

**EXECUTIVE**

<b>Report title</b>	Stainsby Masterplan (including Stainsby North)	
<b>Executive Member*</b>	Executive Member for Economic Development and Infrastructure, Cllr Lewis Young	
<b>Chief Executive or Director</b>	Executive Director for Growth and Place, Kevin Parkes	
<b>Date</b>	4 <sup>th</sup> September 2018	
<b>Purpose of the report</b>	To set out the vision for the Stainsby scheme, including the creation of a country park, and the process for developing a draft masterplan in consultation with the local community.	
<b>Summary of the report</b>	The Stainsby area incorporates one of the major allocations for new housing, as adopted in the Local Plan in 2014. The report sets out the strategic vision for the new sustainable community with enhanced green open space, a country park and associated infrastructure.	
<b>If this is a key decision, which key decision test applies?*</b>	Over the financial threshold (£150,000)	
	Amends the Council's policy framework	
	Affects two or more wards	X
	Non-key	
<b>For the purposes of scrutiny call in procedure this report is*</b>	Exempt under s.12a Local Government Act 1972	
	Urgent	
	Non-urgent	
<b>If this is a confidential report, which category of exemption(s) from the Schedule 12a of the Local Government Act 1972 applies?</b>	The report is not confidential	
<b>Decision(s) asked for</b>	That the Executive approves the vision of the Stainsby and the process for engaging the local community in the master planning.	
<b>Impact of decision(s)</b>	The increased public engagement in the master planning process will enable a more robust and locally accepted scheme to emerge than would otherwise be possible.	

## **What is the purpose of this report?**

1. To set out the vision for the Stainsby scheme, including the creation of a country park, and the process for developing a draft masterplan in consultation with the local community.

## **Why is this report necessary?**

### ***Background***

2. Stabilising the population is essential if Middlesbrough is to consolidate its status as the city-centre of the Tees Valley. Stabilising the population will help to support and improve viability of local services such as schools and shops. The objective will be achieved through a combination of providing housing in locations, and of the type, that people want, and through improvements to the local environment and investment in facilities and infrastructure.
3. The Stainsby scheme situated in West Middlesbrough was allocated for housing in the Local Plan adopted in 2014. The 130 hectare site was designated for a minimum of 1,670 dwellings in a mixed and balanced residential community.
4. The Local Plan was subject to extensive community consultation in two separate phases and then an independent public inquiry was held, with a Government appointed inspector presiding of issues and making recommendations accordingly.
5. The proposed plan is based on making sufficient housing sites available to provide new homes with the aim of stemming Middlesbrough's population decline and ensure that a range and choices of new dwellings is available to meet the needs of the towns future population.
6. The adoption of the Local Plan is a statutory provision and as a consequence there is a presumption in favour of the allocated development – this therefore gives the Council greater control over what is developed, and where. The Local Plan identifies the desired development as being of high quality, and creating neighbourhoods of identifiable character.
7. The masterplan boundary for the Stainsby areas is 140 hectares and incorporates the significant and important green open space to the west of the Brookfield estate. Development has already progressed at the southern end of the area and has proved to be a popular scheme which has sold exceptionally well.
8. The Local Plan also sets out the need for access from both the B1380 and the A1130, creating a link road through the development. There will be no direct link for cars into the existing Brookfield estate, thus protecting residential amenity and ensuring there is no additional pressure on the Trimdon Avenue / Acklam Road junction. Furthermore, the through route will facilitate new bus services and sustainable transport.
9. The overall Stainsby area is made up of three discrete elements (please see Appendix 1):
  - a) Stainsby North - owned by Middlesbrough Council;
  - b) Stainsby Hall Farm - in private ownership with an identified housing developer; and,

- c) Stainsby Hill Farm - in private ownership with an identified housing developer.
10. The Stainsby North element, which comprises 8.4 hectares of the overall 140 hectares is within the ownership of the Council, and therefore forms part of the wider plans the Council is taking forward. It is anticipated that the Stainsby North site would provide around 100 dwellings in total. This would be approx. one third of the total area of this part of the site and therefore the majority of the site will form part of a much wider area of public open space. It is anticipated that this open space will form part of a much wider area country park which will serve the whole of West Middlesbrough (see below).
11. Delivering the allocation of 1,670 dwellings identified for the overall Stainsby site in the Local Plan is critical to ensuring that Middlesbrough meets its objectives around housing growth, as this is the largest single housing site in the town. The extent of the development allows for the ability to provide a genuine sustainable community with:
- a) significant amounts of new public open space through the opening up of what is currently unusable private land;
  - b) a country park;
  - c) educational provision;
  - d) local amenities, such ancillary shops and services to meet the needs of residents;
  - e) cycling and walking; and,
  - f) public transport;

