

Sustainability Appraisal

Middlesbrough Local Plan

Scoping Report

January 2024

Quality Management

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1. Introduction

Sustainability Appraisal

- 1.2 The proposed policies, designations and sites of the Local Plan, and their alternatives, will require assessment for potential social, economic and environmental effects. This document proposes a scope for future assessment stages of Sustainability Appraisal (SA). Assessment will take place at every new stage of the Local Plans preparation up to its adoption.
- 1.3 SA fulfils a Local Planning Authority's duties regarding Strategic Environmental Assessment (SEA) and assesses effects of the emerging Plan across a range of environmental, social and economic issues.
- 1.4 The SA will aid in development of the Local Plan by:
- Supporting plan preparation by challenging and testing iterations of the Plan, so that a more robust final document is produced.
 - Identifying the potentially negative and positive effects of the Plan policies and proposals and providing an opportunity to mitigate potentially adverse effects and enhance positive effects to achieve economic, social and environmental benefits.
 - Helping the Council develop proposals that can support sustainable development and the creation of sustainable communities.
 - Helping stakeholder engagement by providing consultees with a detailed understanding of the alternative policy options that have been considered during the development of the Plan and the reasons for selecting the preferred options. In doing this, the SA process makes the decisions that are taken during the development of the Plan more transparent. It also allows stakeholders to give more informed input into the Plan's preparation, because the SA gives a full picture of the likely significant effects.
- 1.5 This Scoping Report reissues the final Middlesbrough Local Plan Sustainability Appraisal Scoping Report published by Middlesbrough Council in Autumn 2022. Elements of the assessment methodology are updated in this report to reflect the

approach to be taken during preparation of the Local Plan. Some minor updates to elements of the baseline evidence have also been made. However, the SA Framework encompassed by the range of SA Objectives and decision-making questions included within the final Scoping Report 2022 remain unchanged.

The IA Scoping Process and Purpose of this Report

1.6 Assessment processes such as IA generally occur in two main steps:

- Scoping: to identify the type, nature and extent of potential significant effects that need to be considered and to propose the next steps in the assessment and how they will be conducted.
- Assessment: assessing the options / alternatives as they arise during plan development in order to inform the plan's proposals, and then assessing the preferred plan in order to (in order of preference) avoid, reduce, offset and then (as a last resort) compensate for any significant adverse effects identified, as well as to maximise beneficial effects.

1.7 Within the above, there are further steps of consultation and refinement of the assessment and plan. Also, there are various guidance documents that relating to assessments such as IA. IA's main sub-component is SA/SEA, and the SA Guidance¹ identifies five key stages in undertaking SA:

- Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope
- Stage B: Developing and refining alternatives and assessing effects
- Stage C: Prepare the SA Report
- Stage D: Seek representations on the SA Report from consultation bodies and the public
- Stage E: Post adoption reporting and monitoring

1.1

¹ Strategic environmental assessment and sustainability appraisal, National Planning Practice Guidance, MHCLG, 2019 <https://www.gov.uk/guidance/strategic-environmental-assessment-and-sustainability-appraisal>

1.8 This Scoping Report covers Stage A, which is divided into five tasks:

- Task A1: Identifying other relevant policies plans, programmes and sustainability objectives
- Task A2: Collecting baseline information
- Task A3: Identifying sustainability issues and problems
- Task A4: Developing the SA framework
- Task A5: Consulting on the scope of the SA

1.9 The SA Scoping Report prepared by Middlesbrough Borough Council was consulted upon with the statutory consultees – Natural England, Historic England and the Environment Agency for a five week period². This consultation led to some amendments to the Scoping Report and final SA framework confirmed in the final document published in Autumn 2022.

1.10 This Scoping Report is structured as follows:

- Section 2 describes the Local Plan, providing information and context for the SA;
- Section 3 describes the methodology used for this Scoping Report, and that will be used to undertake the SA;
- Section 4 identifies plans, programmes and strategies relevant to the Local Plan and SA;
- Section 5 describes the baseline situation in Middlesbrough Borough Council's area;
- Section 6 identifies key issues for the Local Plan and SA resulting from the review of plans, programmes and strategies and the review of baseline data;
- Section 7 outlines the SA Framework including objectives and assessment criteria;
- Section 8 provides a brief summary and refers to next steps.

