

Member Report - For Information

Authority's Monitoring Report 2022/23



Public

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From:	Corporate Director for Growth, Enterprise & Environment	Committee:	
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1. Summary of Report

- 1.1 The Authority's Monitoring Report (AMR) assesses the implementation of the Local Development Scheme and the extent to which the policies set out within Local Development Documents (Redcar & Cleveland Local Plan and the Tees Valley Joint Mineral and Waste Development Plan Documents) are being achieved. This report provides a summary of the findings and covers the period from April 2022 to March 2023.

2. What are the objectives of the report and how do they link to the Council's priorities?

- 2.1 Under the requirements of the Planning and Compulsory Purchase Act 2004, the Council is required to prepare a report containing information on the implementation of the Local Development Scheme and the extent to which the policies set out within our Local Development Documents are being achieved. The adopted Local Plan, and the Minerals and Waste DPDs, specify a number of monitoring indicators which form the basis of the AMR.
- 2.2 The implementation of the policies within the Local Plan, and the Tees Valley Joint Minerals and Waste Development Plan Documents, support the priorities of the Corporate Plan, start life well, live and age well, prosper and flourish, and clean and tidy. The AMR ensures that the aims of development plan policies are being achieved and helps identify if a review of policy, or other measures identified in the development plan, are necessary.

3. Background and Detail

Implementation of Local Development Scheme

- 3.1 Performance is measured against the LDS that was published in November 2016. Following examination hearing sessions which were then held during September and October 2017, the Inspector's Report was received by the Council in March 2018 and the Local Plan was adopted by the Council in May 2018.

Sustainability and Design

- 3.2 The Local Plan aims to locate development in the most sustainable locations with the best access to facilities and services. It seeks to focus development in the urban and coastal areas which contain the majority of the borough's population, have good transport connections, good access to employment and the largest range of services. Where development takes place in the rural areas it aims to focus this in Guisborough and the East Cleveland Towns.
- 3.3 During the monitoring period 68% of housing development was in the main urban and coastal area (47% urban/21% coastal), a decrease from 78% in 2021/22. 38% of development took place in the rural area, the majority in Guisborough, with 26% of all housing development in the borough. 99% of employment (Eg/B2/B8) related floorspace provided was in the urban and coastal area with two developments at Longbeck Industrial Estate in Marske and one small development at Limerick Road in Redcar. A very small amount of storage related development was also delivered at North Liverton Industrial Estate.
- 3.4 In 2022/23, 20% of housing development took place on previously developed land (PDL), similar to 19% in 2021/22. While we continue to prioritise the reuse of previously developed land it must be recognised that there are only a limited number of PDL sites available and that some sites may not be suitable for certain types of development. To meet identified housing needs some greenfield development will therefore be necessary.
- 3.5 Development limits were drawn in the Local Plan to ensure that sufficient land within development limits is available to meet the borough's identified housing need across the plan period. Exceptional criteria, as defined in Local Plan policy SD3, applied to all planning permissions granted outside of development limits, with the exception of three sites where permission had previously been granted at appeal and the Planning Inspector had found that although they didn't meet the policy criteria, development in these locations was justified. These were for residential development at Boosbeck and Marske and a garage/office near Guisborough.
- 3.6 Permission was granted for a renewable energy station in Dunsdale comprising ground-mounted photovoltaic solar arrays with primary substation, control building compound and associated infrastructure and landscaping. The project is expected to have an export capacity of approximately 49.9 Megawatts (MW) of renewable energy, this will provide enough clean electricity to meet the annual electricity demand of approximately 12,000 average family homes, with the expectation that

this will increase as households become more energy efficient. Smaller systems, including most domestic systems, do not require planning consent. Therefore, there is also likely have been several renewable energy systems installed which did not require planning permission.

Economic Development

- 3.7 Approximately 819ha (gross) of employment land is available within the borough, excluding small areas (approximately 5ha) identified for employment within two mixed-use sites. The vast majority of available land, over 90%, is for specialist uses at Wilton International and within the South Tees Development Corporation Teesworks site.
- 3.8 Following significant preparation and demolition work on the Teeswork site there has been a large increase in available land. It should however be noted that site areas are gross and therefore the entire site would not be available to deliver development, furthermore some of this land may be earmarked for development or be within private ownership and not readily available for wider development.
- 3.9 Relatively small amounts of employment related floorspace have been provided during the period. Two developments were completed at Longbeck Industrial Estate in Marske providing 48.8m² of light industrial (Egii) floorspace and 825m² of industrial (B2) floorspace. 86.4m² of B8 floorspace was also completed at North Liverton Industrial Estate. 7.52ha of land previously recorded as available has been reclassified as developed over the monitoring period including land at Marske, North Liverton Industrial Estate and at the Teesworks site.
- 3.10 During the monitoring period no changes of use from industrial (B use) to an alternative use class were recorded, or loss of employment land to alternative uses.

