

# Redcar & Cleveland Local Development Framework



## SKELTON & BROTTON NEIGHBOURHOOD

### DEVELOPMENT PLAN SPD

March 2013



Skelton & Brotton  
Parish Council





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## **I. INTRODUCTION**

### **The role and purpose of this Neighbourhood Development Plan**

- I.1** This document has been produced in partnership between Redcar & Cleveland Borough Council and Skelton & Brotton Parish Council. The overarching purpose of the Skelton & Brotton Neighbourhood Development Plan (NDP) is to produce a clear, shared vision and development aspirations strategy for the area using the principles of neighbourhood planning (i.e. developed in strong collaboration with local residents, community groups and businesses).

### **Link to the Redcar and Cleveland Local Development Framework**

- I.2** The Skelton & Brotton NDP has been adopted by Redcar & Cleveland Borough Council as a Supplementary Planning Document (SPD) and sits within the Redcar and Cleveland Local Development Framework (LDF).
- I.3** An SPD is used to supplement/provide additional detail to adopted policies contained in the Development Plan Documents (DPDs) such as the Core Strategy and Development Policies DPDs which were adopted by the Borough Council in July 2007. The most relevant policy to this document is Core Strategy DPD Policy CS6 Spatial Strategy for East Cleveland and the Villages. More information on the LDF is available at [www.redcar-cleveland.gov.uk/strategicplanning](http://www.redcar-cleveland.gov.uk/strategicplanning)
- I.4** The SPD will be a material consideration when assessing planning applications within Skelton & Brotton Parish area. Other relevant adopted policies and SPDs will also need to be considered by applicants when developing proposals and submitting planning applications.

### **What is neighbourhood planning and why is it so important?**

- I.5** Neighbourhood Planning is a new approach to planning which was introduced through the Localism Act 2011, giving Parish Councils and Neighbourhood Forums the ability to create their own development plan for their area. The aim of a Neighbourhood Development Plan is to give people a say about how their community is shaped in order to create successful and sustainable communities.
- I.6** Whilst Neighbourhood Development Plans must be in general conformity with the strategic policies contained within the Local Development Framework, they can shape how the community want their area to be developed, including making allocations for where they would like development to take place.
- I.7** Once adopted Neighbourhood Development Plans have the same status as the Local Development Plan and the policies hold significant weight when determining planning applications within that particular area.
- I.8** However, in this instance this document has been prepared as an SPD. This is because the Council was successful in being recognised as a neighbourhood planning frontrunner by the Department of Communities and Local Government (DCLG). Therefore preparations of this document commenced in advance of the publication of the Neighbourhood Planning Regulations. This document therefore

provides guidance, to expand upon existing policies contained in the LDF rather than set out new policies.

### **How is the Skelton & Brotton NDP structured?**

**1.9** This NDP has been divided into six chapters:

Chapter 1: Introduction - Introduces the NDP, setting out its status and purpose.

Chapter 2: Understanding Skelton & Brotton Parish area - Sets the scene for the plan area, by describing the existing social, economic and environmental characteristics and exploring any issues which affect the area.

Chapter 3: Retail - Sets out detailed guidance on retail, leisure and office development within Skelton and Brotton.

Chapter 4: Employment - Sets out detailed guidance on industrial and business development in Skelton and Brotton, with a particular focus on the main employment site at Skelton Industrial Estate.

Chapter 5: Conservation - Sets out detailed guidance on conservation, protection and enhancement of the natural and built environment in Skelton and Brotton.

Chapter 6: Housing - Sets out detailed guidance for residential development in Skelton and Brotton.

### **How should the NDP be used?**

- 1.10** Residents: The NDP can provide information on the area and how it will be developed in the future. It also provides guidance for ensuring that alterations and extensions to existing buildings are appropriate and respect the character of the parish.
- 1.11** Owners, architects and builders: The NDP sets out what types of development the local community wish to see in the area. This information can then be used when developing proposals for specific sites.
- 1.12** The Parish Council: The NDP can be used as a guide for commenting on submitted planning applications.
- 1.13** The Borough Council: Will use the NDP in considering and determining local planning issues and applications.

## 2. UNDERSTANDING SKELTON & BROTTON PARISH AREA





## 2. UNDERSTANDING SKELTON & BROTTON PARISH AREA

- 2.1 Skelton & Brotton Parish Council is a small rural parish located in East Cleveland in the North East of England. Figure 1 shows the location of Skelton & Brotton parish.

