Report for Discussion

The Marske Estate, Marske, Redcar & Cleveland

Prepared on behalf of The West Midlands Metropolitan Authority Pension Fund

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1 Introduction

1.1 Knight Frank has been instructed by The West Midlands Metropolitan Authority Pension Fund to explore the options and opportunities for future growth south of Marske, Redcar and Cleveland.

1.2 We have met with Redcar & Cleveland Borough Council Officers Mark Mein, Planning Strategy Specialist and Roger Tait, Planning Regeneration Officer, and held detailed telephone discussions with Ian Hopley, Area Regeneration Manager, regarding the area and the relevant planning policy framework.

1.3 Knight Frank has prepared this report to draw on recent discussions with Council Officers and outline opportunities for growth in relation to the West Midlands Metropolitan Authority Pension Fund’s estate. It is anticipated that this report will serve as a discussion paper and framework for future discussions with Officers regarding the estate and the Local Development Framework (LDF).

1.4 The Council has already adopted its Core Strategy (2007) and undertaken some consultation in relation to its Communities Development Plan Document (DPD). This report is looking afresh at the opportunity for growth around Marske and how the estate can contribute and assist with the delivery of this growth.

1.5 This document will demonstrate a technical assessment of the deliverability and suitability of the estate for potential residential growth associated with an urban extension at Marske and possible approaches to future allocation options in the LDF. It is envisaged that the findings of this report will inform the Council’s forthcoming Preferred Options for housing allocations in their Communities and Economy Development Plan Document (DPD).

2 Scope and Methodology

2.1 This report sets out the relevant Planning Policy Framework in relation to the Local Development Framework process, housing allocations and land at Marske. An appraisal of the Estate is provided in addition to a technical assessment of the likely deliverability.

2.2 A robust planning justification is put forward for a large scale housing allocation within the Estate.
2.3 The following methodology has been followed:

- A review of relevant national, regional and local planning policy.
- A site visit.
- A meeting with Senior Officers at Redcar & Cleveland Borough Council.
- An appraisal of site constraints and an assessment of likely deliverability.
- An appraisal of housing need and supply.
- Formulation of a Preferred Housing Option (Planning Framework).

3 Site and Surroundings

3.1 The Marske Estate extends to approximately 402 ha immediately to the south of Marske. All of the land lies within the Borough of Redcar & Cleveland and falls within the ownership of The West Midlands Metropolitan Authority Pension Fund. An Estate Plan is attached at Appendix 1 although the subject of this report is land predominantly situated between the urban area of Marske and New Marske, of which a plan is attached at Appendix 2.

3.2 The land identified at Appendix 2 relates to the immediate north and south of the A174. This land is bound to the north by the defined limits of Marske and the railway line and to the south by New Marske and open countryside. To the east of the site, the A174 meets Saltburn-by-the-Sea and to the west is Redcar.

3.3 Land to the north of the A174 is split into two parcels by the A1085 (identified as Site 1 and Site 2 on the Plan at Appendix 2), which is the primary access point to Marske town centre and the train station.

3.4 Site 1 comprises of approximately 49.7 ha and is bound to the west by Longbeck Road and to the east by the A1085. Longbeck train station is situated immediately adjacent to the north west corner of the site, and Marske train station is situated immediately adjacent to the north east corner of the site. The site comprises of agricultural land with a fall of approximately 25m from the south east corner to the north west corner.

3.5 Site 2 comprises of approximately 48.6 ha and is bound to the west by the A1085, and to the south by the A174. The eastern boundary of this site abuts Totts Farm and Bungalow. The site slopes gently and comprises of agricultural land.
Land to the south of the A174 falls away to the south where it meets the settlement limits of New Marske. There are no other visible boundaries to the site, as the land sits within open countryside adjacent to Beacon Moor. This area of land is referred to as Site 3, but the boundaries of the site have not been fixed.

4 Planning Policy Appraisal

4.1 This section of the Report sets out the relevant planning policy framework in relation to LDF’s, strategic housing sites and the Marske Estate. The policies outlined should guide housing allocations in Redcar & Cleveland’s LDF.

National Planning Policy

4.2 National planning policy provides guidance to Local Planning Authorities (LPAs) whilst preparing LDFs. National planning policy can supersede the Development Plan where it contains more up-to-date policies and is usually considered as a material consideration in the decision making process.

4.3 The national policies outlined below relate specifically to sustainable development, greenfield land, housing and LDFs. The policies should guide the choice of housing sites in terms of location, size and amount.


4.4 Planning Policy Statement 1 (PPS1) sets out the Government’s overarching planning policies regarding the delivery of sustainable development through the planning system. Paragraph 2 of PPS1 advises: “sustainable development is the core principle underpinning planning” and refers to the widely used definition of sustainable development:

“development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (World Commission on Environment and Development, 1987, Brundtland Report).

4.5 PPS1 advises that planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by:

- making suitable land available for development in line with economic, social and environmental objectives to improve people’s quality of life;
- contributing to sustainable economic development;
- protecting and enhancing the natural and historic environment, the quality and character of
the countryside and existing communities;

- ensuring high quality development through good and inclusive design, and the efficient use of resources; and
- ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

4.6 **PPS3** advises that LPA’s should ensure suitable land is available for housing allocations within the LDF.

4.7 When preparing Development Plan Documents (DPDs) (which comprise the LDF), **PPS1** advises local authorities to take into account:

- social cohesion and inclusion;
- protection and enhancement of the environment;
- prudent use of natural resources; and
- sustainable economic development.

4.8 Paragraph 24 of **PPS1** advises planning authorities to ensure that sustainable development is treated in an integrated way in their Development Plans. In particular, they should carefully consider the inter-relationship between social inclusion, protecting and enhancing the environment, the prudent use of natural resources and economic developments. These four objectives should be carefully considered whilst determining the location and number of housing sites.

