 net additional dwellings during the plan period. This number is based on the CLG 2012 household forecast plus a 10% ‘market signals uplift’.

- 2.8** The SHMA also considered Redcar & Cleveland's housing need in the wider context of the other Tees Valley local authorities. Middlesbrough is the only one of the five local authorities in the Tees Valley to have a post-NPPF adopted Local Plan. The plan proposes a minimum target of 410 dwellings per annum (dpa) – above the 310 dpa implied by the CLG household projection. The Council's purpose in setting this target was to reverse the long-term decline in population and stem outward migration, by providing the type of housing that is attractive to socioeconomic groups that would otherwise continue to leave the borough. In the past Middlesbrough Council sought to address population decline by demolishing the poorest quality stock in its regeneration areas and redeveloping the resultant brownfield sites. However, it resolved that a change in strategy was required, because the strategy based on regeneration was failing to deliver housing sites. The EiP Inspector accepted that policy-driven shift, to a strategy that reduced the volume of demolitions and upgrades the quality of housing available through allocations on greenfield sites.
- 2.9** Stockton issued a draft Local Plan in 2015, proposing a draft housing target of 545 dpa, which was virtually identical to the 557 dpa in the current Core Strategy. However, the Stockton BC is now reviewing this process.
- 2.10** Hartlepool BC has also started to prepare a Local Plan but has not yet identified a housing target. The future housing target is likely to be a substantial increase on the current target of 214 dpa, because their 2015 SHMA identifies an OAN of 300-325 dpa (recent delivery has averaged 250 dpa).
- 2.11** Darlington, the fifth member of the Tees Valley sub-region, recently withdrew its draft plan, titled 'Making and Growing Places', because the recently published Darlington SHMA suggested that considerably more housing was needed than was proposed in their draft plan.
- 2.12** An alternative market geography that included Redcar & Cleveland in a wider 'Tees Valley Housing Market Area' would have been an equally justified Housing Market Area. Such a wider Housing Market Area would have had to include Middlesbrough, because it is the local authority most closely linked to Redcar & Cleveland through migration and commuting. However, Middlesbrough has a new Local Plan that was adopted in 2015, and therefore is not currently in a position to progress a review of housing needs. It would not be sensible to define an Housing Market Area involving Redcar & Cleveland that involved other boroughs, but excluded Middlesbrough. In these circumstances the pragmatic approach is for Redcar & Cleveland to proceed alone, on the basis that its level of migration self-containment satisfies the benchmark set in the PPG. This has been discussed with the neighbouring authorities and they are all satisfied with the Council's approach.
- 2.13** The Council has also not been formally approached to meet the housing needs of any neighbouring planning authority.

Employment

- 2.14** There is a clear link between housing and employment growth. In terms of being a cross-boundary issue, the NPPF states that local planning authorities should have a clear understanding of business needs within the economic markets operating in and across their area. This is reiterated in the NPPG, which states that such needs should be assessed in relation to the functional economic market area. Examining commuting flows can help to define the functional economic market area within Redcar & Cleveland. Analysis was undertaken as part of the SHMA to help define the functional economic market area. The analysis demonstrates that Redcar & Cleveland is a net exporter of labour, with a net outflow of around 9,520 workers - equivalent to around 22% of all workplace jobs within the local authority. This is consistent with the Housing Market Area analysis. Middlesbrough is the local authority most closely linked to Redcar & Cleveland through both commuting and migration.
- 2.15** Tees Valley Unlimited (the Tees Valley Local Enterprise Partnership) published the Strategic Economic Plan (SEP) in 2014, setting out its proposals to generate growth through to 2025. This has helped inform the evidence for the Local Plan. The overarching aim of the SEP is to work collaboratively across the Tees Valley to build on competitive advantages and remove barriers to growth, thus facilitating the creation of 25,000 new jobs. The Tees Valley Unlimited Management Group has considered the geographical distribution of these new jobs. It estimates that the share of new jobs in Redcar & Cleveland will be 215 jobs per annum.
- 2.16** At first sight, one might expect that this aspirational growth would require more workers, and hence more population and more housing, than the preferred scenario – which shows moderate job growth and no population growth. But this view would be misguided, because the rationale of the job target is to improve the balance of the labour market and hence job opportunities for the existing population. This economic restructuring has fundamentally changed the profile of the Tees Valley labour market, leading to an imbalanced economy, and a productivity deficit. The Tees Valley economy now supports just 281,000 jobs, serving a working age population of 421,000. Furthermore, the Tees Valley employment rate is 6.6% below the national average, meaning that to close the gap and achieve national levels of employment we would need an additional 28,000 jobs across the Tees Valley. The SEP has therefore set ambitious targets for growth in the Tees Valley. The headline target is to achieve 25,000 new jobs (a 10% increase) in the Tees Valley over the next decade, closing the gap between national employment rates.
- 2.17** In summary, the job target in the SEP does not require population growth and housing development over and above our preferred scenario in Redcar and Cleveland. If the SEP's job target is fulfilled, and the analysis behind it is correct, the new jobs will be filled by the existing population, through lower unemployment and increased activity rates.

2.18 The analysis in the SHMA suggests that there is no justification for a ‘future jobs’ uplift to the housing need figure of 132 dpa from 2015 to 2032. This conclusion is based on a ‘business-as-usual’ economic scenario. It also assumes that economic activity rates for the older age groups increase in future, in line with Experian’s view at September 2015.