Figure 1

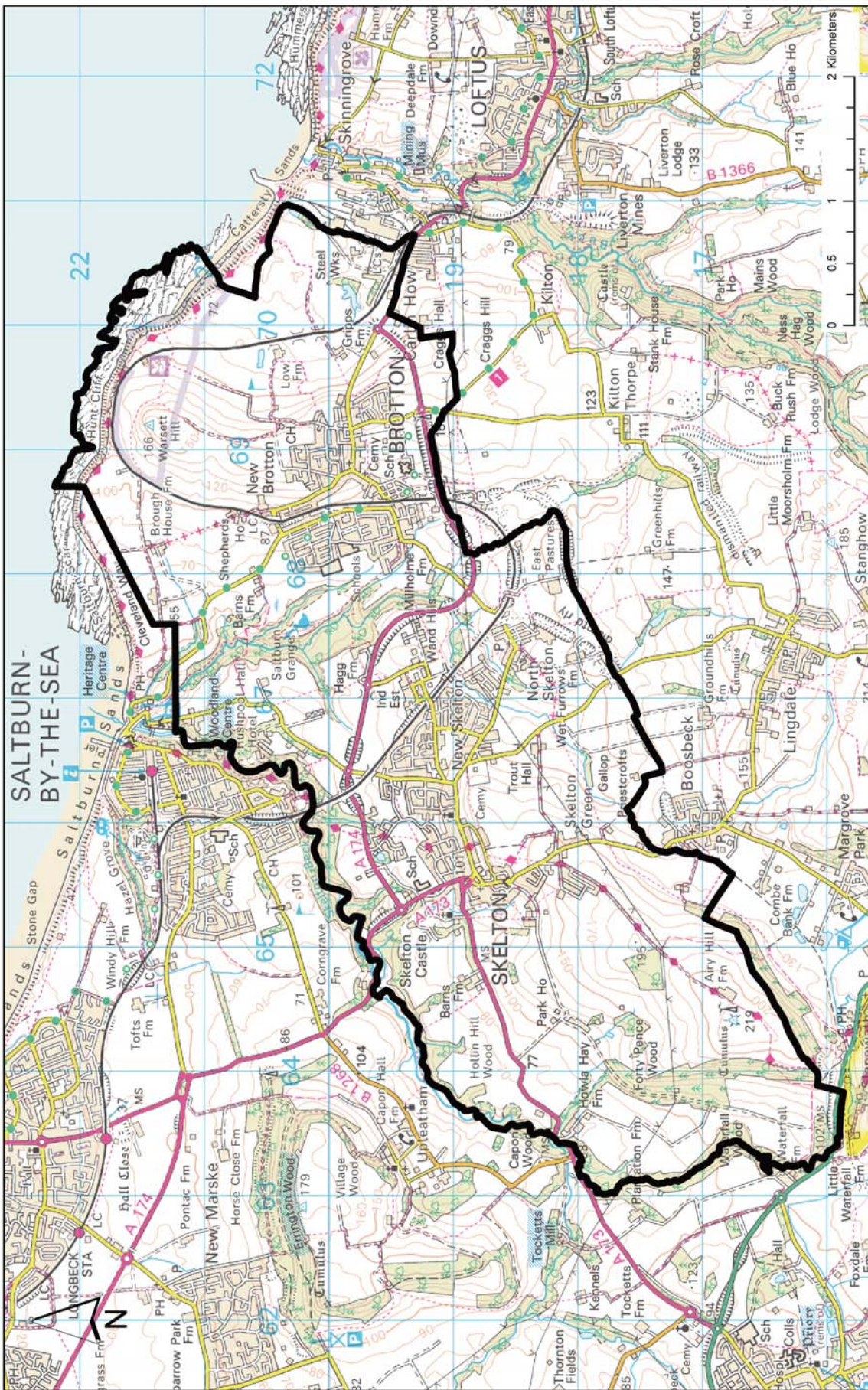


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- 2.2 The parish is characterised by the two principal settlements of Skelton and Brotton and their surrounding rural hinterland. Figure 2 shows the boundaries of Skelton & Brotton parish.
- 2.3 There are numerous protected landscape designations in the area, including a Site of Special Scientific Interest (SSSI), an area of heritage coast, thirteen Local Wildlife Sites and three Local Geological Sites.