4.9 In preparing Development Plans, planning authorities should seek to bring forward sufficient land of suitable quality and in an appropriate location to meet the expected needs for housing; industrial development; the exploitation of raw materials such as minerals; retail and commercial development; and leisure and recreation – taking into account issues such as accessibility and sustainable transport needs, the provision of essential infrastructure, including for sustainable waste management, and the need to avoid flood risk and other natural hazards (Paragraph 27 of **PPS1**).

4.10 **PPS1** provides clear guidelines for local authorities to consider whilst preparing their LDF DPD’s such as Site Allocations. It is essential that a sufficient supply of land is provided to meet need and that the location of this land contributes to the achievement of “sustainable development” as defined by **PPS1**.

4.11 The Government’s key housing planning policies are contained in Planning Policy Statement 3 (PPS3). Paragraph 9 of the guidance states that the Government aims to ensure:

“everyone has the opportunity of living in a decent home which they can afford, in a community where they want to live”.

4.12 In support of its objective of creating mixed and sustainable communities, the Government aims to ensure that housing is developed in suitable locations which offer a range of community facilities with good access to jobs, key services and infrastructure.

4.13 In relation to housing land supply, PPS3 advises that LPAs should provide a flexible and responsive supply of land for development. The level of housing provision should be determined taking a strategic, evidence-based approach that takes into account relevant local, sub-regional, regional and national policies and strategies achieved through widespread collaboration with stakeholders. Regional Spatial Strategies (RSSs) should set out the level of overall housing provision for the region to enable LPAs to plan for housing over a period of at least 15 years.

4.14 Local Development Documents, such as Core Strategies and Site Allocations, should set out a strategy for the planned location of new housing development which contributes to the achievement of sustainable development. Paragraph 38 of PPS3 identifies a number of criteria which Local Authorities should take into account. Of relevance to this report are:

- evidence of current and future levels of need and demand for housing as well as the availability of suitable, viable sites for housing development;
- physical, environmental, land ownership, land use, investment constraints or risks associated with broad locations or specific sites;
- options for accommodating new housing growth, this may include expansion of existing settlements through urban extensions and creation of new freestanding settlements; and
- accessibility of proposed development sites to existing local community facilities, infrastructure and services.

4.15 PPS3 places a considerable amount of importance on the need for a flexible supply of land for housing. Paragraph 52 of PPS3 states:

“It is the Government’s objective to ensure that the planning system delivers a flexible, responsive supply of land. Reflecting the principles of “plan, monitor, manage” local planning authorities and regional planning bodies should develop policies and implementation strategies to ensure that sufficient, suitable land is
available to achieve the housing and previously developed land delivery objectives”.

4.16 Paragraph 53 of PPS3 provides further guidance for the preparation of Local Development Documents advising that they should:

“Set policies and strategies for delivering the level of housing provision, identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption, taking account of the level of housing provision set out in the Regional Spatial Strategy”.

4.17 Paragraph 54 of PPS3 provides clear guidance in terms of housing land supply which LPAs should implement through their LDFs. LPAs should identify sufficient specific deliverable sites to deliver housing in the first five years. To be considered deliverable, the site should, at the point of adoption of the relevant Local Development Document, be:

- available – the site is available now;
- suitable – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities; and
- achievable – there is a reasonable prospect that housing will be delivered on the site within five years.

4.18 Paragraph 55 of PPS3 provides further guidance advising that LPAs should also:

- identify a further supply of specific, developable sites for 6 to 10 years and, where possible, for years 11 to 15. Where it is not possible to identify specific sites for years 11 to 15, broad locations for future growth should be indicated;
- linked to the above, identify those strategic sites which are critical to the delivery of the housing strategy over the Plan period;
- show broad locations on a key diagram and locations of specific sites on a Proposals Map; and
- illustrate the expected rate of housing delivery through housing trajectory for the Plan period.

4.19 To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the sites are available for and could be developed at the point envisaged.

4.20 Once identified, PPS3 advises that the supply of housing land should be managed in a way that ensures a continuous five year supply of deliverable sites is maintained, at least enough sites to
deliver the housing requirements within the next five years of the housing trajectory.

4.21 Reflecting the principles of their “plan, monitor, manage” approach, Local Development Documents should set out a housing implementation strategy that describes the approach to managing delivery of housing and previously developed land targets and trajectories. For example, a Local Development Document should, according to paragraph 62 of **PPS3**, include scenario and contingency planning to identify different delivery options in the event that actual housing delivery does not occur at the rate expected. LPAs should also set out the circumstances in which action will be needed to ensure performance is achieved in line with the housing and previously developed land trajectories.

4.22 In summary, **PPS3** seeks LPA’s to demonstrate a flexible and responsible supply of housing land, with emphasis on allocating deliverable sites as a priority, and then developable sites. The Site Allocations and Core Strategy DPDs should set out how this will be maintained for the plan period.

**Planning Policy Statement 12 – Local Development Frameworks (June 2008)**

4.23 Planning Policy Statement 12 (**PPS12**) provides clear guidance for all LPAs preparing their LDFs.

4.24 For the LDF DPD’s to be adopted, they must pass the test of soundness at an Examination in Public (EiP). Soundness is defined at Paragraph 4.52, **PPS12**:

- Be Justified:
  - founded on a robust and credible evidence base; and
  - the most appropriate strategy when considered against the reasonable alternatives.

- Be Effective:
  - deliverable
  - flexible
  - able to be monitored

4.25 The evidence base should comprise of evidence of the views of the local community and others who have a stake in the future of the area and evidence regarding the choices made by the Plan and how these are supported by the background facts.

4.26 The Site Allocations DPD must demonstrate that the Plan proposed is the most appropriate when it is considered against reasonable alternatives. This requires the LPA to seek out and evaluate
reasonable alternatives promoted by either themselves or others to ensure that the LPA brings forward those alternatives which the LPA should evaluate as part of the plan making process.