Rural Development and Leisure and Tourism

- 3.11 Local Plan policy ED8 aims to support a range of businesses in East Cleveland including forestry, farm diversification and leisure and tourism developments.
- 3.12 There were two applications related to provision of tourist sites and pitches within the monitoring period. Permission was granted for an extension to the caravan park at Warrenby Redcar (38 pitches) and for siting a log cabin for holiday use at Brotton. Permission was also granted for a change of use from residential to guesthouse/hotel at Redcar.
- 3.13 Permission was granted for three facilities related to leisure and recreation, the provision of an outdoor cricket practice facility, extension to a golf driving facility and provision of an external store at Eston Leisure Centre.

Town and District Centres

- 3.14 Policy ED1 seeks to ensure the vitality and viability of the borough's centres. Over the reporting year, there was a very small increase in vacant floorspace, with no

overall change of vacant floorspace as a percentage of commercial uses (all uses excluding housing (C3)) within our town and district centres. The biggest percentage decrease in vacant floorspace was in Redcar (although there was only one less vacant unit). The biggest percentage increase in vacant floorspace was in Eston (3 additional vacant units) which also has the highest floorspace vacancy rate of the centres at 20.2%.

- 3.15 Overall, there were 96 vacant commercial units in the town and district centres. This is a relatively small increase from 91 in the previous year and has been a broadly similar number since the Plan was adopted 2018 with a slight peak in 2020 and 2021.
- 3.16 The quality of the commercial units within the centres is also used to provide an indication of the health of a centre. Since the previous reporting year there has been a very small increase in the number of units in poor or very poor condition. Eston continues to have the highest percentage of units in poor or very poor condition (15.4%) with a slight increase (2 units) from the previous year. Loftus had the second highest percentage (13.8%) and had a small decrease (1 unit) in the number of units in poor/very poor condition. Redcar saw the biggest reduction in number of units in poor/very poor condition (5 units) which reduce the percentage to 9%. The other centres have similar numbers of poor/ very poor condition units compared to the last reporting year. Caution should however be taken when considering percentage changes given the small of units in some centres.
- 3.17 There was a decrease in the amount of floorspace permitted for town centre uses within the retail centres during the monitoring period, 243.7m² compared to 627.5m² in the previous period. The majority of these applications were for retail and included changes of use and small extensions. Outside of the designated retail centres, permission was granted for 3,873m² across a number of schemes. It should be noted that this figure includes some mixed-use schemes which include an unspecified mix of main town centre use and non-main town centre floorspace, such as restaurant and hot food takeaway. The majority of floorspace related to a food retail store at West Dyke Road in Redcar.

Housing

- 3.18 The Strategic Housing Market Assessment concluded that the Objectively Assessed Need (OAN) for housing in the borough was an average of 132 dwellings per annum. This number is based on the CLG 2012-based household projections plus a 10% uplift to reflect a potential past constraint on land supply, primarily due to historical constraints on the availability of viable housing land. The net minimum housing requirement in the adopted Local Plan for the 17-year period from 2015/16 to 2031/32 is 3,978 dwellings (which is equivalent to 234 net additional dwellings per annum) and therefore is significantly above the borough's OAN. The reason for the higher target is to meet the NPPF requirement to significantly boost the supply of housing in the borough and to grow our population.

- 3.19 Housing delivery performance is assessed against the government's annual Housing Delivery Test which covers the previous three financial years and measures performance against the Government's standard method for assessing housing need, rather than the higher target in the Local Plan. The latest published performance figure for Redcar & Cleveland is 519% (2022 measurement).
- 3.20 During the past 8 years, we have delivered new housing at an average rate of approximately 404 dwellings per annum (net). The number of new homes completed (gross) decreased very slightly from 435 in 2021/22 to 431 in 2022/23. 159 of the dwellings completed within the monitoring period were allocated in the Local Plan.