Figure 2



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## Skelton & Brotton Civil Parish

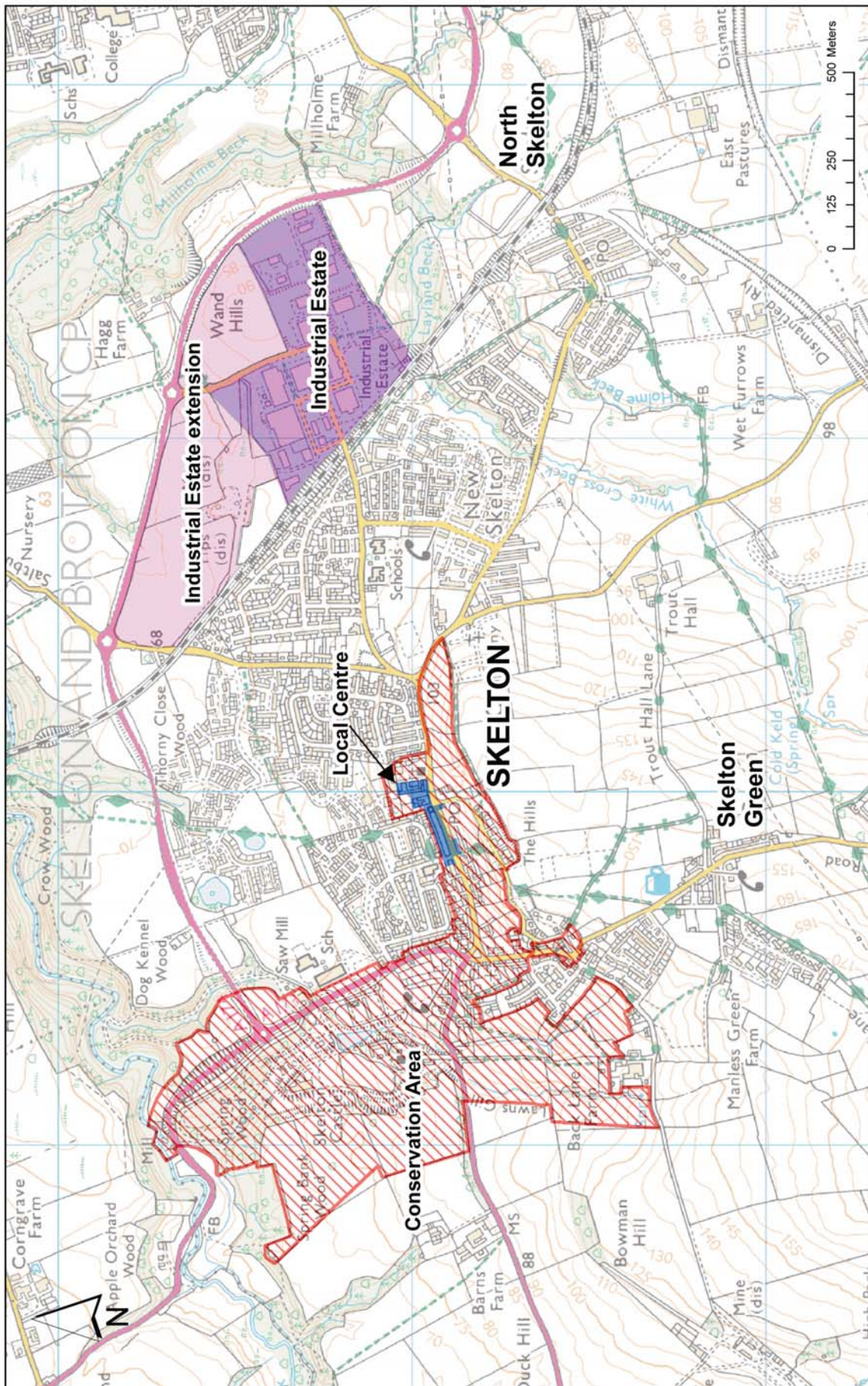
Skelton & Brotton Neighbourhood Development Plan SPD March 2013