4.27 The site selection process must be in accordance with PPS12, and thus be justified and effective if it is to pass the test of ‘soundness’ and be adopted.

The Regional Spatial Strategy

4.28 The North East of England Plan, published July 2008, forms the Regional Spatial Strategy (RSS) for the North East of England. Whilst the Government intends to abolish RSS’s through its Localism Bill, a recent High Court hearing declared that the RSS still forms part of the Statutory Development but that’s its future abolition can be a material consideration.

4.29 The Plan sets out a broad development strategy for the region for the period up to 2021, and addresses matters such as the scale and distribution of provision of new housing and priorities for the environment.

4.30 Policy 10 relates to the Tees Valley City Region, which Redcar and Cleveland falls within. Of relevant to Marske, Policy 10 advises:

“Ensuring that strategic gaps continue to maintain the separate identity of settlements in the Tees Valley by preventing them from coalescing and by preventing urban sprawl. Strategic gaps should be identified at:

● between the conurbation (Marske – Redcar – Eston – Middlesbrough - Thornaby – Stockton – Yarm - Billingham) and surrounding towns and villages.”

4.31 The Strategic Gap covers a vast area of land which appears to include the Estate, but there is no reference in Policy 10 regarding land between Marske and New Marske. The plan which accompanies the RSS shows only a dotted line from Marske to Redcar and Eston and this is an issue we hope to explore further with the Council.

4.32 Policy 4, The Sequential Approach to Development advises that the LDF should adopt a sequential approach to the identification of land for development to give priority to previously developed land and buildings in the most sustainable locations.

“Locations should be selected in the following priority order:

a. suitable previously developed sites and buildings within urban areas, particularly around public transport nodes;

b. other suitable locations within urban areas not identified as land to be protected for nature
or heritage conservation or recreational purposes;

c. suitable sites in locations adjoining urban areas, particularly those that involve the use of previously developed land and buildings; and

d. suitable sites in settlements outside urban areas, particularly those that involve the use of previously developed land and buildings.”

4.33 The RSS sets the minimum housing requirement to be implemented through the LDF. **Policy 28**, Gross and Net Dwelling Provision, advises that LDFs and Planning Proposals shall provide for average annual net additions to the dwellings stock, by district, for the financial years 2004 to 2021, as identified:

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4.34 The Council should plan to allocate sites for housing which can deliver the RSS requirement.

**Local Planning Policy**

**The Local Plan**

4.35 The Redcar and Cleveland Local Plan was adopted in June 1999. Much of the Local Plan has now been deleted and replaced by the LDF, and there are no relevant saved policies regarding the Estate.

**Core Strategy**

4.36 The Core Strategy was adopted July 2007 and sets out a spatial vision and aims for the LDF, and the strategic policies to help deliver that vision. The Core Strategy does not make site specific allocations but will guide the direction and amount of allocations in the Communities and Economy Allocations DPD.

4.37 **Policy CS2**, Locational Strategy is relevant given it will guide the location of new development over the Plan period. The Policy advises:

“The Locational Strategy for the LDF will concentrate development in the conurbation, with a small proportion of development in Guisborough and the East Cleveland towns. Priority would be given to supporting the regeneration priorities in Greater Eston and Redcar. This means:

a. approximately 70% of new development would be in the conurbation;
b. approximately 30% of new development would be in Guisborough, Skelton, Loftus, Brotton and Saltburn;

c. limited development in the East Cleveland Service Villages and Villages; and

d. in the countryside, development would be limited to rural needs

The location of the new development will avoid areas at risk of flooding in line with the requirement set out in PPG25.

Priority will be given to the reuse of previously developed land and existing buildings. Proposals will be assessed against the sequential approach to development set out in Policy 3 of the RSS. The acceptability of the proposal in a particular location will depend, amongst other things, on the type of use proposed.

4.38 Paragraph 3.6 of the Core Strategy advises that Marske falls within the conurbation of the settlement hierarchy. The implications of the Locational Strategy for the conurbation means that Greenfield land may be needed to be released over the Plan period in and around urban areas to meet the housing requirements. Paragraph 3.8 advises that:

“The release of Greenfield sites should still be linked to the regeneration of more difficult urban sites and development of new community facilities in parts of Greater Eston and Redcar.”

4.39 On the basis of the Location Strategy, Policy C2, it appears likely some Greenfield land will need to be released adjacent to the existing conurbation (such as Marske) to deliver new development over the plan period.

4.40 Policy CS5, Spatial Strategy for the Redcar Area, provides further policy guidance in relation to Marske. In relation to sustainable communities, the Council and its partners will aim to safeguard and enhance:

- Marske District Centre;
- community facilities based (e.g schools); and
- provide a mix of house types and tenures on new developments.

4.41 In relation to access, the Council and its partners will aim to safeguard all existing railway stations in Redcar and Marske and improve accessibility to and within the town centre for non-car users and for those with mobility problems.

4.42 It will be fundamental to the Redcar Spatial Strategy, that new strategic site can assist in the delivery of sustainable communities, in particular in relation to the points identified above.
4.43 **Policy CS13**, Meeting the Housing Requirements advises that:

“The LDF will provide for average annual net additions to the dwellings, for the financial years 2004 to 2021, as follows:

a. 2004-2011 – 300 units
b. 2011-2016 – 270 units
c. 2016-2021 – 270 units

New housing will be allocated in accordance with the Locational Strategy set out at Policy CS2 to support the regeneration priorities of Greater Eston, Redcar and East Cleveland and deliver sustainable communities throughout the Borough.”

4.44 It should be noted that the Core Strategy housing requirement identified within **Policy CS13** is now superseded by that identified in the **RSS, Policy 28** (refer to paragraph 4.33 of this report). However, reference to the Location Strategy (**Policy CS2**) is still relevant and this should be the approach adopted in relation to delivering the **RSS** housing requirement.