1.1 _____

² As required of regulations 12(5) and 12(6) of the Environmental Assessment of Plans and Programmes Regulations 2004

What is Covered in the SA

- 1.11 National planning policy³ states that development plans are key to delivering sustainable development and that they must be prepared with the objective of contributing to the achievement of sustainable development.
- 1.12 Sustainable development is defined as development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs⁴.
- 1.13 It is therefore a fundamental principle of plan making that they support and contribute to a sustainable future for their area. To support this objective, a range of national policy and legislation establishes the requirements for SA of the emerging Local Plan.

Statutory Requirements

Sustainability Appraisal and Strategic Environmental Assessment

- 1.14 SA is a means of ensuring that the likely social, economic and environmental effects of the Local Plan are identified, described and appraised, and also incorporates SEA in accordance with the UK SEA Regulations and the related European Directive⁵.
- 1.15 SA of Local Plan's is required by Section 19 of the Planning and Compulsory Purchase Act 2004⁶. The aim of SA is to ensure that plans support the delivery of social, economic and environmental objectives. SA must also meet the requirements of the SEA Regulations⁷. On 26 October 2023, the Levelling-up and Regeneration

1.1 _____

³ See paragraphs 7 to 11 of the National Planning Policy Framework, DHLUC

⁴ *Our Common Future* [Brundtland Report], 1987, UN

⁵ Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment

⁶ The requirement for SA of development plans is set out under section 19(5) of the Planning and Compulsory Purchase Act 2004 <http://www.legislation.gov.uk/ukpga/2004/5/section/19>

⁷ Environmental Assessment of Plans and Programmes Regulations 2004 (statutory instrument 2004 No. 1633). <http://www.legislation.gov.uk/uksi/2004/1633/contents/made>

Bill received Royal Assent and became an Act of Parliament. The Act sets out the Government's proposals for reforming the planning system and sets the stage for the reform of strategic environmental assessments. This will involve instead a requirement for "Environmental Outcome Reports" (EORs) designed to streamline the process for identifying and assessing the environmental impact of plans and projects.

1.16 The specific requirements will be set out in forthcoming legislation, along with information about transition arrangements but for now, the requirement for SEA remains, as set out in existing legislation. As Middlesbrough's Local Plan is being prepared in accordance with the current planning system it is likely that existing provisions regarding SA/SEA will also constitute the legal basis for assessing the sustainability effects of the Plan. However, any changes in the governing legislation that may impact preparation of this SA will be taken into account through the Plan making process.

1.17 The SEA Regulations require that SEA addresses potential impacts on:

- biodiversity
- fauna
- flora
- population
- human health
- soil
- water
- air
- climatic factors
- material assets
- cultural heritage, including architectural and archaeological heritage
- landscape

1.18 SEA must also address the interrelationships amongst the above topics, which means that additional topics such as geodiversity / geological conservation (related to soil and biodiversity) and flood risk (related to water and population) can be considered. This consideration, based primarily on professional judgement using

guidance and experience, helps to provide further clarity and transparency when it comes to reporting potential impacts. These interrelationships are also partly covered by recognising the way one topic influences another, for example, that good human health requires good air quality, and that healthy flora and fauna require clean water.

SA and Preparation of the Local Plan

- 1.19 SA is an iterative process and will be conducted at relevant points throughout Local Plan's preparation. Figure 1.1 provides the stages of Local Plan preparation and corresponding SA stages⁸.

1.1 _____

⁸ Strategic environmental assessment and sustainability appraisal, National Planning Practice Guidance,