### ***The Vision***

12. The vision for the Stainsby area is to create a new community on the western fringes of Middlesbrough characterised by neighbourhoods of modern and contemporary housing to meet the needs of the local population within an outstanding landscape setting. Footpaths and cycleways within green corridors will be integral to the vision throughout the development linking individual neighbourhoods and the surrounding residential areas. New tree planting areas, public open spaces and ecological areas will all be fundamental to the vision.
13. As part of this the draft master plan is proposed to incorporate:
- a) a new sustainable community;
  - b) create a new country park with provision for play, exercise and informal amenity;
  - c) high quality housing to meet the aspirational needs of Middlesbrough's population;
  - d) utilising the beck corridors and local wildlife area to enhance the environment of the area and contribute to creating an identity and character for the development. This will provide extensive net additional open space and community access to that currently available;
  - e) green corridors through the development to define character and link wildlife and green areas. This will include extensive tree planting and ecological areas;
  - f) improved access, including extensive dedicated cycling and facilities that meet connect to existing networks;
  - g) provision for new bus provision;
  - h) a through access route that will be designed to incorporate measures to control traffic speed and provide safety for all road users; and
  - i) a new primary school and facilities to serve the new and existing communities.

14. It is estimated that of the 140 hectares, 72 hectares (52%) will be improved and retained as green open space, creating a new country park. Most of the existing site is privately owned with very limited public access. The proposals add significantly to the communities ability to access, enjoy and utilise open space.

**Table 1: Approximate percentage breakdown of each element of the scheme.**

	Percentage
Green Space & Country Park	52%
Housing Development	43%
School / Local Centre	3%
Road & Infrastructure	2%

### Creation of a Country Park

15. It is proposed that the new green space of the Stainsby scheme will be split over two locations:

- a) to the south west of the site adjacent to the A19; and,
- b) to the east of the area along the Saffwood Beck corridor between the proposed spine road and the existing housing to the east. The country park to the west will act as a physical and visual barrier to the A19 from the development and green links will form a strong relationship between the country park and new development.

16. It is proposed that the country park will require:

- a) improvements to the existing footpaths and a new bridleway/footpaths from south to north;
- b) new green links east to west linking to existing public rights of way;
- c) seating areas, nature trails and children's play areas both formal and informal;
- d) the use of natural play facilities/structures should be maximised;
- e) the use of public art to create a common theme and identity through the park;
- f) the provision of interpretative boards and other information to aid understanding of ecological and wildlife habitats;
- g) habitat creation and biodiversity improvements including improvements to the Local Wildlife Site to the north of the development;
- h) and If the country park is to transfer to Council ownership a dowry for its continuous maintenance will be required from a Section 106 agreement; and,
- i) a community building to serve as a gateway to the country park. This facility will potentially include a café, meeting rooms, education resources and other ancillary uses.

### Landscaping

17. The existing mature trees particularly along the Beck corridor should be retained where possible and additional tree planting included throughout the site. Trees should be native species appropriate to the locality. Outside of the curtilage of properties the use of shrubs as part of landscaping schemes should be kept to a minimum. Other ecological features will be incorporated.

### Open Space

18. The use of open space within the scheme to help create identity, aid legibility and create a place where people want to live will be a key element of the overall design ethos. A series of formal and informal green spaces will be integrated throughout the development, linked together by a series of footpaths and green links to the new country park. Play areas will be incorporated into these open spaces.
19. Open space should be designed as part of the development from the outset, to be integrated throughout. It should not be left over space after the residential areas have been designed. More formal open space will be provided in the south western corner of the development, adjacent to the junction of the A19/A174.
20. Open space and country park will form important Council objectives in terms of providing space for leisure and exercise supporting public health.

### Green corridors

21. It is proposed these corridors will act as green fingers, integrating the country park into the development, and connect the eastern and western elements of the park. Housing will be expected to front onto these corridors both framing them and increasing surveillance and security.
22. The corridors will incorporate a mixture of footpaths, cycleways, bridleways, SuDS, wildlife habitats and informal recreation as well as linking together key elements of the scheme. The corridors will be required to be wide enough to incorporate these requirements.
23. Green corridors are important to the movement of flora and fauna and also allow for dedicated footpaths and cycle routes.