4.45 As referred to at Paragraph 4.28 of this report, the Government has repeatedly stressed its intention to abolish the **RSS** as part of its Localism Bill. This is likely to take place late 2011, and at that point it is likely the Council will seek to implemented Core Strategy **Policy CS13** as its preferred housing requirement.

4.46 In relation to Delivering Inclusive Communities, **Policy CS19** advises:

“Development will be supported where it improves the provision, quality or accessibility of social, education, health, care and community services and facilities, particularly for those serving rural communities in East Cleveland and the Guisborough area. All proposals will be assessed in terms of their contribution to providing access to the following care facilities:

a. local shops for day to day needs;
b. education (pre-school to adult);
c. basic health and care facilities;
d. sports facilities;
e. children’s play area and safe open space.”

It is likely that strategic level allocations will result in more viable developments coming forward, which in turn can contribute to the delivery of inclusive communities. Comprehensive development should be able to contribute to the above identified facilities and services which will enhance the existing communities.
4.47 **Policy CS23**, Green Infrastructure, relates to the protection and enhancement of green areas within the Borough. Of relevance to this site, the Strategic Gap between Marske and New Marske and Marske and Saltburn is referred to. The Policy advises that the Council will protect and where appropriate enhance to improve their quality, value, multi-functionality and accessibility of such spaces.

4.48 It should be noted that the Strategic Gap is not identified on the LDF Proposals Map but we understand from discussions with Mark Mein that the site does fall within the designation and **Policy CS23** is therefore relevant. We hope to explore the policy basis for this allocation and gain clarity regarding the exact boundaries of the Strategic Gap through our discussions with the Officers at the Council.

4.49 The **RSS** also refer to the Strategic Gap within **Policy 10** (refer to paragraph 4.30 of this report) and advises that Strategic Gaps should be maintained around the conurbation settlements to prevent urban sprawl.

4.50 Any future redevelopment of the site should have regard to **Policy CS23** and demonstrate how the Strategic Gap will be maintained and if possible, enhanced. Given the lack of clarity regarding the boundaries of the Strategic Gap, we are unable to provide further comment until we have discussed the issue with Officers.

4.51 The Estate falls within a wider area which is identified in the Core Strategy under **Policy CS22**, Protecting and Enhancing the Borough’s Landscape. This policy advises that development will be resisted if it would lead to the loss of features important of the character of the landscape unless the need for development outweighs the landscape consideration.

4.52 Any redevelopment proposal for part of the estate will need to demonstrate minimal impact on the landscape and incorporate design features which assist in mitigating against any impacts. Given the size of the Estate, it is likely an appropriate layout can be created which minimises impacts on the landscape. Impacts will need to be weighed against the housing requirement and sustainable location of the site, which we consider carry significant weight.

**Development Policies**

4.53 Development Policies DPD was adopted July 2007 and contains policies which are more relevant to the Development Control process that the preparation of the LDF.
4.54 However, Hall Close, located within the north east corner of Site 1, is identified on the Development Policies LDF Proposals Map as being an Archaeological Site and Monument, as defined by Policy DP11.

4.55 If the site is to be redeveloped, an archaeological evaluation would need to be submitted to the Council in line with Policy DP11.

Redcar & Cleveland Regeneration Masterplan, Economic Futures: A Regeneration Strategy for Redcar & Cleveland, April 2010

4.56 The Regeneration Masterplan sets out a long term 15 year plan for the social, economic and physical development of the Borough. The Masterplan is due to be presented to the Council’s Cabinet Members on 29 March 2011 for adoption. Upon adoption, the Masterplan will provide strategic guidance in terms of progressing regeneration within the Borough and also comprise a key component of the LDF evidence base.

4.57 The key aims of the Masterplan, which should be delivered over the next 15 years, will be the delivery of:

- 14,617 new jobs.
- 610 new businesses.
- £1.08 billion private investments.
- £291.15 million public investment.

4.58 The detailed Spatial Frameworks that will deliver the Regeneration Masterplan in each of the areas of Redcar, South Tees, Great Eston and East Cleveland, are accompanied by a delivery plan that sets out the details of projects including delivery, funding, phasing and risks. The Masterplan envisages that the above objectives will be delivered through a series of projects, but the detail of these it not yet publically available.

4.59 Of relevance to this report is the identification of a ‘New Community’ south of Marske (Project R6), within the Spatial Masterplan. The supporting text advises that:

“In the longer term, the creation of a new community south of Marske, that maximises the proximity to the coastline and will build from the success of Redcar town as a location for choice.”
4.60 There are no further details of the proposed new community at Marske within the Regeneration Masterplan which is currently available. Upon adoption of the Regeneration Masterplan, the Council will issues a series of pro formas in relation to each project which outline key objectives, timescales and investment requirements.

4.61 We have informally spoken to Ian Hopley, Area Regenera l Manager at Redcar & Cleveland Borough Council, regarding the detail of Project R6. Details of this telephone conversation can be found at Appendix 4. Mr Hopley has advised that the Regeneration Masterplan (subject to adoption), will advise that it is a long term aspiration to deliver a major residential area, referred to as a new community, south of Marske. The creation of the new community will help meet local housing need and alternative location for those who work close by in Redcar, but currently reside outside the Borough.

4.62 The Masterplan (subject to adoption), should advise that land south of Marske is the preferred location due to its proximity to the existing town centre, the proposed Metro link, and the proximity of Longbeck and Marske train stations.

4.63 It is envisaged that Project R6 should deliver approximately 1,050 new dwellings, over the next 8-15 years (2018 – 2025). The Masterplan advises that a capital investment of around £55 million will be required.

4.64 The Sites identified at Appendix 2 could all assist in delivering Project R6 and this is discussed in more detail within Section 4 and 5 of this report.