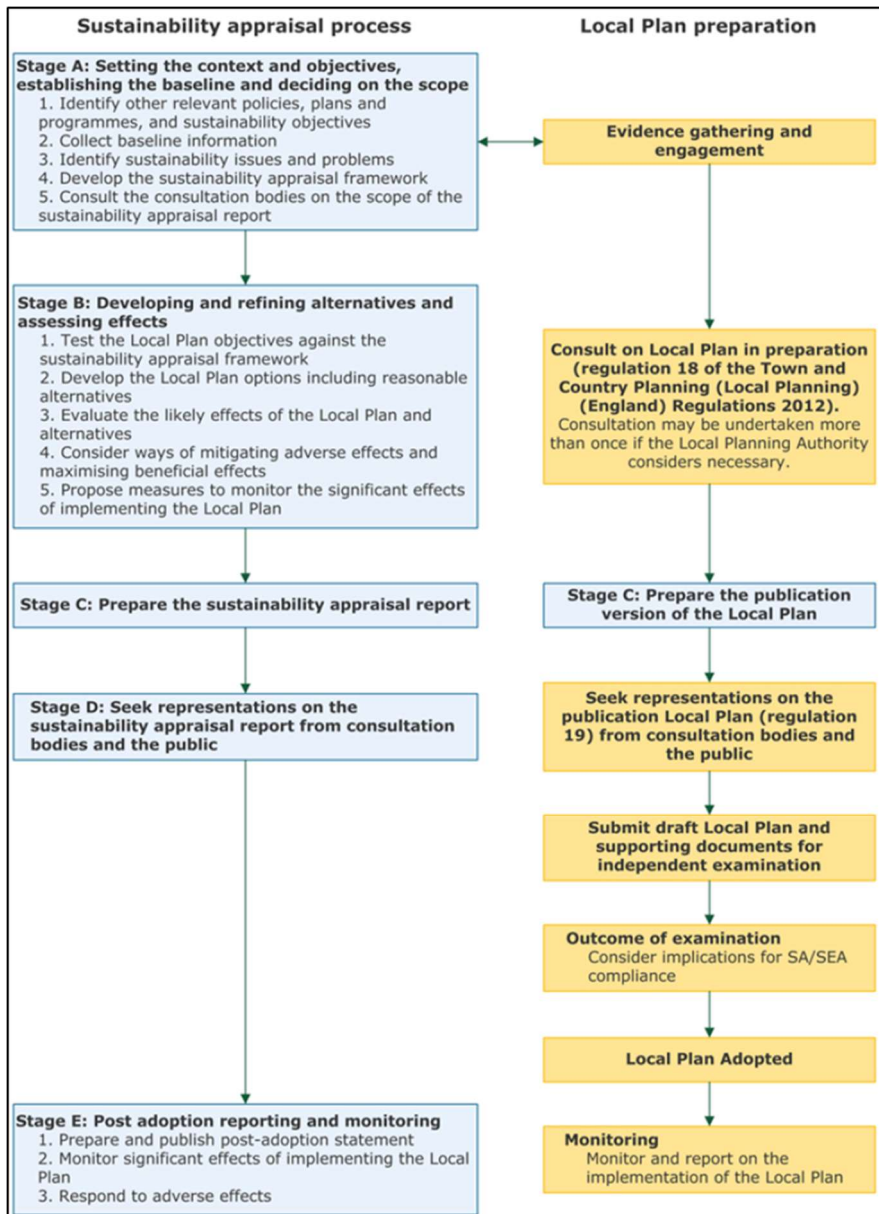


Figure 1.1) Stages of IA and Local Plan preparation

2. About the Local Plan

Spatial Context

2.1 Middlesbrough is located within the Tees Valley within the North East of England and has a population of 143,900 (2021 Census). It has boundaries with four local authorities: Stockton to the north and west; Redcar and Cleveland to the east; and the recently created North Yorkshire Council Unitary Authority to the south (see plan below). The Tees Valley authorities have a strong record of collaborative working

and since April 2016 have united with the Local Enterprise Partnership as the Tees Valley Combined Authority (TVCA).

- 2.2 The TVCA is a statutory body to make decisions on key strategies relating to economic development, transport, infrastructure and skills. The Tees Valley (Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton) has often been described as an area with a polycentric settlement pattern, with no one particularly dominant centre. At its core, however, is the urban area of Stockton-Middlesbrough. Middlesbrough is the most urbanised of the five authorities with development up to the boundaries with its neighbours to the north, east and west.