Employment land

2.19 In March 2014, Tees Valley Unlimited published and submitted its Strategic Economic Plan (SEP) and Local Growth Fund Bid to the Government. The SEP’s overall aim is for the Tees Valley to become a high-value, low-carbon, diverse and inclusive economy. In order to help support the delivery of the SEP, the Council has prepared a Local Plan to help existing businesses flourish and make the borough an attractive place to invest.

2.20 In 2016, the Redcar & Cleveland Employment Land Review (ELR) was published. The ELR assessed the supply and demand for employment land within the borough and made recommendations on the amount of employment land which should be brought forward for development through the Local Plan to help meet the economic growth aspirations of the Local Plan, the Economic Growth Strategy and the SEP.

2.21 The ELR also includes analysis to determine the Functional Economic Market Area for Redcar and Cleveland. This also involved discussions and a workshop with neighbouring authorities, local businesses and other stakeholders. At the workshop, it was generally accepted that Redcar and Cleveland shares the strongest functional economic relationships with Middlesbrough and, to a lesser extent, Stockton. As such, it was suggested that the existence of any over or under supply of employment land in other surrounding local authority areas (such as Hartlepool and Scarborough) is unlikely to have a material impact upon the market dynamics of the borough.

2.22 Stockton-on-Tees Borough Council is currently in the early stages of undertaking an updated Employment Land Review. As such, the balance between demand and supply in the borough was unclear at the time of the workshop.

2.23 Middlesbrough Council indicated that there is an emerging shortage of employment land in the area and that this presents a risk that it could become increasingly difficult to accommodate large enquiries moving forwards. It was suggested that this could create a need to ‘export’ enquiries to locations elsewhere in the Tees Valley and that this could present an opportunity for neighbouring local authorities such as Redcar and Cleveland (particularly in the west of the borough). It should, however, be noted that an analysis of the data available does not appear to support the existence of a quantitative shortfall of land.

Retail

2.24 The Local Plan is not seeking to deliver significant growth in the retail sector and as such, retail is not considered to be a strategic cross-boundary issue. Policy ED1 states that new retail developments will be focused in town and

district centres and any proposals which would increase floor space of an existing centre by 10% would need to be supported by the retail impact assessment. Also, any proposal for a main town centre use will need to follow the sequential assessment approach set out in the NPPF. This policy will ensure that new retail developments do not have a negative impact on existing centres, both in Redcar and Cleveland and in neighbouring authority areas.

Infrastructure provision

- 2.25** The preparation of the Local Plan has involved liaison meetings and discussions with infrastructure and service providers to ensure there is a coordinated approach to infrastructure planning and delivery to support the Local Plan. The Council and its development partners have also undertaken a number of infrastructure studies to provide a detailed analysis for certain types of infrastructure where there could be capacity problems. The detailed work carried out has meant that we now have a better understanding of the infrastructure that needs to be delivered or improved to support new development. The Infrastructure Delivery Plan assesses the current level of infrastructure provision in Redcar and Cleveland and identifies improvements that will be required to support the delivery of the Local Plan.
- 2.26** The Council is part of the Tees Valley Infrastructure Group. This group has developed the Tees Valley Infrastructure Strategy which is the key document for setting out the infrastructure requirements across the Tees Valley and takes into account proposed development in all areas. This plan is linked to the SEP, setting out the infrastructure requirements to deliver 25,000 jobs. This plan is supported by all Tees Valley authorities.

Strategic infrastructure provision

- 2.27** The Council will work the neighbouring authorities and Tees Valley Unlimited to ensure that cross boundary infrastructure issues are addressed to help deliver growth. Other public sector organisations, such as the South Tees Clinical Commissioning Group, are also responsible for delivering infrastructure to support growth. The Council will also work closely with these organisations to ensure that infrastructure is delivered where required.
- 2.28** Tees Valley Unlimited (TVU) has partnered up with the key infrastructure providers and the five Tees Valley local planning authorities to develop the Tees Valley Strategic Infrastructure Plan. This plan sets out what are the current barriers to growth and what are the priorities for improving infrastructure across the Tees Valley.
- 2.29** There are plans to deliver improvements to rail and road infrastructure in particular but to also ensure that utilities such as gas, water and electricity infrastructure is upgraded to meet anticipated requirements, and that pipeline and other infrastructure networks can be provided and upgraded to support growth.
- 2.30** A number of strategic infrastructure projects, in particular transport projects, that link into national infrastructure are being promoted by the Northern Powerhouse Project. This is a project jointly lead by the Government, northern

city regions and Local Enterprise Partnerships, working together with Highways England, Network Rail and HS2 Ltd as the Transport for the North Partnership Board.