Communities/Communities and Economy (Site Allocations)

4.65 The Communities DPD, Preferred Options, was issued for consultation in March 2009. Since this consultation period, the Council has decided to merge this document with its Economy DPD to create one site allocations documents, to be known as the Communities and Economy DPD. The Communities and Economy DPD will be key to delivering the strategy and policies contained within the Core Strategy.

Whilst the consultation occurred over two years ago, the Preferred Options version of the Communities DPD, is still relevant as it contains a key policy reference to land south of Marske.

4.66 Preferred Option Policy CM5, Future Direction for Growth, advises:

“After 2021, housing development will continue to prioritise the redevelopment of previously developed land and the conversion of redundant buildings in the conurbation, and other vacant land within Development Limits. If it is demonstrated that there is a
need to allocate additional sites outside of Development Limits, the sites will be identified through review of the Communities DPD. Sites will be selected from within the general direction of growth area to the south of Marske.”

4.67 The supporting text of the Policy advises:

“The broad location to the south of Marske has been identified as the most appropriate development opportunity following the development of sites allocated in this DPD. The selection of this location is based upon the evidence currently available from the SHLAA. This includes the ability of the sites to contribute to the delivery of the Core Strategy, in particular the locational strategy and sustainability objectives.”

4.68 Land to the south of Marske is defined as:

“There is a significant area of land to the south of Marske, between the railway line and the A174. The SHLAA demonstrates this to be an attractive location in terms of sustainability which would be further enhanced by the development of the proposed Tees Valley Metro.”

4.69 The above text is referring to Site 1 as identified at Appendix 2 of this report. There appears to be a strong and robust policy preference for land south of Marske to be brought forward for long term residential development, and this is supported.

4.70 As noted above, this document is now two years out of date, but given the Regeneration Masterplan, which is due to be adopted 29 March 2011 (i.e. the Council’s most up to date planning related publication) also makes reference to the residential development of land south of Marske, the concept appears to still be at the fore of the Council’s approach.

4.71 We understand from discussions with Mark Mein and Roger Tait that the council’s approach of not allocating sites for the latter stage of the LDF was criticised by the Government Office. As such, it is likely they will seek additional sites to address to Government Office concerns.

Strategic Housing Land Availability Assessment (SHLAA), December 2008

4.72 The SHLAA was published in December 2008 and provides a fundamental part of the evidence base for the Communities DPD allocations. The SHLAA concluded:

- the total estimated deliverable potential from 2008 to 2013 is 2,068 dwellings. This meets the RSS requirement of 2,058.
- the potential from 2018 to 2023 of 2,757 dwellings, which meets the RSS requirement of 1,670 dwellings.
• in relation to potential beyond 2023, the total estimated yield is 855 dwellings. This includes the final phases of development at Low Grange Farm, South Bank, to very large Greenfield sites on the edge of Marske and a major Greenfield site in Guisborough.

4.73 The SHLAA refers to work being undertaken as part of the LDF Communities DPD to consider future options for housing growth after 2021. Several broad locations have been identified and these areas are included in the SHLAA.

4.74 Of the sites identified within the SHLAA, Site References 54 and 55 fall within the ownership of The West Midlands Metropolitan Authority Pension Fund. The SHLAA appraisal of the sites is at Appendix 5 of this report.

4.75 On the basis of the 2008 SHLAA there is a wide range of sites which could come forward over the Plan period to deliver the housing requirement. However, we understand from our discussions with Officers that a number of these sites are no longer viable due to the recent downturn in the economy. Minutes of this meeting can be found at Appendix 3.

Summary

4.76 This Planning Policy Appraisal has demonstrated the following:

• The Council need to provide a flexible and responsible supply of land for housing, with emphasis on sustainable locations;
• The LDF needs to allocate sites to meet the RSS requirement;
• The Core Strategy encourages 70% of new development to be within the conurbation;
• It is likely some Greenfield land will need to be released to deliver new development in accordance with the Core Strategy Locational Strategy; and
• There is policy support for land south of Marske to be released to create a new residential development.

5 Site Appraisal

5.1 This Section of the Report will provide an overview of the existing site based on the plan at Appendix 2 and summarise the environmental and technical issues which have been identified to date from Estate documents and previous due diligence. It confirms there are no insurmountable physical and environmental constraints preventing development of the site.
Deliverability

5.2 The site comprises of greenfield land, adjacent to the existing conurbation. Core Strategy Policy CS2 acknowledges that some land will need to be released in these areas to deliver the housing requirement. Furthermore, the area is referred to in both the Regeneration Masterplan and Communities DPD Preferred Options as an area for future growth. We therefore consider that there is a policy basis for land within the Estate to be released, and it is in this context that the following section sets out an assessment of deliverability.

5.3 The site performs well when assessed against three key tests of deliverability set out within PPS3:

- **Availability**
  The site falls within the ownership of the West Midlands Metropolitan Authority Pension Fund and is capable of delivering a comprehensive development. Our client confirms that the land is available for development now and that there are no known physical or leasehold constraints which could hinder availability.

- **Suitability**
  The estate is considered as suitable for residential development. The area is closely related to Marske and within walking distance of the services and facilities provided. The site is within close proximity of both Marske and Longbeck Train Stations which supports the sustainability of the location.

  Land south of Marske has already been identified by the Council in their Communities DPD Preferred Options, as a suitable location for future growth. The documents refers to the area as being the ‘most appropriate development opportunity’ and as ‘an attractive location in terms of sustainability.

  The suitability of the area for a residential development is further demonstrated by the likely adoption of Project R6 in the Regeneration Masterplan. This project aims to deliver approximately 1000 new homes in this location, again indicating the area is suitable for residential use.

- **Achievability**
  Within the timeframe set out in the Local Development Framework and with the appropriate framework in place, development could commence on site at an early stage of the LDF period. Given the potential scale of opportunity, the construction period is likely to be phased over a number of years, having regard to delivering community infrastructure in a timely manner to ensure a truly sustainable development.