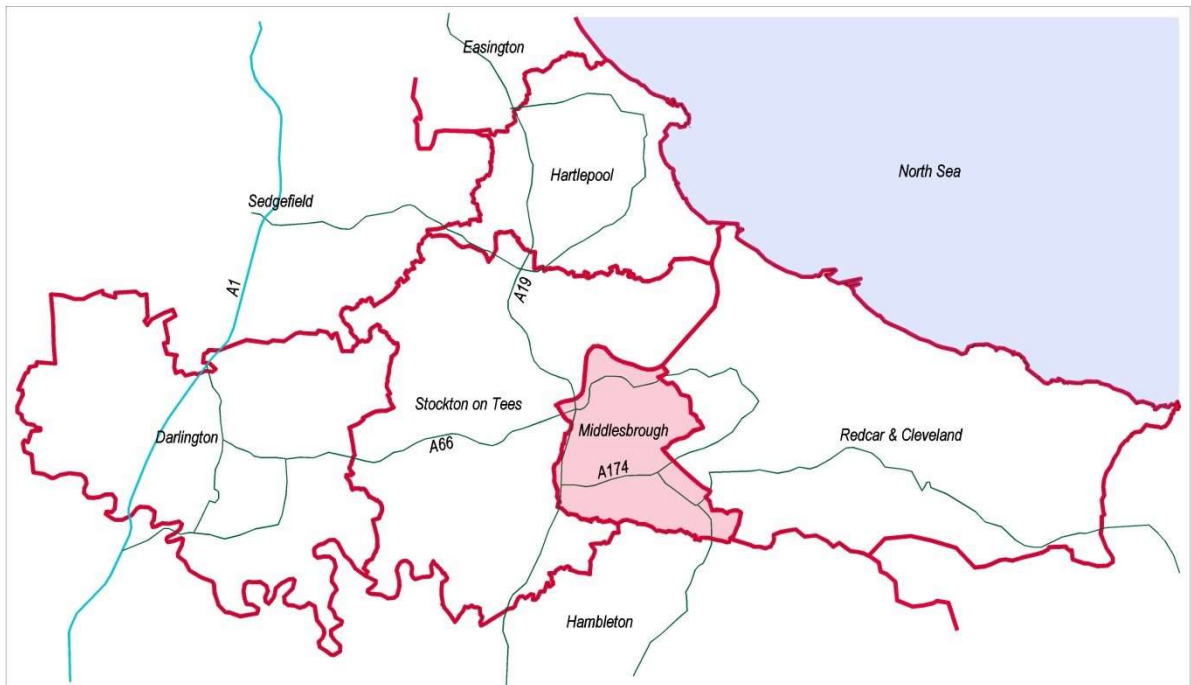


Figure 2.1) Location of Middlesbrough

Purpose of the Local Plan

- 2.3 National planning policy places Development Plans at the heart of the planning system. They set out a positive vision for the future of areas and a framework for addressing housing needs and other economic, social and environmental priorities⁹.

1.1 _____

⁹ The role of plans, National Planning Practice Guidance, MHCLG, 2019

2.4 The Council's existing adopted Local Plan for the borough is made up of various documents, as follows:

- Housing Local Plan (2014);
- Core Strategy Development Plan Document (DPD) (2008) – retained policies only;
- Regeneration DPD (2009) – retained policies only;
- Tees Valley Joint Minerals and Waste Core Strategy (2011);
- Tees Valley Joint Minerals and Waste Policies and Sites DPD (2011); and
- Middlesbrough Local Plan (1999) – saved policies only.

2.5 The new emerging Local Plan is expected to replace most of the adopted Plans above, but work on revised joint Minerals and Waste Local Plans is expected to progress separately. As a result these issues are not of significant relevance to this Local Plan Sustainability Appraisal but will be considered in so far as there is a relationship between such issues and wider development proposals. A full list of policies that will be replaced by the new Local Plan is set out in Appendix 1 of the Middlesbrough Local Plan Scoping Report 2022. The Middlesbrough Local Plan Scoping Report defined a series of draft objectives that set an understanding of the expected role of the Local Plan for the area:

- Objective A: To deliver new high quality, well-designed and energy efficient development that meets the needs and aspirations of our current and future residents
- Objective B: To revitalise Middlesbrough Town Centre through diversifying our retail and leisure offer, and attracting new urban dwellers.
- Objective C: To strengthen our local economy by supporting existing businesses and attracting new employers.
- Objective D: To build high quality homes that help strengthen our communities.
- Objective E: To protect and enhance our Green and Blue Infrastructure Network.
- Objective F: To ensure that new development is properly served by new and improved physical, social and environmental infrastructure.