## Skelton

- 2.4** Skelton consists of four smaller villages (Skelton, North Skelton, New Skelton and Skelton Green), which over the years have been expanded but retain their own individual character.
- 2.5** Skelton itself is the largest of the four villages and has experienced significant growth over recent years with large scale residential development to the north of the High Street on the Church Hill Estate.
- 2.6** Skelton Green is located at a significantly higher level than the other Skelton settlements and has spectacular views out over the rest of Skelton and Brotton over to the coast. It is the topography which ensures that it retains very much its own distinct identity despite being physically attached to Skelton by linear development along Green Road.
- 2.7** New Skelton is located to the east of Skelton and has a significant degree of attachment to the main settlement. However, the playing fields on the northern side of the High Street ensure that the separation between the settlements is still realised on the main thoroughfare.
- 2.8** North Skelton is located to the south east of New Skelton and is physically separated by Holme Beck.
- 2.9** The population of Skelton (taken as the four settlements combined) has increased in recent years due to the aforementioned significant levels of housebuilding, principally at Church Hill. The population increased from a low point of 6,270 in 1996 to reach 7,515 by 2011.
- 2.10** Skelton has a successful Local Centre located along a section of the High Street with a good cross section of retail and service functions provided and very few vacancies. A new health centre located just off the High Street also provides a modern community facility to help meet the needs of the expanding population.
- 2.11** Skelton also has the principal employment site in East Cleveland, Skelton Industrial Estate, which is located to the north of the settlement adjacent to the Skelton bypass. However, businesses on Skelton Industrial Estate have been struggling to cope in recent years due to the recession and structural changes in the types of industry traditionally accommodated on the estate. An area of expansion land for Skelton Industrial Estate is also earmarked to the north of the existing estate. A recent planning permission has been granted on the industrial estate extension for a supermarket and petrol filling station and consideration is being given to what other uses may be appropriate in this location.
- 2.12** Whilst the unemployment rate in Skelton has been historically higher than the national average, recent figures show that the unemployment rate in Skelton continues to remain below both the Borough and Tees Valley averages.
- 2.13** Finally, Skelton also has a reasonable sized conservation area which is particularly focused around the Grade I Listed Skelton Castle and the village green, but also extends along the High Street and includes Skelton Local Centre.
- 2.14** Figure 3 shows the Skelton Villages and some of the key planning allocations within them.

Figure 3



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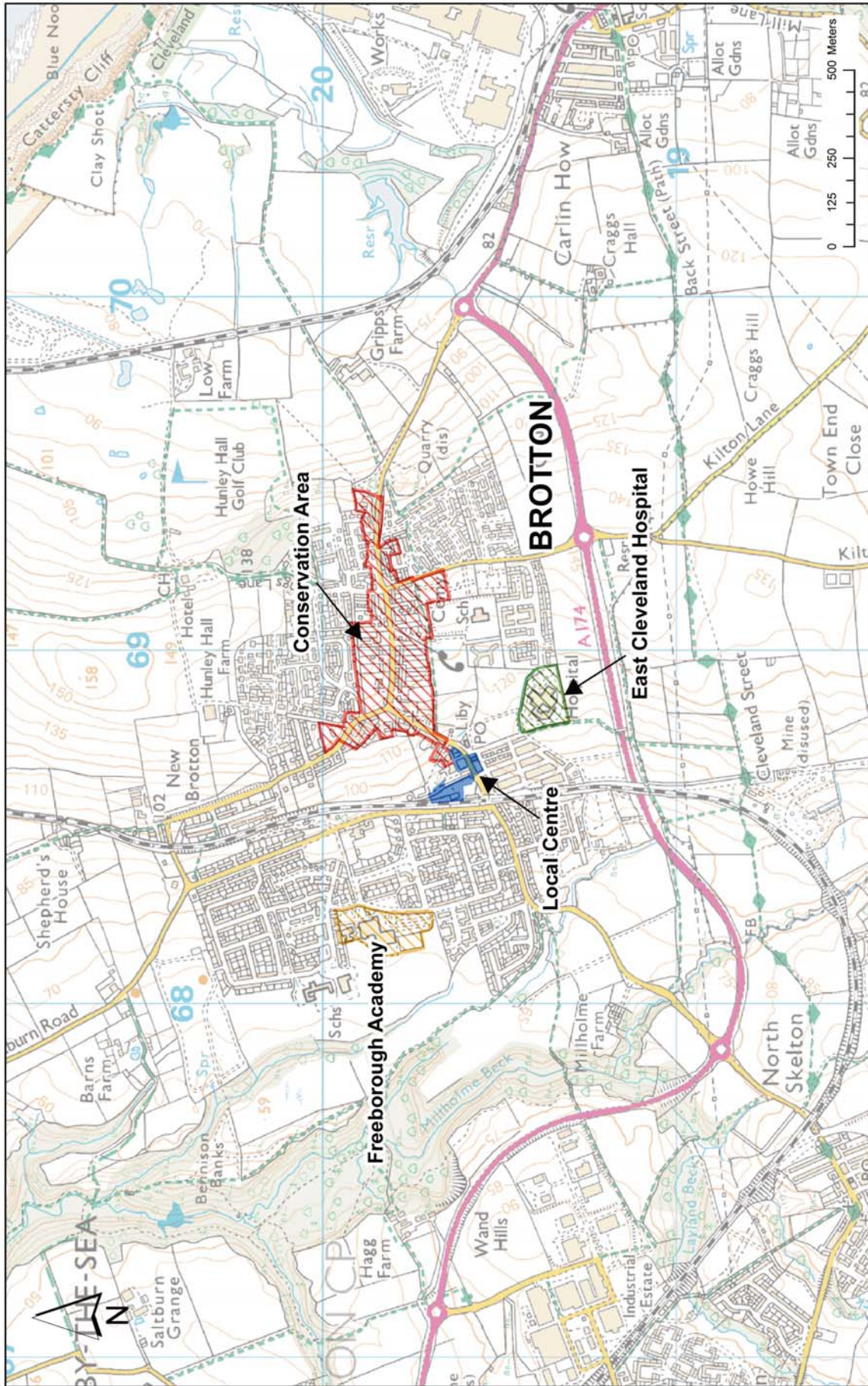
# SKELTON