  It should be noted that there has been significant market interest in the site for a number of years and representation have previously been submitted on behalf of a number of
housebuilders. This provides a good indication that the development of the site is attractive to the market and that it can be achieved.

For the reasons set out above we consider the site’s identified at Appendix 2 are deliverable and should be considered for a residential allocation in the early phases of the LDF.

Ecology

5.4 The estate does not contain any statutory ecological designations. Whilst there are designated Biodiversity and Geological Conservation areas nearby, these comprise of sites of local nature conservation importance (SNCI) and the proposed development of part of the Estate should not impact on these designations. If required, an Ecological Assessment can be provided.

Landscape and Visual Impact

5.5 It is noted that the estate falls within a Strategic Gap (RSS Policy 10 and Core Strategy Policy CS22). We consider that an appropriately designed layout and landscaping scheme should ensure that the gap between Marske and Redcar and Marske and New Marske is maintained. The development of the potential sites identified within the within the estate will not lead to the coalescence of the individual settlements.

5.6 An appropriate level of screening and a buffer zone could be included in the proposal, particularly along the boundaries of the A174, Longbeck Road and the A1085. An appropriate level of planting should help reinforce the gap between Marske and New Marske and Marske and Redcar and mitigate the impacts of the development on New Marske.

5.7 Out of the parcels of land identified at Appendix 2, the development of Site 3 is considered most likely to impact on the Strategic Gap. This is due to the site being located between the two existing settlements of Marske and New Marske, rather than adjoining an existing settlement boundary. As such the development would occupy an area of land which is considered to more likely to contribute to the openness of the Strategic Gap.

5.8 An appropriately designed masterplan for the area can be prepared to demonstrate how the strategic gap can be both maintained and reinforced.
Transport

5.9 Initial investigations regarding the proposal and potential highways implications have been undertaken as part of previous LDF representations. It has been demonstrated that the site can be accessed from either the A1085 or Longbeck Road, with the latter being preferred owing to its superior pedestrian links to the town centre, convenient bus and rail access and the presence of cycle facilities.

5.10 As part of any development opportunity, the improvement of pedestrian access can be explored and this should enhance the sustainability of the location.

Drainage

5.11 We understand that investigations regarding drainage and sewage capacity have already been undertaken as part of previous LDF consultations. This work demonstrated that there are several options available for dealing with drainage and sewage.

5.12 The close proximity of the interceptor sewer, just 15 metres north of the site boundary, should mean that the disposal of foul effluent from the proposed development should be relatively straightforward. It is likely that Sustainable Urban Drainage Solutions (SUDS) are integrated into the proposed development to assist with surface water run off. Given the proximity of the North Sea, it is also thought that there is some potential for an off-site surface water sewer.

5.13 There could be scope for a financial contribution to increase the capacity of the local sewerage infrastructure commensurate to the need arising from the new housing development.

Sustainability

5.14 We consider the site is located within a sustainable location:

- Located within easy walking distance of Marske and Longbeck Train stations which provide access to the wider area;
- Within easy walking distance of services and facilities within Marske town centre;
- Within easy walking distance of the local bus service which provides access to the wider area; and
- Within 1km of major employment resources at Redcar.

5.15 By virtue of the scale of the Estate and the potential development opportunities, a mix of uses could be developed which again will enhance the sustainability of the proposal and location.
Education

5.16 In considering the scale of the likely new settlement proposed, (approximately 1,000 units), it appears likely that a contribution towards local education facilities will be required to ensure there is sufficient capacity. We understand that the local primary schools, St Bede’s, New Marske and Westgate are unlikely to have capacity for the likely number of additional pupils generated by a development of this scale and we would aim to work with the Council to resolve this problem on or off site.

Archaeology

5.17 In relation to archaeology, we understand there have been investigations into Site 1 given its proximity to Hall Close, a Scheduled Ancient Monument (SAM), and its identification in the Development Policies LDF Proposals Map (Policy DP11). The assessment undertaken as part of previous LDF representations found that there is no evidence that the development is likely to be constrained by archaeological remains on the site.

5.18 Whilst the identification of the SAM has been discussed with Officers, it was informally agreed that this does not represent an insurmountable constraint.

6 Preferred Option

6.1 Having considered the planning policy framework in relation to the individual parcels of land available within the Estate, Site 1 is considered as the most sustainable and sound (in line with PPS12) option for a residential development.

6.2 For the reasons set out below, we request that the Council identifies Site 1 as its Preferred Option for a new community south of Marske:

- The development of the site forms a logical extension to the existing settlement boundary of Marske;
- Both Longbeck and Marske train stations are within walking distance of the site;
- There is sufficient capacity to create an appropriate buffer zone to the A174 to ensure the Strategic Gap between Marske and New Marske is reinforced;
- There are a number of feasible access points in terms if vehicular and pedestrian access to this site, from either Longbeck Road, the A174 and the A1085; and
- The A174 creates a natural physical boundary to prevent urban sprawl from the proposed new development.
6.3 Site 1 is consistent with the planning policy framework:

- By virtue of its proximity to the existing settlement’s services and facilities, train stations and feasible access points, this is considered the most sustainable location for a residential development within the Estate. The proposal is therefore consistent with the objectives of PPS1 and PPS3;
- The site (as with the remainder of the Estate) meets the deliverability criteria set by paragraph 54 of PPS3; it is available, suitable and achievable;
- The allocation of this site would be based on a credible evidence base which has in part already been provided through the previous consultation responses. This evidence base can be enhanced over the coming months and this will assist the Council in relation to demonstrating the test of soundness (PPS12) has been met for the forthcoming EIP;
- The redevelopment of this site will contribute to the delivery of Project R6 of the Regeneration masterplan;

We envisage that the creation of an urban extension at this location could deliver the following benefits:

- Enhanced pedestrian access into Marske;
- Additional funding towards Metro;
- Assisted care;
- Affordable housing;
- Additional funding towards local education;
- Wider investment into Marske by creating a desirable place to attract new residents to the area, with a particular focus on attracting those who currently reside outside of Redcar but work within the borough.