- Objective G: To recognise and value our historical and culturally important assets; and
- Objective H: To achieve healthy and safe communities.

3. Approach and Methodology

3.1 This chapter outlines how the scoping stage (Stage A) of the SA has been conducted. The tasks of Stage A are listed in Section 1 and repeated under the headings below. Stages B to E are described later in this report.

A1: Review of relevant plans programmes and strategies

3.2 This task required the consideration of of the Scoping Stage requires a review of relevant policies, plans and programmes (PPPs). The purpose of the review (often referred to as a 'context review') is to ensure that the relationship of the PPPs with the development Plan and their social, economic and environmental objectives are taken into account throughout the development of the Middlesbrough Local Plan and the Sustainability Appraisal. The review, therefore, helps to set the overall context in which the Plan is written and assessed and needs to be kept up to date.

3.3 There is no definitive list of plans, policies and programmes (PPPs) to be reviewed. This review does not attempt to list all relevant information to the Local Plan, but to establish relationships and common themes between plans and highlight the implications for the Plan and its assessment. The identified policies, plans and programmes can be viewed in Appendix A.

3.4 The review of PPPs enable the identification of key messages and common themes that should be taken into account throughout the development of the Plan and its assessment. The following table provides a condensed summary of the key messages identified in Appendix 1. The review has been categorised by the following topics:

- Sustainable development
- Climate change and adaptation
- Energy
- Air and water
- Soil
- Biodiversity and geodiversity
- Landscape
- Heritage

- Housing
- Health
- Economic growth
- Education and skills
- Transport and accessibility

3.5 The SEA Directive requires that the SEA covers:

“an outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programmes” (Annex 1(a)).

And

“the environmental protection objectives, established at international, Community or Member state level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation” (Annex (e)).

A2: Establishing the Current and Future Baseline

3.6 This task requires a description of the relevant aspects of the current and future (over the lifetime of the Local Plan) situation for Middlesbrough, where available. Sources are provided throughout. This task was completed by defining topics using existing key issues and SA objectives and criteria previously identified as well as ensuring the SEA statutory objectives were clearly addressed.

A3: Identifying Key Sustainability Issues

3.7 This task draws on the information collated in Tasks A1 and A2, and identifies issues that are of relevance to the development of the Local Plan and SA. They identify relevant challenges or opportunities for the Local Plan to address during its preparation and considerations by the SA to ensure that those challenges and opportunities are investigated.

A4: Refine and Finalise the SA Framework

- 3.8 Using the list of key sustainability issues, a suite of SA appraisal objectives have been development to form an assessment framework. This considers the range of potential significant effects of the Local Plan options and proposals in terms of receptors that could be affected both within and beyond the Borough.

A5: Prepare the Draft Scoping Report and Consult

- 3.9 The final task is the preparation of the SA Scoping Report. This Report includes the three key aspects of a scoping report:
- 3.10 Spatial scope – the geographic area to which the effects of the Local Plan could potentially extent and that need to be considered during future stages of assessment.
- 3.11 Temporal scope – the timeframe over which significant effects of the Local Plan are possible and that needs to be considered during the future stages of assessment.
- 3.12 Technical scope – mainly the coverage of sustainability topics and issues, but also a proposed approach to assessing the options and proposals of the Local Plan.

4. Relevant Policies, Plans and Programmes

- 4.1 The full schedule of Policies, Plan and Programmes and the potential relevance to the SA and Local Plan are included at Appendix A. Noting the review undertaken in this SA –

Question 1

Are there any other relevant policies, plans or programmes and sustainability objectives that will affect or influence the Local Plan and the SA process? If so what are they?