Strategic road network

- 2.31** Redcar and Cleveland benefits from good highways provision catering for heavy vehicles and industrial uses with good linkages between South Tees, Greater Eston and Redcar and to the strategic highway network on the A66, A174 and A19. However, the Local Plan recognises that it will be essential that improvements and enhancements to the areas road network infrastructure continue in order to facilitate economic development and growth. The Council will continue to work strategically with its neighbouring local authorities and the TVU to maximise on funding opportunities via the Government.
- 2.32** As the highway network has cross boundary implications and requires a co-ordinated approach, the Council has worked with the various surrounding authorities and Highways England (who manage the strategic road network) in developing the Plan.
- 2.33** Transport consultants were also commissioned by both Redcar & Cleveland Borough Council and Middlesbrough Borough Council to evaluate the impact off future housing sites on the local highways network and the outputs from this work provide an insight into how well the future highway network will be able to cope with the development traffic. This study also provided recommendations on where measures may be required to add capacity to the road network.
- 2.34** One project which the Council has considered to assist traffic flows through the southern part of Middlesbrough is a bypass road which would join up the A171 (Middlesbrough Road) with the A174 (Parkway). A study in respect of the possible implementation of an East Middlesbrough Bypass was undertaken in 2005 to determine whether the Bypass was deliverable. This study included consultation with Middlesbrough Borough Council, Network Rail, the National Trust and Highways England. The study concluded that the scheme would not be deliverable due to the impact of the scheme on the land owned by the National Trust. Also, Network Rail raised concerns regarding the possible impact on the Esk Valley line railway bridge and the impact of closure of the line if the bridge was to be rebuilt in a wider form. In addition Highways England raised concerns regarding the slip road onto the A174. As a result of the consideration of these issues, it was judged that there was no realistic possibility of constructing an East Middlesbrough Bypass, and therefore it has not been included in the Local Plan as a transport solution. Middlesbrough Borough Council is still considering an option north of Ladgate Lane to provide a possible rear entrance into new residential areas and James Cook University Hospital and Redcar and Cleveland Borough Council will support any such scheme where it assists traffic flows between Redcar and Cleveland and Middlesbrough.

- 2.35** To assess the cumulative impact of development on the strategic road network (A66, A19, A174) the Council has worked in partnership with TVU. This has included using traffic modelling software to assess the impact of development sites on the road network. This assessment, also known as the Tees Valley Area Action Plan (AAP) provides an indication of where congestion on the strategic road network is likely to occur in the future.
- 2.36** The AAP has already provided the necessary evidence to support the Highways Agency proposals submitted to their Pinch Point Programme to fund the main priorities in the Tees Valley, namely A19/A174 (Parkway) junction and A19/A689 (Wynyard) junction that has provided much needed additional capacity in addition to road widening and junction improvements at various locations along the A66 through Middlesbrough.
- 2.37** The Highways Agency recently developed a new long term Roads Investment Strategy across the country which was published in March 2015 in advance of them becoming a government-owned Strategic Highways Company. TVU and all five local authorities were involved in the first stage of the process, establishing an evidence base, where performance issues and future challenges were identified, taking into account local growth challenges and priorities. The second stage will use this evidence to develop and prioritise solutions covering operation, maintenance and, if necessary, road improvement schemes and inform investment. Redcar and Cleveland Borough Council will continue to engage with the Highways Agency, TVU and the other Tees Valley authorities throughout this process.

Rail links

- 2.38** The Tees Valley Line is the name of the route between Bishop Auckland and Saltburn via Darlington, Middlesbrough and Redcar. All trains on the route are currently operated by Northern. While the Council cannot directly facilitate the improvement of these rail links, Policy TA 3 sets out a commitment to work with the bodies responsible for rail to improve accessibility and connectivity during the delivery of the plan.
- 2.39** The on-going programme of investment in the Tees Valley rail network/system is focussed on utilising the existing rail network more effectively and getting the most out of existing assets rather than new infrastructure. The main objectives for new/improved stations, enhanced frequencies/timetables and newer rolling stock has been geared around a heavy rail solution and constrained, to an extent, both by limited available funding opportunities and by rail industry processes. However, successful applications for funding has enabled TVU and the Tees Valley local authorities to complete initial rail proposals in partnership with Network Rail. These joint projects have provided a good understanding of what constraints exist on the network, particularly in relation to aspirations for increased frequencies and further developed schemes to address these, as well as proposing improvements to a number of stations. The Council has worked in close partnership with Network Rail over the past few years and has led to the upgrade of several stations within the borough.

- 2.40** One of the key remaining challenges, to ensure that the rail network meets the modern day needs of the Tees Valley, is the delivery of fit for purpose rolling stock. The rail devolution process and the re-franchising of services operated by Northern Rail will be a key process for delivering the rolling stock improvement. The development of the North East Business Unit (NEBU) proposition will ensure that the Tees Valley authorities can have the appropriate influence on the specification and operation of a new franchise.
- 2.41** The Council is also working in partnership with TVU and other partners in the North East to lobby to ensure that the Tees Valley fully benefits from the investment that is planned for High Speed Rail (HS2).
- 2.42** A group has also recently been set up called the DfT Electrification Taskforce, with local MP representation and officer input on the working group. The Taskforce is looking at future electrification options, with the Middlesbrough/Teesport to Northallerton line specifically outlined for detailed assessment. The electrification of the Northallerton to Middlesbrough/Teesport rail line scheme would bring, along with loading gauge enhancements, significant benefits for the growing rail freight market in the Tees Valley and this would support the delivery of a number of development sites at PD Ports and Wilton.
- 2.43** The Council will continue to work in partnership with TVU, Network Rail, the Department for Transport (DfT) and other organisations to ensure the Tees Valley has a rail service fit for the 21st Century and improve services within and beyond the borough.