### Stainton Way Western Extension

24. There will be a connecting single lane spine road – the Stainton Way Western Extension aligned to the east spanning the length of the scheme from south to north. The design/width of the road have already been established at the southern end with access onto Low Lane.
25. Access can be taken off the spine road to service the housing development. Preference will be for these junctions to be in the form of a minimum three spur roundabout.
26. The road will need to be well managed and designed to create a low speed environment. The road will act as a distributor for local traffic from Acklam Road.

### Road Improvements

27. Improvements will be needed to the north at the Mandale junction - likely to be signalisation of the A1130 Acklam Road approach to the A19 Interchange and replacement of the existing A1130 Mandale Road/Levick Crescent roundabout with a realigned signalised roundabout.
28. Improvements maybe required to the A19 southbound off slip approach at the Mandale junction. Further work will need to be carried out with Highways England to identify any detailed improvements.

29. Also, the Council will look to improve other roads if beneficial to the local area, for example, the junction of Acklam Road and Mandale Road.

### Ease of Movement

30. Well-designed places should respond to the movement through them, providing continuity both from the surroundings and within the development both physically and visually.

31. Connections must be considered for pedestrians, bicycles, public transport and cars, giving people the maximum choice for their journey and meet the needs of all. Where possible, the movement of pedestrians, cyclists and public transport should be considered equally, if not above, those of car users.

### Pedestrian and cycleway links

32. A cycle track/footpath will be required alongside the spine road running north to south connecting into the existing cycleway network.

33. Provision of east/west cycle and footpath links to existing housing to the east at Denton Close and Foxberry Avenue.

34. The existing public footpaths to the north of the scheme following Blue Bell Beck should be retained and link to the country park to the west and east and to the roundabout to the north.

35. The existing right of way to the south of the scheme on the boundary of the country park will be retained and extended to link with the housing.

36. A series of footpaths and cycleways in a green landscaped setting should be provided east – west through the development linking the two elements of the country park. These links should where possible follow existing field boundaries and incorporate existing hedgerows.

### The Built Environment

37. It is proposed the built environment will consist of a variety of housing types to meet local needs, although demand indicates that a significant proportion will be detached 3 or 4 bedroom suburban dwellings meeting general family housing needs. Throughout the scheme, the aim is to create distinctive development parcels creating their own character whilst forming a part of a cohesive development.

38. To aid legibility the use of significant buildings at the end of key routes and view corridors acting as landmark focal points creating areas of character will be integral. These features will also be essential in introducing variety and interest in these areas.

39. Visual appearance will be fundamental in setting the character of the development. Carefully chosen elements of built form, levels of enclosure, building style, detailing, and choice of materials all combine to create the character and identity of the development. Development will be expected to create its own identity and character using modern and

contemporary designs to reflect the vision for the scheme whilst drawing upon the best examples of building types and detailing from the local area.

40. The building line will help define the type of street or space that the buildings enclose. It will determine the degree of enclosure, and signals the level of formality in that particular area. Using a variety of well-defined building lines through the scheme will help create distinct forms, aiding wider place making objectives, and reinforcing both the legibility and also the character areas.
41. The scheme lends itself to a variety of densities across the site. The use of density as a design tool can help create the character of the development and aid legibility and identity. It will also help ensure that the scheme is broken up, it is not homogeneous and creates variety. The majority of the development will be of a more traditional suburban scale and density, predominantly two storey three and four bed detached and semi-detached dwellings of between 25 and 35 dwellings per ha.

### Residential Amenity

42. Consideration will be taken to existing properties on Heythrope Drive to mitigate concerns of air and noise pollution.
43. Any alignment of the proposed road will allow maximum distance to the rear of existing gardens. This will allow for either, development of new homes, or introduction of green space which will include planting and potentially acoustic buffering.

### ***Proposed Process***

44. The high level vision, attached in Appendix 1 with an outline of the key principles set out in this report will be subject to local consultation in September / October (see below). A more detailed draft masterplan will be developed which would include:
- a) key design principles;
  - b) landscape and open space strategy including details of scope and implementation of the country park;
  - c) broad location of housing development;
  - d) community and other amenity facilities including new local centre and primary school;
  - e) identification of character areas;
  - f) road hierarchy including alignment of the link road;
  - g) public rights of way and access; and,
  - h) design code.
45. Key to the draft masterplan will be the creation of a high quality residential living environment within a landscaped setting emphasising the importance of place making.
46. To ensure that the local community are able to play a part in the preparation of the draft masterplan, it is proposed that some initial consultation be undertaken around the overall Stainsby scheme. This would involve undertaking workshops at Acklam Library and the Acklam Green Centre, relating to the location, design and specification of the green spaces, the country park and any other proposed amenities on the site. The proposals will be available on the Council's website and comments will be encouraged over a 6 week period.