6.4 We welcome discussions with the Council and the local community in term of what local services and facilities are at capacity and what will need additional funding to serve this proposed development. Experience demonstrates that to secure sufficient investment to achieve the above, there needs to be a critical mass of development and not a number of small scale proposals.

6.5 We consider the site should be allocated for the earliest phase of residential development within the LDF (0-5 years). Given the deliverability and consistency with the planning policy framework, the site should be allocated rather than referred to as an area for long term growth. There is sufficient evidence to justify an allocation in the Communities DPD.
7 Wider Issues & Options

7.1 The West Midlands Metropolitan Authority Pension Fund has significant landholdings south of Marske, and the size of the estate is indicated at Appendix 1. Due to the scale of the Estate landholding, we are in a position to make land available to the south of the A174 should the Council decide that this is their preferred location for growth.

Site 3 - Land South of the A174

7.2 We have already demonstrated that the estate is deliverable and that there are no known constraints, so this land, identified as Site 3 at Appendix 2, could be allocated as a New Community south of Marske.

7.3 Whilst we maintain that land north of the A174 is generally a more sustainable location due to its proximity to Marske and the ability of the A174 to act as a physical barrier, there are some merits to the land south:

- The development of this site would allow the creation of a standalone settlement, this may be more in line with the approach of Project R6 in the Regeneration Masterplan which calls for a ‘New Community’ to be created; and
- Development here may be more politically acceptable.

7.4 It should however be noted that the creation of a standalone community would need to include an extended range of services and facilities within that new community. Whilst this could be acceptable in terms of serving the needs of the new residents, it could mean that contributions to existing services and facilities would be substantially reduced.

7.5 A standalone community would also require vast investment in terms of infrastructure and this could impact on viability and consequently contributions to other facilities and services.

7.6 We consider that a standalone community would score poorly in terms of sustainability and deliverability and could prove difficult to defend at Examination.

Site 2 – Land East of the A1085

7.7 This site offers similar sustainability benefits and opportunities as Site 1. It is located within proximity to existing services and facilities with Marske and Marske train station.
7.8 It is considered that an appropriate buffer zone could be created to minimise impacts on the Strategic Gap. However, this site is within closer proximity to Saltburn-by-the-Sea, and its development could reduce this gap significantly.

8 Alternative Options & Way Forward

8.1 It could be feasible to partially develop both Sites 1 and 2, southwards of the railway line, but retain a significant distance from the A174 and Saltburn-by-the-Sea. This would still result in the critical mass of development be required to deliver wider contributions and allow a larger Strategic Gap to be created between both Marske and New Marske and Saltburn-by-the-Sea.

8.2 We can provide smaller scale parcels of land to be released directly adjacent to the existing settlement of New Marske, Marske and Saltburn-by-the-Sea. However, we do not consider such piecemeal development is the most sustainable approach, nor is this consistent with the Regeneration Masterplan objectives.

8.3 The merits of submitting an outline planning application in parallel with the merging policy framework for the site have been informally discussed with Mark Mein and Roger Tait. We consider there are considerable benefits to this approach, most notably it will assist the Council in demonstrating the site is deliverable at EiP. One option might be to submit an application for Site 1 and show Site 2 as a latter stage for further growth.

8.4 We are keen to progress our Preferred Option (Site 1) and welcome the opportunity to discuss this with the Council further.

8.5 If required, we can provide a number of supporting reports and a masterplan to further establish the evidence base for the site’s allocation.

8.6 At our meeting with Officers in February 2011, we agreed to arrange meeting once the new Planning Manager, Philip Jones assumes his position at the Council and we look forward to confirming this in due course.
9 Conclusion

9.1 This Report has been prepared on behalf of The West Midlands Metropolitan Authority Pension Fund with the purpose of advising our client of the current position and engaging with Redcar and Cleveland Borough Council regarding their LDF and housing growth.

9.2 Our client owns a large greenfield estate, of approximately 370 ha, which comprises of predominantly agricultural land, to the south of Marske. For the purpose of this exercise, part of the estate has been split into three parcels which we consider could contribute to the delivery of growth south of Marske.

9.3 The current planning policy framework encourages LPA’s to provide a flexible and responsive supply of land for housing to cover the plan period. Local planning policy encourages long term growth to the south of Marske and the Regeneration Masterplan specifically relates to land between Markse and New Marske as being capable of delivering 1050 units.

9.4 The three parcels of land which we consider most likely to contribute to the contribute to growth south of Marske have been appraised in relation to PPS3 and are considered as deliverable. We have demonstrated that the sites are available, suitable and achievable and in sustainable locations.

9.5 There are no known physical constrains which could hinder the development of the land. Some investigative works have already been undertaken and we intend to supplement this information further.

9.6 Site 1, as identified at Appendix 2 is our preferred location for growth. This is on the basis of its sustainability credentials and it appears to form a logical expansion of the existing settlement boundary.

9.7 There are other alternative solutions for delivering growth, for example a stand alone settlement could be created, but this would not be as sustainable as an urban extension and nor would it result in considerable benefits for existing Marske residents.

9.8 We welcome the opportunity to discuss this Report and the contribution our client can make to the Council’s LDF preparation and objectives.
Appendix 1 - Overall Estate Plan
Site Development Options at the Marske Estate

Site Option 1

Site Option 2

Site Option 3 (Broad Location)
Minutes

15 February 2011 – 12 noon

Attendees
Mark Mein (MM), Planning Strategy Specialist, Redcar & Cleveland Borough Council
Roger Tait (RT), Planning Officer, Redcar & Cleveland Borough Council
Richard Walters (RW), Knight Frank LLP
Sophie Taylor (ST), Knight Frank LLP

Meeting
Local Development Framework Update – Land South of Marske, Redcar & Cleveland

Apologies
None

Action

1. Introductions

RW thanked MM and RT for meeting to discuss the land south of Marske.