Bus services

- 2.44** Bus services will continue to be a primary mode of transport for the majority of people in the borough due to low levels of car ownership and the rural nature of the borough. Therefore, the improvements to bus provision (operational considerations and provision of facilities) to promote and enhance access to the bus network across will be a priority. This will be done through delivering improvements to bus corridors and improvements to existing service provision including vehicles, frequency and reduced cost. The Council will continue to work with its partners to improve connectivity between local settlements and regional destinations to access key goods and services.
- 2.45** The provision of bus services to isolated employment sites in the Tees Valley is a cross-boundary issue that needs to be resolved. In meeting the additional jobs that are to be created in the borough, with 50% of these being provided at Teesport, it is important that the Council work in partnership with neighbouring authorities and transport providers to improve links between population centres and key employment sites. The Council has held initial positive discussions with Arriva North East and PD Ports about the feasibility of providing services to Teesport and will continue to work together to ensure links are improved where possible.

Landscape and green infrastructure

- 2.46** The Tees Valley Green Infrastructure Strategy 2008 was prepared by the Tees Valley local authorities and its partners, which included Tees Valley Unlimited, Natural England, and the Environment Agency to see how green infrastructure can play a key role in helping to achieve the economic and sustainable vision for the Tees Valley. The vision for this strategy is by 2021 to develop a network of green corridors and green spaces in the Tees Valley. The strategy identifies a number of strategic green infrastructure corridors, including along the coast and the River Tees, which link our borough with neighbouring authorities.
- 2.47** Redcar and Cleveland is fringed by the North York Moors National Park (NYMNP). The Council have a duty to have regard to the National Park Purposes, as set out in the 1949 National Parks and Countryside Act (as amended by the 1995 Environment Act). The special qualities of the National Park are identified in the North York Moors Management Plan (2012) which sets out the vision, strategic policy and outcomes for the future of the Park. The Local Plan policies, mainly through Policy N 1 will ensure that development does not impact detrimentally on the special qualities of this nationally important area. In preparing the Local Plan, including previous drafts, the Council have worked with Planning Officers from the NYMNP to ensure appropriate wording is included to protect the National Park. The National Park was also taken into consideration when preparing the evidence base and policy on renewable energy, and identifying areas which could potentially be suitable for solar and wind energy under Policy SD6. Following consultation on the Draft Local Plan and representations received from the NYMNP, Policy SD6 has been updated to include specific reference to the National Park and its setting as a specific consideration in determining planning applications. The North York Moors National Park Management Plan also identifies a number of strategic wildlife corridors and connections with the Plan area and where there are opportunities to improve connections with the National Park. The Plan protects these corridors, and others across the borough, through Policy N4.
- 2.48** There are a number of internationally designated sites within and adjacent to the borough. Sites outside the borough also need to be considered when assessing the impact of plans and projects. The Council has worked with Natural England and other bodies to ensure there are no significant effects on the conservation objectives of these internationally designated sites, including working to address the issue of recreational disturbance on the Teesmouth and Cleveland Coast SPA. The Council has also attended a number of liaison meetings with planning and ecology colleagues from local authorities along the North East coast to discuss planning and the management of Natura 2000 sites.
- 2.49** In summer 2015, Natural England consulted on a possible extension to the Teesmouth and Cleveland Coast SPA. The Council is actively involved in a collaborative process, with industry and other regulatory bodies, to prepare a 'Tees Estuary strategic framework' for development and habitat conservation in the area around the Teesmouth and Cleveland Coast Special Protection

Area and Ramsar site. The framework will establish a collective vision for on-going management of interests in the area and will help to identify conservation opportunities in the estuary.

- 2.50** The Local Plan protects Local Wildlife and Geological Sites through Policy N4. The selection and designation of sites is an on-going process and additional sites may be selected or de-selected throughout the Plan period. The selection and designation of these sites is overseen by the Tees Valley Nature Partnership, which includes representatives of all five Tees Valley local authorities. The Tees Valley RIGS (Regionally Important Geological Sites) group advises the Partnership on the selection and management of Local Geological Sites.
- 2.51** The Council has also worked in partnership with National England to identify Local Nature Reserves. The Council will continue to protect and support the enhancement of these locally.
- 2.52** The North York Moors National Park Management Plan identifies a number of strategic wildlife corridors and connections with the Plan area and where there are opportunities to improve connections with the National Park. The Plan protects these corridors through Policy N4.
- 2.53** The Council has worked in partnership with the Tees Valley authorities to develop the Tees Valley Green Infrastructure Strategy. The vision for this strategy is by 2021 to develop a network of green corridors and green spaces in the Tees Valley.

Flood risk

- 2.54** As part of the site assessment process for the Local Plan, the Council has worked closely with the Lead Local Flood Authority, the Environment Agency and Northumbrian Water to ensure new development is located in areas which are at least risk of flooding. The Strategic Flood Risk Assessment (SFRA) has been updated April 2016 to assess flood risk from all potential sources.
- 2.55** The SFRA identified a small number of areas along our coast which are prone to flooding from the sea and also a number of areas which are prone to flooding from surface water during periods of high rainfall. This assessment has been used to ensure new development is located on sites which are at low risk of flooding and to also develop policies to ensure the borough, its residents and businesses are not at risk from rising sea levels and increased rainfall resulting from climate change.
- 2.56** The Council has also produced a number of surface water management plans (in partnership with Northumbrian Water and the Environment Agency) for the areas which are at highest surface water. These plans have identified a number of infrastructure improvement solutions to reduce flood risk in these areas, both for existing properties and new development.