Five-year Housing Land Supply

- 3.21 The current Redcar & Cleveland Local Plan is now more than five years old having been adopted in May 2018. This means that in accordance with the NPPF, the assessed local housing need estimate assumes the basis for determining the requirement, rather than local plan targets as in previous years.
- 3.22 Over the first 8 years of the plan period, from 1 April 2015 to 31 March 2023, there were 3,229 net additional housing completions. This equates to over 80% of the minimum local plan requirement of 3,978 and it leaves a residual balance of 749 against that requirement.
- 3.23 As of 31 March 2023, council records showed there were unimplemented planning permissions for an estimated 3,635 net additional dwellings, 97% of which (3,511) were on schemes of at least 5 dwellings (net). The remaining 124 dwellings were on 86 smaller sites (less than 5 dwellings), which included 12 outright stock losses on 9 sites. While it is not anticipated that all permissioned schemes will be implemented or completed within the plan period, it is also reasonable to assume that completions could be achieved on other sites, including sites which are currently the subject of planning applications awaiting determination.
- 3.24 The 3,635 commitments included 541 recorded dwelling starts, over 80% of which were on five development sites at Portside Village (122), Kirkleatham Green (114), Woodcross Gate/Springwood Gardens (75), Hummersea Hills (70) and Castlegate (53).
- 3.25 Based on the NPPF definition of deliverability and the associated guidance in the PPG, the estimated deliverable supply from 1 April 2023 to 31 March 2028 is 1,640 dwellings. The estimated completions would comfortably evidence a five-year deliverable supply against the assessed requirement (310) and would surpass the residual balance against the local plan minimum requirement (740), prospectively within two years. More detailed analysis is available in the Redcar and Cleveland Five Year Housing Land Supply Assessment 1 April 2023 -31 March 2028.

Affordable Housing

- 3.26 During 2023-23 there were a total of 184 units of affordable housing delivered in the borough, an increase from the previous year. The majority of the units were on

developments in South Bank, Marske, Normanby, Redcar and Loftus. They consisted of a mixture of house types including bungalow.

Self-Build and Custom Build Register

- 3.27 The Self-Build and Custom Housebuilding Act 2015 requires local authorities to have a register of people who are interested in self-build or custom build housing projects in their area. The register enables the Council to understand the demand for self-build and custom build houses in the borough and to develop a strategy for providing plots to meet this demand.
- 3.28 The level of demand is established by reference to the number of entries added to an authority's register during a base period. The first base period begins on the day on which the register is established and ends on 30 October 2016. Each subsequent base period is the period of 12 months beginning immediately after the end of the previous base period. Subsequent base periods will therefore run from 31 October to 30 October each year.
- 3.29 At the end of each base period, the Council has three years in which to permission an equivalent number of plots of land, which are suitable for self-build and custom housebuilding, as there are entries for that base period.
- 3.30 Previously when assessing the supply to meet this duty outline or full permissions for individual dwellings were generally considered suitable for the purposes of self-build housing and for meeting the demand identified by the Council's self-build and custom build register.
- 3.31 The Self-build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016) provides a legal definition of self-build and custom housebuilding. In considering whether a home is a self-build or custom build home, relevant authorities must be satisfied that the initial owner of the home will have primary input into its final design and layout. Therefore, only applications granted specifically for self or custom build have now been considered to meet the demand identified by the Council's self-build and custom build register. Unlike in previous monitoring years permissions for single plots are no longer counted as suitable for self or custom build unless explicitly stated.
- 3.32 Permission has been granted for eight self-plots, four plots less than the current requirement under the duty and six plots less than the current number of entrants on the register. The Council will support appropriate applications for self and custom build plots within the borough where they will help to meet the needs identified by the register.
- 3.33 All entrants were interested in building detached houses or detached bungalows. Entrants were interested in a variety of locations and plot sizes, although the majority were interested in larger plots. The highest demand was for 4 bed dwellings.

Environment/ Biodiversity

- 3.34 In March 2022 Natural England advised that the Teesmouth and Cleveland Coast Special Protection Area (SPA) and Ramsar site was in an unfavourable condition due to nutrient enrichment, particularly from nitrates. Any development that could result in additional nutrients entering the water course, including proposals creating overnight accommodation within the catchment area, must therefore be assessed for impact on the SPA, with nutrient budget calculated and suitable mitigation provided in accordance with the Habitats Regulations. In March 2023 Natural England launched a Nutrient Mitigation Scheme which will allow some developers to apply for credits to offset the impact of residential development and create new wildlife habitats such as wetlands to intercept nutrients before they reach the waterway.
- 3.35 During the latest monitoring period there were five Sites of Special Scientific Interest (SSSI) within, or partially, within Redcar and Cleveland, excluding the National Park. On the latest available survey data Lovell Hill Pools, Saltburn Gill and Boulby Quarries were in favourable condition. 73% of Pinkney and Gerrick Woods was in favourable condition, with 27% in unfavourable recovering condition. 66% of Teesmouth and Cleveland Coast was in unfavourable recovering condition, 3% unfavourable no change and 29% unfavourable declining condition.
- 3.36 Local Sites can be Local Wildlife Sites or Local Geological Sites. They are the non-statutory conservation sites which do not have legal protection but have policy protection through the Local Plan. As of March 2023, there were 104 Local Sites within the borough, 26.9% were in positive management.
- 3.37 There are six water quality monitoring points along our coast. Classifications are made for each bathing water annually. In 2022 all were classed as excellent apart from Saltburn which was classed as good. The Council has worked alongside dedicated partners and volunteer groups, such as Northumbrian Water, the Environment Agency, Keeping it Clean At Saltburn and the RNLI, to make sure the highest standards are being met.