## **Brotton**

- 2.15** Brotton has expanded from one distinct village which historically formed part of the De Brus land holdings managed from Skelton Castle.
- 2.16** The settlement is located to the east of Skelton and sits prominently upon Warsett Hill, which gives rise to significant changes in topography throughout the settlement.
- 2.17** Whilst Brotton has had some new housebuilding in recent years, this has been significantly lower than the levels experienced in Skelton. The new housebuilding which has taken place in Brotton appears to have simply taken up latent demand, with the population remaining pretty much constant at approximately 5,500 over recent years.
- 2.18** Brotton also has a Local Centre located along the High Street. However, this is significantly smaller and less successful than Skelton Local Centre. Brotton Local Centre is constrained by the topography, narrow street layout and railway line which have prevented its growth over time. Whilst the centre is not as successful as the one at Skelton, it does provide a limited range of retail and service facilities which meet the day-to-day needs of the local community.
- 2.19** There are several significant community facilities located in Brotton. The Freeborough Academy is the only secondary school serving Skelton, Brotton, Loftus and the other smaller surrounding villages. It is a modern state-of-the art facility located on Linden Road at the west of the village. There is also East Cleveland Hospital located to the south of the village which provides some outreach services.
- 2.20** The unemployment rate experienced in Brotton has generally been higher than that of neighbouring Skelton in recent years, although it has tended to remain fairly consistent with or slightly below the Borough-wide and Tees Valley averages.
- 2.21** Brotton also has a conservation area which follows along the eastern end of the High Street and has a particular focus on the junction of the High Street and Saltburn Lane.
- 2.22** Figure 4 shows Brotton and some of the key planning allocations and sites within the settlement.

Figure 4



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# BROTTON





### 3. RETAIL



## OBJECTIVE

**To create and sustain vibrant and prosperous centres which meet the needs of their catchment area. The role and function of each centre will continue to fulfil its position within the retail hierarchy set out within the Local Development Framework.**

- 3.1 Skelton and Brotton each have a well-established local centre, which meets the day-to-day retail needs of their respective populations.
- 3.2 Skelton Local Centre is larger in size with approximately 30 units containing a number of different facilities including a modest sized convenience store, butcher, and service facilities such as a hairdressers and cafes.
- 3.3 Brotton Local Centre is much smaller in scale and contains a smaller range of facilities. The centre also contains a convenience store, although this is somewhat smaller than the one in Skelton, and a more limited range of service facilities such as hairdressers and sandwich shops etc. The expansion of Brotton Local Centre has been constrained by the topography and the railway line, which also restrict the accessibility due to the narrow street pattern.
- 3.4 In order to meet the full range of convenience shopping needs in Skelton and Brotton, a large supermarket and petrol filling station have been granted planning permission on Skelton Industrial Estate Extension, adjacent to the bypass.
- 3.5 There are also numerous other local shops which serve more localised needs. These continue to be important in meeting the top-up shopping needs of their local neighbourhoods, particularly for members of society who are less mobile.
- 3.6 Local Development Framework Policy CS18 seeks to protect and enhance the vitality and viability of existing centres and also offers protection to the neighbourhood centres and smaller shops. The National Planning Policy Framework (NPPF) also seeks to protect existing retail centres through the operation of a sequential assessment approach to new retail, leisure and office development. Under the sequential assessment all retail, leisure and office development must adopt a town centre first approach to site selection and for larger schemes in out-of-centre locations, they must also demonstrate that they would not have a significant adverse impact upon existing centres.