Education

- 2.57** Education providers, Tees Valley Unlimited and the Council's Capital Projects team have been involved throughout the development of the Local Plan. Work has been undertaken to establish existing capacity of schools across the borough and to assess the likely impact of housing development. Forecasting has shown that the schools will have enough capacity during the plan period.
- 2.58** Over recent years there has been a fall in birth rates across the borough. This is predicted to continue for the foreseeable future, even when taking into account the development proposed in the Local Plan, and will consequently lead to a reduction in pupil numbers in the majority of our schools. The fall in birth rates, and the recent re-organisation of schools across the borough, means that the majority of housing sites can be delivered without a requirement to increase the capacity of local schools.
- 2.59** However, education providers will continue to be consulted when planning applications are submitted for major housing developments. If there is a lack of capacity in a primary school, which serves a new development, the Council will plan to increase capacity of an existing school and seek developer contributions, if required, to help fund the expansion.

Health

- 2.60** The emerging Local Plan has been prepared in cooperation with the relevant health bodies, including the Clinical Commissioning Group (CCG). The meetings with these bodies did not lead to the identification of any major strategic cross-boundary issues. With the strategy to maintain the existing level of population, rather than to increase it significantly, the Local Plan will not have a large impact on health services.

Coastal change

- 2.61** The Local Plan area is covered by a Shoreline Management Plan (SMP2) for the area of coast between the River Tyne and Flamborough Head. The SMP2 was carried out on behalf of the constituent authorities and provides a non-statutory policy document for coastal defence management planning. Notwithstanding the identification of potential approaches to coastal defence across the plan area, it is not considered that there any major strategic cross-boundary coastal change issues.

Gypsy and traveller requirements

- 2.62** The movement of gypsies, travellers and showpeople, by nature, can be a cross-boundary issue due to the transient nature of the lifestyles of this group of people. The borough has historically had few issues with relation to this group due to the relative distance from the major routes across the country; the A1 being a considerable distance from Redcar and Cleveland.

- 2.63** However, as part of updating the evidence base for the upcoming Local Plan, the Council carried out an independent review of the Gypsy and Traveller Accommodation Assessment (GTAA) in 2015 for Redcar and Cleveland. Based on a net compound growth rate of 2.5%, this study identified a total estimated requirement for an additional 8 pitches up to 2030. In order to ensure this requirement covers the Local Plan period (i.e. up to 2032), this formula was extended for a further 2 years and identified a need for one further pitch, bringing the total requirement to 9 pitches. This need is expected to arise as a result of new household formation coming from the existing Haven site.
- 2.64** Using this evidence as a baseline, the Council will continue to keep up to date with the need for pitches by monitoring unauthorised encampments and keeping track of the number of pitches available at the designated site at The Haven.
- 2.65** There are currently no sites for Travelling Showpeople in the borough and the GTAA indicates that there will be no demand for such a site within the plan period.

Water supply and waste water

- 2.66** Redcar and Cleveland is supplied with water by Northumbrian Water, falling within the Kielder Water Resource Zone (WRZ). Water supplies are abstracted from the River Tees, with supply maintained by flows from Kielder Water, transferred south from the River Tyne. Northumbrian Water has indicated that the Kielder WRZ remains in surplus of supply, even with the forecast demands as a result of development proposed. In other words, Northumbrian Water has calculated that there is sufficient water available in the Kielder WRZ to meet forecasted population increases and also increased demand as a result of large scale industrial development. Therefore, there is no constraint in available water supply.
- 2.67** To assess the current capacity of water supply and waste water and collection infrastructure, the Council, in conjunction with the other Tees Valley local planning authorities, commissioned consultants to undertake a Water Cycle Study (WCS). A steering group was set up in February 2012 to oversee the production of a joint Water Cycle Study (WCS) for Tees Valley. The steering group consisted of planning officers and engineers from the five Tees Valley local authorities, the Environment Agency and Northumbrian Water. In addition Natural England and Hartlepool Water provided input to the study.
- 2.68** The WCS was completed in December 2012. As part of this study, a high level assessment of the existing wastewater carrying network has been undertaken to determine whether there is likely to be sufficient capacity in the system to transmit additional wastewater flows from the new development proposed in the Local Plan. The WCS concluded that network capacity is limited in several locations where development is proposed. However, Northumbrian Water has confirmed that waste water drainage infrastructure is not a constraint on growth and will be, or can be, upgraded when required.

2.69 The WCS also assessed the effects of the growth aspirations on the Waste Water Treatment Works (WwTWs) within the borough to determine whether the proposed development sites will require additional capacity. The assessment has indicated that the limits of the WwTWs, which will serve new development in the borough, should not be considered to be a constraint to growth as the majority have available capacity.

3 Collaborative working

Cooperation with neighbouring authorities

3.1 The Council has liaised with neighbouring local planning authorities throughout the preparation of the Local Plan. In addition to a number of specific Duty to Cooperate meetings that have taken place, Council officers attend regular meetings across a number of groups covering a range of different planning issues. The Council is a member of the following groups:

- Tees Valley Development Plans Officers Group (TVDPOG)
- Tees Valley Planning Managers
- Tees Valley Local Enterprise Partnership (Tees Valley Unlimited)
- Tees Valley Combined Authority
- Directors of Place
- Tees Valley Management Group
- North East Minerals and Waste Policy Officers' Group
- Tees Valley Nature Partnership
- Local Sites Partnership

3.2 The Tees Valley authorities have close geographical links, share housing and employment markets and key infrastructure therefore the importance of working together has been recognised since the abolition of the County Council in 1996. As a consequence, there are a number of long established forums that meet on a Tees Valley wide basis to discuss planning issues. Redcar & Cleveland Borough Council has engaged throughout the plan preparation process and in particular with those with which it shares a common boundary.