47. Residents would be encouraged to get involved in activities and commence a process of engagement that would continue until the development was complete. Residents will be encouraged to identify what they wish to see in the open spaces and the style and type of development they would wish to see.
48. This engagement would feed into the preparation of the draft masterplan, which would again be put out for consultation when completed.
49. Appendix 2 shows the latest thinking on the route of the link road, and the potential for opening up access to additional green space. The plan is purely indicative at this stage, but illustrates the balance being sought between housing and accessible green space. It is intended that this is used as the basis for commencing consultation and engagement.
50. The draft masterplan for the scheme will form the blueprint which maybe influenced by site investigation work.

### **What decision(s) are being asked for?**

51. That the Executive approves the vision of the Stainsby scheme and the process for engaging the local community in the master planning.

### **Why is this being recommended?**

52. The decision to progress with the Stainsby scheme will be strengthened by the development of a draft masterplan, developed in consultation with the local community.
53. Setting out a process whereby the local community can clearly influence the overall layout of the development, how the green spaces and country park are specified and where amenities are to be sited, should ensure that a more robust scheme can ultimately be presented to Planning Committee in the longer term as development is brought forward.
54. Implementing a longer-term process of engagement will also potentially strengthen the relationship between local people and the green spaces brought forward, and between the existing and new communities.

### **Other potential decisions and why these have not been recommended**

55. There is no obligation for the Council to undertake consultation on a draft masterplan for the whole site, but this is not the preferred route as it would not allow local communities the opportunity to influence the overall look of the development.
56. As the largest single site in the town, not taking forward the development at all would have a catastrophic impact on the town's overall housing growth plans, and have economic consequences for both the town and the Council's Medium Term Financial Plan.



## **Impact(s) of recommended decision(s)**

### ***Legal***

57. The Local Plan provides the legal framework within which the scheme would be taken forward. The public consultation around the masterplan would not alter this legal position, but would be able to steer the overall look of the scheme prior to obtaining a formal planning decision.
58. The formal legal position in respect of public rights of way / existing open spaces will be addressed in a future report to the Executive.

### ***Financial***

59. As the Council are seeking to develop a greater range of opportunities for longer-term engagement with local people, there would inevitably be an increase in costs. This additional cost would be met from existing budgets associated with bringing forward housing sites.
60. Section 106 funding, taken from all phases of the scheme, will implement improvement to the open space and for the development of a country park.

### ***The Mayor's Vision for Middlesbrough***

61. Facilitating housing growth is firmly in line with the Mayor's Vision, specifically in relation to - supporting Middlesbrough's aspirations as a town that people want to live in ensuring that high quality housing is available to all.

### ***Policy Framework***

62. Policy H21 of the Local Plan adopted by the Council sets out the policy context in relation to Stainsby. The policies set out the allocation of the site for housing, the need for a link road, and the expectations around a country park and other green spaces.

### ***Wards***

63. The development is situated within Trimdon and Ayresome wards. Ward Councillors for both areas will be engaged as part of the public consultation around the masterplan.

### ***Equality and Diversity***

64. As part of the master planning process, an Impact Assessment will be undertaken.

### ***Risk***

65. As the overall site was allocated within the 2014 Local Plan, which was subject to significant consultation, the risks around non-development of the site have already been mitigated. The remaining risks would centre around the need to prepare a robust scheme that would be acceptable in planning terms. The engagement of the local community in how this is shaped should mitigate the risk significantly.

### **Actions to be taken to implement the decision(s)**

66. Public consultation will be undertaken around the overall plans for Stainsby during September and October, with a draft masterplan subsequently being prepared. The draft masterplan will be put out for further consultation in November, prior to any formal steps being taken to progress development on the site.

67. The draft masterplan will be confirmed in December.

### **Appendices**

68. Appendix 1 – Plan showing Stainsby scheme ownership

69. Appendix 2 – Indicative Plan showing link road placement and potential green spaces.

70. Appendix 3 – Wider Context Map

### **Background papers**

<b>Body</b>	<b>Report title</b>	<b>Date</b>
Middlesbrough Council	Middlesbrough Local Plan	Adopted November 2014