Heritage Assets

- 3.38 The repair, revitalisation and re-use of our heritage assets, listed buildings and conservation areas continues to be a priority for the Council. The Council has been working in partnership with owners and local community groups to make improvements to a range of heritage assets.
- 3.39 Historic England's Heritage at Risk Register provides a record of historic places most at risk and in need of support. In 2023, the number of Grade I and II* listed buildings on the Historic England at Risk Register has remained at four with one listed place of worship. Work on the Grade II* listed Red Barns is nearly complete and almost occupied, with this now being removed from the register. Work is ongoing at Kirkleatham and this Conservation Area has now been removed from the Register, although three Grade II* buildings remain at risk. In 2021, the historic Grade II listed Kirkleatham Walled Garden opened following a multi-million pound transformation. The number of scheduled monuments at risk (four) remained the

same.

- 3.40 Two Conservation Areas remain on the register, Loftus and Coatham. Loftus is on the register due to a lack of planning restrictions meaning there have been inappropriate changes under permitted development rights, unsympathetic advertisements allowed via deemed consent, and neglect of both occupied and unoccupied buildings. Work is ongoing to improve Loftus High Street. The Loftus Conservation Area Character Appraisal has been updated and an accompanying Management Plan was consulted on in early 2023. It will be published as a Supplementary Planning Document (SPD) in the near future. Coatham is on the list, again due to inappropriate changes under permitted development but also due to some neglect issues. Work has begun on updating Coatham's Character Appraisal.
- 3.41 An updated character appraisal and management plan SPD has already been prepared for Saltburn, alongside an Article 4 Directive and Local Development Order to guide appropriate development. An updated character appraisal for Guisborough is also currently being prepared. Updated character appraisals and management plans for all conservation areas (outside of the National Park) are intended to follow.
- 3.42 Saltburn Valley Gardens remains at risk, with issues including path and step subsidence and unmanaged tree and shrub growth, primarily due to the steeply sloping nature of the site. An active 'friends group' was established and a management plan produced to steer improvement works which include restoration of the Albert Memorial and supplementary work, with future plans for landscape restoration.

Open Space

- 3.43 Recreational facilities, including outdoor play space, informal open space and built recreation facilities are important to local communities for their recreational amenity and their impact on the quality of the environment. During the monitoring period permission was granted for four developments on land designated under Policy N3 'Open Space and Recreation'. Permission was granted for an access road and car parking at Skelton United Football Club. This would not impact on playing pitches. Plans for the redevelopment of Coronation Park at Loftus were approved which will amend the layout of the park. Permission was also granted for a Park and Ride Facility at Coatham Marsh which would result in a loss of 13,777m² open. The site is not currently accessible to the general public for recreational purposes and therefore it was stated that development would not contribute to an adverse impact on recreational opportunities.
- 3.44 The Green Flag Awards are judged by green space experts, who volunteer their time to visit applicant sites and assess them against eight specific criteria, including horticultural standards, cleanliness, sustainability and community involvement. In 2022/23, Green Flag Awards were once again given to two open spaces within the borough, Flatts Lane Woodland Country Park and Guisborough Forest and Walkway.

Minerals and Waste

- 3.45 Waste management policies continue to encourage the re-use, recycling and recovery of waste in Redcar and Cleveland. In 2022/23, 63,802 tonnes of municipal waste was collected, a 5.2% decrease from 67,283 tonnes in 2021/22. A total of 53,790 tonnes of household waste was collected, a 7.0% decrease from 57,866 tonnes in 2021/22. The percentage of household waste sent to landfill increased to 6.06%. There was a decrease in the amount of waste sent for recycling and a slight decrease in waste sent for composting or anaerobic digestion. The amount of waste sent for energy recovery increased slightly to 67.26%.

Transport and Community Facilities

- 3.45 The Council continues to work with the Tees Valley Combined Authority and other partners to bring forward transport improvements and create sustainable and active communities. In 2022/23, there was 554m of improved Public Rights of Way path including 100m of newly installed path, 234m of scraped off path and 200m of improved drainage and surfacing.
- 3.46 There has been an increase in the number of bus journeys and station entries and exits from the previous year, although levels remain below those recorded prior to the COVID-19 pandemic.
- 3.47 Within the monitoring period there were eleven permissions for F1 Learning and non-residential institutions uses including improvements to a number of libraries and education/training facilities. There were two permissions for F2 uses relating to outdoor sports facilities.

4. Appendices and background papers

- 4.1. Appendix 1: Redcar & Cleveland Authority's Monitoring Report 2022-23

5. Contact officer

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