3.3 Redcar and Cleveland participates in the Tees Valley Development Plans Officer Group (TVDPO's). These meetings of the lead planning policy officers in the Tees Valley and a representative of the Tees Valley Local Enterprise Partnership take place every six weeks and discuss strategic planning issues such as housing, employment, infrastructure, waste and the environment. These meetings are used as a forum to discuss plans under preparation and particular issues that may be relevant to other Tees Valley authorities.

3.4 Following on from the introduction of the Duty to Co-operate it was agreed that at every third TVDPO's meeting (i.e. quarterly), planning officers from other authorities that share a common boundary with the Tees Valley be invited to attend to discuss cross boundary issues. These authorities are:

- Richmondshire District Council
- Hambleton District Council
- Durham County Council
- North Yorkshire County Council
- Scarborough Borough Council
- North Yorkshire Moor National Park Authority.

- 3.5** Issues discussed include the Local Plans of all authorities and particular cross boundary issues arising out of such work for example strategic highway issues and minerals and waste issues.
- 3.6** There have been a number of joint studies and joint working completed at a Tees Valley level which form part of the evidence base and have influenced the preparation of this Plan and are those recommended in the NPPG. They include:
- Tees Valley Water Cycle Study (2013)
 - Tees Valley Green Infrastructure Strategy (2008)
 - Tees Valley Unlimited Economic and Regeneration Statement of Ambition (2012)
 - Tees Valley Strategic Economic Plan (2014)
 - Tees Valley Geodiversity Action Plan (2011)
 - Guidance for the Selection of Local Wildlife Sites in the Tees Valley (2010)
 - Tees Valley Strategic Infrastructure Plan (2014)
- 3.7** At a more senior level than Development Plan Officers, Tees Valley Planning Managers meet to discuss strategic planning issues every six weeks and Tees Valley Directors of Place meet monthly to discuss strategic issues which also includes planning matters.
- 3.8** Work has been ongoing in relation to infrastructure at a Tees Valley level since 2011 when it was agreed by the Directors of Place of the five Tees Valley authorities to prepare a Tees Valley Infrastructure Strategy. A Tees Valley group has been set up to oversee this made up of officers from all the Tees Valley authorities. This work has fed into the Infrastructure Delivery Plan prepared to support the Local Plan.
- 3.9** In addition to the regular meetings held and the joint work that has taken place on then strategic evidence base, officers have held a number of meetings with individual authorities to discuss cross boundary issues including housing requirements, proposed housing allocations, environmental issues and infrastructure requirements.
- 3.10** The Council has also maintained contact with all neighbouring planning authorities through written correspondence, updating the bodies on the latest stages of the Local Plan and inviting them to make representations at each stage of the process. This has often resulted in amendments to the policy approach to ensure that a degree of consistency is maintained between neighbouring plans. These adjoining and neighbouring local authorities include:
- Middlesbrough Borough Council
 - Hartlepool Borough Council
 - Darlington Borough Council
 - Hambleton District Council
 - North Yorkshire County Council

- Scarborough Borough Council
- North York Moors National Park Authority

3.11 The liaison process will continue as plans continue to evolve. Memorandums of understanding/statements of common ground have and will continue to be produced where required.

Local Enterprise Partnership

3.12 Local Enterprise Partnerships (LEPs) and Local Nature Partnerships (LNPs) are not defined by statute and are therefore not covered by the Duty. However, they have both been identified in the Town and Country Planning Regulations 2012 as a body that those covered by the duty “should have regard to” when preparing local plans and other related activities.

3.13 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, the private sector, as well as higher and further education. Officers arrange and meet the LEP regularly on a one-to-one basis to discuss Local Plan progress and to identify potential future priorities for the LEP. Both officers and members of the Council also attend regular meetings and events organised by the LEP and the Leader of the Council is on the LEP Board. The Council is an active member of the LEP and will continue to play its role to ensure that the LEP is effective in delivering its priority objectives, whilst also ensuring that where possible, the Local Plan plays a role in supporting the delivery of these objectives.

3.14 This has led to the preparation of the Strategic Economic Plan (SEP) in 2014, setting out its proposals to generate growth through to 2025. All the Tees Valley local authorities have fed into and agreed the SEP as the overarching strategy for the sub-region. The aim of the SEP is to work collaboratively to build on competitive advantages and remove barriers to growth. The Local Plan employment policies makes provision for growth by ensuring that sufficient employment and housing land is identified to create the right conditions for economic growth. Following the creation of the Tees Valley Combined Authority, the SEP will be refreshed in due course.

Tees Valley Combined Authority

3.15 Tees Valley Combined Authority is a new body created in April 2016 to drive economic growth and job creation in the area. Its role is to pull together the economy-boosting powers of Tees Valley’s five local councils to improve partnership working between the public and private sector, in order to create an even more effective approach to building a stronger Tees Valley. The five local authorities unite under the Combined Authority to make decisions on key strategies relating to economic development, transport, infrastructure and skills. The Combined Authority is a statutory body giving Government the certainty of structure and accountability that is necessary to devolve financial

support and decision making. The new body will build on the firm economic foundations that have been established by Tees Valley Unlimited, which now is an integral part of the Combined Authority.