## GENERAL GUIDELINES

- Prioritise all new retail, leisure and office development within Skelton and Brotton Local Centres in order to protect their vitality and viability.
- Seek to improve and enhance the range of retail, leisure and community facilities in Skelton and Brotton.
- Seek to improve the design and visual appearance of existing and new shop fronts in line with the adopted Shop Fronts and Advertisements SPD.
- Seek to improve the pedestrian, cycling and public transport linkages to existing centres and the freedom of movement within them.
- Continue to restrict the number of hot food takeaways within Skelton and Brotton Centres in accordance with the Council's Interim Hot Food Takeaway Policy.
- Support longer opening hours on evenings and weekends at Skelton and Brotton Local Centres, providing that this does not have an adverse impact upon amenity.

### **Skelton**

- Seek to provide additional car parking to serve Skelton Local Centre.
- Look at the potential to better manage the existing car parking availability along Skelton High Street.
- Promote the development of the former Skelton Institute site, potentially in conjunction with the adjacent Fire Station (subject to availability). Suitable uses of the site would include car parking to serve the local centre together with retail, leisure, offices or residential development.
- Promote the redevelopment of the former Home Farm site. Any development should pay regard to its location within Skelton Conservation Area and the setting of the adjacent Grade I Listed All Saints' Church.
- Seek to improve the public realm through de-cluttering of existing signage and street furniture and the introduction of well thought out areas of planting.
- Look at alternative highway engineering solutions to reduce traffic speeds along Skelton High Street, as an alternative to the existing speed bumps.
- Where no suitable sites are available for leisure uses within or on the edge of Skelton Local Centre, preference will be given to locating these new developments at Skelton Industrial Estate Extension. This presumption will also apply to leisure uses which require an outdoor/countryside location.
- Encourage the introduction of new specialised local shops.
- Consider the potential for a retail unit at Skelton Green to meet the day-to-day shopping needs of local residents. Any proposal would need to follow the sequential assessment approach set out within the NPPF and may also require a retail impact assessment depending upon its scale.

### **Brotton**

- Seek to provide additional car parking to serve Brotton Local Centre.
- Seek to introduce signage to identify the location of existing car parks serving Brotton Local Centre.
- Promote the redevelopment of the Station Yard site for retail, leisure or residential development.
- Improve pedestrian linkages through Brotton Local Centre. Consideration should be given to widening footpaths and introducing new footpaths where pedestrian footpaths are only available on one side of the carriageway.

- Improve the pedestrian linkages between Brotton Local Centre and surrounding residential areas. New residential development in close proximity to the Local Centre should include a direct pedestrian link to Brotton Local Centre.
- Promote the creation of a community building in Brotton Local Centre.
- Encourage the introduction of new specialised local shops.
- Investigate further the opportunity, potential and feasibility for a new pedestrian crossing point in Brotton Local Centre.



# 4. EMPLOYMENT



**OBJECTIVE**

**To encourage existing businesses within Skelton and Brotton to grow and prosper, whilst at the same time attracting new investment. Skelton Industrial Estate will continue to be the principal employment area within East Cleveland and will be enhanced as an attractive environment in which to do business.**

- 4.1 Skelton Industrial Estate is not only the principal employment site within the parish of Skelton & Brotton, but also recognised as the main employment site within the wider East Cleveland Area.
- 4.2 The existing industrial estate has approximately 60 units from which 47 businesses are currently operating. The industrial estate is characterised by large industrial units which were once predominantly used for manufacturing.
- 4.3 Now that many of these large manufacturing businesses have moved out of the area, and in many cases out of the country, there has become a significant number of large vacant buildings within Skelton Industrial Estate.
- 4.4 The character of demand for units on the industrial estate has changed over time from the manufacturing industry which required large units, to more small and medium sized businesses which require smaller and more flexible business premises.
- 4.5 Recently, the Council has invested significant funding to assist businesses within the Industrial Estate through Local Enterprise Growth Initiative (LEGI) funding. This has been used to support existing businesses within the industrial estate and to attract new ones.
- 4.6 LEGI funding was also used to help subdivide one of the large vacant units within the industrial estate into smaller managed premises, which became the B-Hive. This has been an overwhelming success, setting a benchmark for future development.
- 4.7 Despite this, there remain significant challenges within the industrial estate. It is widely recognised that the condition of the highways, lighting and public realm could be improved. However, the land and units are in multiple ownership, which makes it difficult to carry out a comprehensive improvement scheme to the estate.
- 4.8 In October 2010 the Skelton Business Forum was formed and is now working in close partnership with Redcar & Cleveland Borough Council to improve the industrial estate and attract new investment. Initially work has focussed on trying to engage with landlords in order to try and bring vacant units back into active use. Consideration is also being given to the potential for using simplified planning mechanisms, such as the introduction of a Local Development Order, to help stimulate investment.