RW explained that Knight Frank had been instructed by their client, The West Midlands Pension Fund, to progress discussions with the Local Planning Authority regarding the potential allocation of the site for residential use in the Local Development Framework (LDF). RW added that it would be useful to understand the background to the site and the Council’s discussions to date.

2. Update

MM explained that the land identified south of Marske was first flagged up as a potential growth area in 2007 in the Draft Strategic Housing Land Availability Assessment (SHLAA) and later in the Communities Development Plan Document (DPD) in March 2009. There was concern from local members that all of the land south of Marske would be developed for residential use.

MM stated that the site is not overly constrained other than the required infrastructure works and the long lead in times for delivery. RT added that there is a scheduled monument at Old Marske Hall, MM commented that this should not be an insurmountable constraint.
3. Preview Representations

RT explained that Barratts had previously submitted representations and supporting information to promote the site for residential use. This related to landscaping, drainage and education. RT will forward this information to ST and RW.

4. Education

MM explained that there is a primary school at New Marske, but there may be a requirement for a new school or considerable contributions to the existing school. RT added that a contribution towards health care might also be required.

RW responded that he understood the requirement for such contributions and hoped that a site of this scale would allow the Council to make significant changes to local facilities which would meet the concerns of existing residents.

5. Communities DPD

MM explained that South Marske was identified as an area for growth in this document. MM continued that the Government Office objected to the approach taken by the Council and requested that individual sites are identified for housing for the whole Plan period.


RT explained that the Masterplan supports general growth in South Marske. RT added that some land around Marske is identified as a Strategic Gap (Policy CS23) and this could constrain some areas being developed. ST asked what the status of the Masterplan is? RT responded there is the evidence base for the Communities DPD’s. RT added that there are further evidence base reports for the Communities DPD which was consulted in January 2009.

7. Housing Numbers

MM explained that since the previous Communities DPD had been consulted on, it has been brought to the Council’s attention that some sites may no longer be deliverable and there is an increased need to find Greenfield sites to ensure housing is delivered.

The Council adopted their Core Strategy in 2007 prior to the Regional Spatial Strategy being adopted. The Core Strategy requires 4,800 units per annum to be delivered up to 2021 and from 2021 to 2026, 6,200 dwellings per annum.

The RSS housing requirement is for 5,750 units to be delivered per annum up to 2021 and 7,450 between 2021 and 2026.

The Communities DPD 2009 allocated sites on the basis of the RSS housing requirements. MM commented that it might now be more realistic to work on the basis of the Core Strategy housing requirement, given the pending abolition of the RSS. RT added that the locational
strategy of the Core Strategy is for 70% of development to be in the conurbations.

8. Sustainability

MM commented that the site is in a sustainable location with a train station within easy walking distance and a further train station to the north west of the site. The train station provides access to Thornaby Business Park, where over 1,000 people are employed and wider links to Darlington. MM commented that there are plans to upgrade the Tees Valley Metro project, but this is lacking funding and considered whether this is something the proposal could contribute towards.

9. Regeneration Masterplan

RT explained that there had been 2 consultations on this document. RT suggested that RW/ST speak to Ian Hopley, the Regeneration Economic Development Team Leader for further information on this document.

10. Outline Planning Application

RW indicated that his client might consider submitting an Outline Planning Application for at least part of the site, to assist the Council in demonstrating the site's deliverability for the Examination in Public (EiP). MM considered this might be useful and is worth further consideration.

11. Timescales

MM indicated that the Preferred Options should be out to consultation in June, however the new Planning Manager, Phil Jones, is due to commence work at the Council on 1 March and as such, timescales may be put back.
Telephone Note

Thursday 17 February 2011

Between R Walters and Ian Hopley (Project Manager Economic Development) of Redcar & Cleveland Council

Marske Estate - West Midlands Pension Fund

RW explained that Knight Frank have been instructed by The West Midlands Pension Fund to explore development opportunities on land to the south of the settlement of Marske and had held meetings with Mark Mein and Roger Tait earlier in the week. Mark Mein had suggested contacting Ian to discuss the regeneration masterplan for the area.

IH outlined the long term aspirations of the regeneration masterplan that his team are working on, in particular the aspiration to meet housing needs. IH explained that the masterplan identifies the general approach to long term housing but does not specify particular sites to the south of Marske. There was previously a plan within the regeneration masterplan but this has been removed and it will now deal with the strategic aspirations.

In summary, IH reported that:

- The masterplan will be submitted to Cabinet on 29 March 2011 for approval at which it is expected members to endorse the approach and strategy for long term regeneration and housing.
- Politically members have concerns over Greenfield housing development but they are being asked to endorse the approach set out in the regeneration masterplan. Approval of the masterplan will support the approach but not individual sites.
- The plan was removed from the masterplan as there was some debate over whether the approach should be land immediately to the south of Marske or a new community set up straddling the A174.
- There is clear conflict in terms of planning and political views on which is the preferred option.

RW explained that he has discussed this with IM’s planning colleagues and all of the land being discussed is within the ownership of the West Midlands Pension Fund. Knight Frank are now preparing a report for their client which will outline the options available.

RW explained that we had offered in our meeting with his planning colleagues to use our report as a discussion document for future dialogue with the Council. RW would be interested working with Redcar & Cleveland Borough Council on future housing strategy and assisting in the Local Development Framework and moving matters forward. IH agreed that this would be warmly received by the Council and would be happy to receive a copy of the report in due course and use it as a basis to discuss the way forward.

IH also agreed that he would refer to his Head of Service and secure an endorsement of this approach.

It was agreed that Knight Frank would complete their work on behalf of the Pension Fund, seek agreement from the client to issue the report and deliver the report in the next few weeks and use it as a basis for further discussions towards the end of March.
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Explanation

DL – Development Limits