3.16 In recognition of the strengthened governance system, Government have committed to devolve the powers set out in the Tees Valley Devolution Agreement. A directly elected Mayor of Tees Valley (to be elected in May 2017) will act as Chair to the Tees Valley Combined Authority and will exercise the following devolved functions:

- Responsibility for a consolidated transport budget; and
- Creation of new Mayoral Development Corporations and leadership of a land commission to examine what publicly owned land and other key strategic sites should be vested in the development corporation.

3.17 The Tees Valley Combined Authority, working with the Mayor, will exercise the following powers devolved to it:

- Creation of a Tees Valley Investment Fund, bringing together funding for devolved powers and used to deliver a 30 year programme of transformational investment in the region;
- Control of a new £15 million a year funding allocation over 30 years, to be included in the Tees Valley Investment Fund and invested to boost growth; Leadership of the comprehensive review and redesign of the education, skills and employment support system in Tees Valley; and
- Responsibility for a devolved approach to business support from 2017, to be developed in partnership with Government.

Local Nature Partnership

3.18 The Tees Valley Local Nature Partnership's vision is to ensure that the natural environment of the Tees Valley is conserved, enhanced and connected across the whole LNP area for the benefit of wildlife, people and the economy.

3.19 The work of the LNP, led by the TVNP Steering Group, has been based upon close co-operation between stakeholders. The TVNP includes representatives from all Tees Valley authorities as well as Natural England, INCA, Woodland Trust, Tees Valley Wildlife Trust and the RSPB, amongst others. The theme of close partnership working is embedded throughout the work of the TVNP. The Council has representation on a number of TVNP working groups, including the Planning & Nature Working Group and the Natural Assets Working Group. The work of these groups has fed into the preparation of the Local Plan, including the identification of nature opportunity areas at the landscape scale across the Tees Valley. These areas are identified in Policy N4.

3.20 The Council has engaged with members of the Partnership in their individual organisational capacity, to discuss issues principally relating to landscape, biodiversity and green infrastructure. The Council will continue to work closely with biodiversity groups to ensure that the natural environment receives appropriate protection or enhancement. In addition, the Council will continue

to work with its neighbouring authorities where the impact of proposals may cross boundaries. This includes any impact on strategic habitat connections that extend into the Local Plan area that could adversely affect biodiversity.

The Environment Agency

- 3.21** The Environment Agency (EA) is a statutory consultee in the plan-making process. The Environment Agency was consulted at an early stage in the process. The EA identified at an early stage gaps in the evidence base in relation to evidence on flooding in particular the need to update the SFRA. This work was completed in May 2016 and involved the EA in its preparation.
- 3.22** Amendments were also made to the policies within the Plan to take account of Environment Agency comments received during the consultations. These amendments included the addition of Sustainable Urban Drainage (SuDs) requirements within the policies, a requirement to improve water quality and criteria within policies to promote de-culverting.
- 3.23** A bespoke policy relating to flooding has also been developed by the Council with input from The EA and also Northumbrian Water (NW). This is an important policy as a number of areas in the borough are prone to surface water flooding. This policy has been welcomed by the EA.

Historic England

- 3.24** Historic England (HE) is a statutory consultee in the plan-making process. The Council has worked in partnership with the Historic England throughout the development of the Local Plan.
- 3.25** In addition to the consultation that has taken place at each stage of plan production, further discussions have been held to ensure a 'sound' policy approach and develop a clear strategy through the document for integrating heritage considerations. HE has confirmed they support the Council's approach to the historic environment and welcome the on-going review of Conservation Areas.

Natural England

- 3.26** Natural England (NE) is a statutory consultee. The Council has liaised with NE throughout the development of the Local Plan.
- 3.27** In addition to the consultation that has taken place at each stage of plan production, further meetings and discussions have been held to ensure a 'sound' policy approach. In particular, the Council has worked closely with NE throughout the Sustainability Appraisal and the Habitats Regulations Assessment, ensuring that conservation objectives of internationally designated sites are fully considered and protected.
- 3.28** The Council is also actively involved in a collaborative process with NE, and other partners, in the preparation of a strategic framework for development and habitat conservation in the area around the Teesmouth and Cleveland Coast SPA and Ramsar site, which aims to ensure that the development

proposed in this area is compatible with conservation aims. The Council is also committed to working in partnership with NE to develop a strategy to address the impact of recreational disturbance on the SPA and Ramsar site, including the development of a management plan. The Council are currently working with INCA to collect additional information to inform the management plan. We will continue to involve NE in this process. The management plan will also need to be informed by the Tees Estuary Strategic Framework.

Transport and highways authorities

- 3.29** The NPPF states that local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure which is necessary to support sustainable development. The Highways Agency and the Councils Highways engineers have been closely involved in the preparation of the Local Plan, providing feedback at each stage of the process and also meeting to discuss the growth aspirations and impacts of development on the strategic road network. This has ultimately resulted in the confirmation that the growth proposed through the Local Plan is acceptable in terms of the potential impact on the road network and that new infrastructure will be unlikely to be required during the lifetime of the Local Plan.
- 3.30** However, early engagement with both the Highways Agency and Middlesbrough Council did raise potential issues with the impact of new development (mainly in the borough of Middlesbrough) on the local road network and on the strategic road network. As a result of this, Middlesbrough Council along with Redcar and Cleveland Council commissioned transport consultants to examine potential solutions. This led to the need to provide two new roads within Middlesbrough which alleviate impact upon the strategic road network and local road network. These improvements are already being delivered.