- 4.9 In addition to the established Skelton Industrial Estate, an extension area to the estate was also earmarked for development through the Redcar and Cleveland Local Plan in 1999. This has never been brought forward for its intended use as industrial/business use and the Council's Employment Land Review (2008) suggests that there will be insufficient demand for this purpose over the next 15 years or so. Consideration will therefore need to be given to promoting appropriate alternative forms of development on the site.



### GENERAL GUIDELINES

- Business/Industrial use will continue to be directed to Skelton Industrial Estate
- Seek to improve the public realm within the industrial estate through improved signage, landscaping and street lighting. In particular, landscape screening of the industrial estate along the south-eastern boundary should be prioritised.
- Where appropriate, large units should be subdivided to help meet the demands of local businesses.
- Consider the merit of introducing simplified planning mechanisms to help encourage development within the industrial estate, including the use of a Local Development Order.
- Consider the potential for alternative forms of development on Skelton Industrial Estate extension. The proposed supermarket and petrol filling station should be used as an opportunity to attract further investment.
- Redcar & Cleveland Borough Council should continue to work in close partnership with Skelton Business Forum to help make improvements to the industrial estate.
- Local businesses outside of the industrial estate within Skelton and Brotton Parish area will continue to be supported, providing that they do not have an adverse impact upon the amenity of their local area.
- Seek to provide a hub for the emergency services on Skelton Industrial Estate to improve accessibility to East Cleveland.



## 5. CONSERVATION





## OBJECTIVE

**To protect, preserve and enhance the special characteristics of the built, historic and natural environment of Skelton & Brotton Parish.**

- 5.1** Skelton and Brotton are villages located in a predominantly rural setting in East Cleveland. The open countryside and topography of the area creates spectacular views across the landscape and out to the coast.
- 5.2** The four individual villages of Skelton each have their own identity and remain physically separated either by open space, the topography or a watercourse.
- 5.3** The area contains a number of sensitive landscape areas, including an area of heritage coast along the northern boundary of Brotton stretching right up to the coastline. There is also a Site of Special Scientific Interest (SSSI) at Skelton Gill, thirteen Local Wildlife Sites (LWS) and three Local Geological Sites (LGS) within the parish area. The form of these protected sites varies greatly and includes woodland valleys, areas of coastline, grasslands, wetlands and former mine workings.
- 5.4** A significant section of the Cleveland Way national trail also passes through the parish so that these landscapes can be enjoyed by all.
- 5.5** There are also areas of designated open space within the settlements, which are important 'green lungs' and provide amenity areas for children and adults. These designated areas are shown on the LDF Proposals Map.
- 5.6** The villages of Skelton and Brotton have their own distinct built and historic character with each containing a number of listed buildings and a conservation area. Development within these areas is given special protection through LDF Policies CS25, DP9 and DPI0. Heritage assets are also protected by national policy contained within the NPPF. Conservation Area Character Appraisals have been completed for both settlements.





## GENERAL GUIDELINES

- Continue to protect designated open spaces within the settlements from development, unless an assessment has been undertaken which has clearly shown that the open space is surplus to requirements.
- Encourage the use of SUDs on all new development.
- All development should avoid putting any additional pollution pressures on Saltburn Beck and Saltburn Gill, in order to help achieve the Water Framework Directive.
- Seek to protect and enhance all designated biodiversity and geodiversity sites within the parish area.
- Protect designated landscape areas from inappropriate development.
- Existing open spaces should be improved and enhanced. New play equipment will be encouraged to serve all age groups.
- Seek to extend and enhance Skelton skatepark.
- Identify a new site for cemetery provision in Brotton in order to meet identified needs.
- Any proposals for renewable energy which require a countryside location for operational purposes should be directed away from sensitive landscape areas. It is imperative that such installations do not have a significant adverse impact upon residential amenity.
- The existing boundaries of the settlements should be reinforced through peripheral planting. In particular, the physical separation of each of the individual settlements should be retained, including between the Skelton villages.
- Continue to promote and improve access to the Cleveland Way. Tourist accommodation and facilities associated with the Cleveland Way will be encouraged.
- Preserve and enhance the special built and historic character of each settlement, in particular Skelton and Brotton Conservation Areas.
- Development will only be considered acceptable where it does not harm heritage assets.