Clinical Commissioning Group

- 3.31** The borough is covered by one Clinical Commissioning Group (CCG). The South Tees CCG has been consulted at each stage of the plan preparation process and discussions various meetings have been held with the CCG and also their predecessors – the Primary Care Trust since 2002 to ensure that they were involved in the preparation of the Plan. Due to the limited amount of new housing proposed, the CCG has confirmed that that no new facilities are required as a result of new development other than that already planned to improve existing services.

Water company (Northumbrian Water Ltd)

- 3.32** Although private sector utility providers are not covered by the “Duty to Cooperate”, the Council is aware of the need to involve them in the plan making process. Northumbrian Water is the statutory undertaker for potable water and the sewerage network in this area and has worked closely with the Council (and the Environment Agency) with particular involvement in the

issues relating to localised flooding and Sewerage Treatment Capacity. This has led to Surface Water Management Plans being developed for various areas of the borough.

Marine Management Organisation

- 3.33** As the marine planning authority for England the Marine Management Organisation (MMO) is responsible for preparing marine plans for English inshore and offshore waters. At its landward extent, a marine plan will apply up to the mean high water springs mark, which includes the tidal extent of any rivers. As marine plan boundaries extend up to the level of the mean high water spring tides mark, there will be an overlap with terrestrial plans which generally extend to the mean low water springs mark. Marine plans will inform and guide decision makers on development in marine and coastal areas.
- 3.34** The MMO is currently in the process of developing marine plans both inshore and offshore areas along the UK coastline. However, work on the North East Plan has yet to commence.
- 3.35** Any development coming forward in the plan period will need to ensure that it complies with the MMO's licensing requirements and any relevant marine plans to ensure that necessary regulations are adhered to.
- 3.36** The Council has consulted the MMO in the development of the Local Plan and has referred to the Marine Policy Statement for guidance on the plans content.

Consultation with other stakeholders, groups and working partnerships

- 3.37** In addition to the above, the following consultation and engagement has been carried as part of the Local Plan development process. These are not exhaustive:
- **Consultation undertaken as part of Strategic Housing Market Assessment** – A sample survey of households across Redcar and Cleveland Council area. A total of 22,109 households were contacted and 2,753 questionnaires were returned and used in the data analysis for the study. An online survey of key stakeholders was also undertaken including Local Housing and Planning Authority representatives, Registered Social Landlords (RSLs), Estate Agents, Lettings Agents, Developers and Supporting People representatives and interviews with estate and letting agents.
 - **Consultation undertaken as part of the Town Centre Study** - 800 household telephone surveys, along with on-street surveys in Redcar Town Centre and online survey of businesses in the centre, provided a helpful indication as to current shopping and leisure patterns across the borough. They also provided an overview of some of the key issues facing Redcar Town Centre in particular. The results of the household surveys have been used as part of the quantitative retail/leisure capacity assessments undertaken for the Town Centre study and informed the qualitative assessments of need and policy recommendations

- **Consultation undertaken as part of the Employment Land Review Update 2016:** In order to test the emerging conclusions of the Employment Land Review Update with RCBC's Duty to Cooperate partners, as well as key local businesses and stakeholders, a workshop session was held on March 22nd, 2016. The feedback from this workshop has been used to discuss the functional economic relationships with neighbouring authorities and to seek agreement on Redcar and Cleveland's policy approach to employment.
- **Consultation on the Scoping Report and Draft Local Plan** - All stakeholders, whether statutory or not, were invited to respond on the following public consultation exercises:

Plan Preparation Stage	Date
Scoping Report	July – September 2015
Draft Local Plan	June – August 2016
Publication Local Plan	December – January 2016

Table 1 Dates of Consultation on the emerging Local Plan

- 3.38** All of the issues raised from the comments received have been taken into account during these consultations. During the Draft Local Plan consultation, the Council received over 650 comments from over 180 individuals and organisations, plus two petitions with over 300 signatures.
- 3.39** The Council has also worked closely with a wide range of other organisations and partners including the Homes and Communities Agency, Sport England and all infrastructure providers operating in the borough in preparing the Local Plan. It has met with any organisation where issues were identified in order to discuss how they could be addressed within the Local Plan.

4 Conclusions and future partnership working

- 4.1 The Council has a high level of co-operation with other local authorities and public bodies in relation to strategic planning and cross boundary issues, particularly with the other Tees Valley authorities. In particular, it has participated in a number of joint projects with other authorities on key evidence base documents and has worked closely with key partners to ensure that the Local Plan includes appropriate policies. This approach has resulted in a sound evidence base for the Local Plan, which is reflected in the support the Local Plan has received from statutory bodies featured in this document.
- 4.2 The Council is holding on-going discussions with neighbouring authorities to understand any concerns they may have as the plan is developed. There have been no objections made to the Local Plan with regards to the Duty to Cooperate from the partners named in this statement.
- 4.3 In relation to future co-operation, the Council will continue to work closely with neighbouring authorities, and those in the wider region and LEP area, on all identified strategic cross-boundary planning matters and will continue to collaborate with infrastructure providers.
- 4.4 Following the Examination and adoption of the Local Plan, there will remain a need to maintain co-operation and collaboration with others, both those named within the Localism Act and wider bodies with a statutory or other key role in implementation, to deliver the Strategy.

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