## 6. HOUSING



**OBJECTIVE**

**To provide good quality housing that meets the needs and aspirations of the local community.**

- 6.1** The LDF Core Strategy sets out the housing requirement for the Borough. Policy CS13 indicates that there is a total requirement for an additional 4,800 dwellings within the Borough between 2004 and 2021.
- 6.2** The Locational Strategy in Policy CS2 sets out the strategy for how the housing requirement should be distributed throughout the Borough. The Locational Strategy indicates that 70% of all new development should be in the conurbation (Greater Eston, Redcar and Marske) with the remaining 30% spread between the main East Cleveland settlements (Guisborough, Saltburn, Skelton, Brotton and Loftus).
- 6.3** Housing is one of the most important aspects of planning. The aim is to provide good quality housing which meets the needs and aspirations of local people.



- 6.4** Over recent decades due to significant changes in the way that people choose to live and a significant increase in life expectancy, there has been an increasing pressure to provide additional housing within our communities to meet the needs of the population.
- 6.5** In addition to people living for longer, the number of single person and single parent households has risen dramatically and is forecast to continue to increase in the future. This increased demand has placed particular pressure on housing stock. Furthermore, there is also a need to provide housing for new people who wish to move to the area.
- 6.6** It is also important to recognise that the types of housing available may not meet the demand and aspirations of the community. For example Brotton has a high proportion of terraced dwellings (approximately 42%) which may not necessarily meet the needs and aspirations of the community now, which tend to demand more detached and semi-detached properties.
- 6.7** Both Skelton and Brotton have both experienced new housing development over the past few decades. However, more recently, the majority of new housing within the parish area has been focussed within Skelton. This has resulted in the

number of households in Skelton increasing from 2,615 in 2001 to 3,120 by 2011. The majority of this new housing development has been built on the housing allocation at Church Hill. There are still a significant number of houses with planning permission remaining to be built in Skelton.

- 6.8** Despite the steady levels of housing growth, the population and number of households within Brotton during the last decade has remained relatively constant.

### GENERAL GUIDELINES

- Seek to deliver a wide range of housing types to meet the needs and aspirations of all members of the community in Skelton and Brotton.
- Priority will be given to developing new housing sites on previously developed land inside development limits.
- Development outside of development limits will not normally be acceptable unless there are no suitable, available or viable options inside of development limits to meet identified housing needs.
- Housing should be well located to take advantage of local facilities. Where it is evident that the proposed development would result in a deficiency of local facilities (such as inadequate number of local school places), the developer will be expected to provide a financial contribution to improve the facilities to an acceptable standard.
- New housing development should be well designed and in keeping with its surroundings in terms of scale, massing and density. Higher densities will be sought in the most sustainable locations, such as within Local Centres or on key public transport routes. Applications for residential development should take into account the guidance contained within the adopted Design of Residential Areas SPD.
- Positive design features and materials from the locality should be replicated in new housing development.
- Developers will be expected to provide an adequate level of usable open space within new housing developments, including the provision of play equipment where appropriate.
- The layout of new residential developments should be clearly thought out and pedestrian linkages introduced to nearby community facilities.
- All new housing developments will be expected to provide a landscaping scheme to improve the visual appearance of the development.
- New housing development will be expected to be designed and built using sustainable construction methods in order to reduce the buildings energy demand. On major housing developments it is expected that 10% of the predicted energy demand will be met through on-site renewables.
- Major housing schemes will be expected to deliver a proportion of the proposed development as affordable housing in order to meet identified local needs. The level of affordable housing required is set out in the Council's Affordable Housing Policy and the detailed guidance contained in the Affordable Housing SPD.
- Seek to bring vacant units back into active use through the Council's Empty Homes to Happy Homes initiative.
- Seek to improve and regenerate Brotton Brickyards.

- New housing development should seek to be located in areas shown to be at low risk of flooding.
- Ensure that there is an adequate level of parking, in accordance with the Council's Highways Design Guide and Specification. Garages must be fit for purpose and of a suitable size to comfortably accommodate an average sized family car.
- Promote the creation of off street parking in areas where on street parking is detrimental to highways safety.





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