- 4.2 Key messages from plans, policies and programmes

Key messages	Key sources
Sustainable development	

All plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects.	NPPF, 2023 Para 7-14
Plans should: a) be prepared with the objective of contributing to the achievement of sustainable development; b) be prepared positively, in a way that is aspirational but deliverable; c) be shaped by early, proportionate and effective engagement between plan makers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees; d) contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals; e) be accessible through the use of digital tools to assist public involvement and policy presentation; and f) serve a clear purpose, avoiding unnecessary duplication of policies that apply to a particular area (including policies in this Framework, where relevant)	NPPF, 2023 Para 16
Environment	
The Local Plan will need to consider: Strengthened biodiversity duty Biodiversity net gain to ensure developments deliver at least 10% increase in biodiversity Local Nature Recovery Strategies to support a Nature Recovery Network	Environment Act, 2021
Climate change and adaptation	
The Local Plan should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures	NPPF, 2023 Para 158-164
Trees make an important contribution to the character and quality of urban environments and can also help mitigate and adapt to climate change. Planning policies and decisions should ensure that new streets are tree-lined, that opportunities are taken to incorporate trees elsewhere in developments.	NPPF, 2023
Energy	
The Local Plan should provide a positive strategy for energy from renewable sources.	NPPF, 2023 Para 160
Water	
Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere. The Local Plan should apply a sequential, risk-based approach to the location of development – taking into account all sources of flood risk and the current and future impacts of climate change.	NPPF, 2023 Paras 165 – 170, 175

Major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. The systems used should: a) take account of advice from the lead local flood authority; b) have appropriate proposed minimum operational standards; c) have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development; and d) where possible, provide multifunctional benefits. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans.	
Air	
Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified.	NPPF 2023 Para 192
Soil	
The Plan will need to promote and effective use of land while safeguarding and improving the environment and ensuring health living conditions. Policies should make as much use as possible of previously developed or brownfield land.	NPPF, 2023, Para 123-125
The Plan should make provision for remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate	NPPF, 2023
Biodiversity and Geodiversity	
The Local Plan should identify a hierarchy of designated sites and allocate land with the least environmental or amenity value.	NPPF, 2023 Para 185
Landscape	
The Plan should protect and enhance valued landscapes	NPPF, 2023 Para 180
Heritage	
Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account: a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation; b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring; c) the desirability of new development making a positive contribution to local character and distinctiveness; and d) opportunities to draw on the contribution made by the historic environment to the character of a place.	NPPF, 2023 Para 195
Housing	

<p>To boost the supply of homes, a sufficient amount and variety of land needs to come forward where it is needed.</p> <p>The Plan will need to ensure that the needs of groups with specific housing requirements are addressed. Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in the Local Plan (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).</p>	<p>NPPF, 2023 Para 60-81</p>
<p>Local Plan should set pitch targets for gypsies and traveller which address accommodation needs.</p>	<p>Planning Policy for Traveller sites, 2015</p>
<p>Health</p>	
<p>The Plan should aim to achieve healthy, inclusive and safe places which promote social interaction are safe and accessible and enable and support health lifestyles.</p>	<p>NPPF, 2023 Para 96</p>
<p>Economic Growth</p>	
<p>The Plan will need to give significant weight to the need to support economic growth and productivity, taking account of local business needs and wider opportunities for development.</p> <p>The Plan will need to:</p> <ul style="list-style-type: none"> a) set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration; b) set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period; c) seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and d) be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices. 	<p>NPPF, 2021 Para 85-89</p>
<p>Increase economic growth across the Tees Valley and increase the number of jobs in the Tees Valley by 25,000 by 2026.</p>	<p>Tees Valley SEP, TVCA, 2016</p>
<p>Education and skills</p>	
<p>The Plan will need take account of the importance sufficient choice of school places being available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:</p> <ul style="list-style-type: none"> a) give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications; and b) work with school promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted. 	<p>NPPF 2023, Para 99</p>
<p>Transport and accessibility</p>	
<p>The Local Plan will need to consider:</p>	<p>NPPF, 2023 Para 108</p>

<p>a) the potential impacts of development on transport networks can be addressed;</p> <p>b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;</p> <p>c) opportunities to promote walking, cycling and public transport use are identified and pursued;</p> <p>d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and</p> <p>e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.</p>	
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Question 2

Have we correctly identified the key messages from the Plans, Policies and Programmes? If not, what are they?

5. A2: Establishing the current and future baseline

5.1 This task requires the collection and analysis of baseline information and trends. Establishing the economic, social and environmental baseline of Middlesbrough provides the basis for:

- An understanding of existing sustainability problems within specific areas in Middlesbrough;
- Understanding 'business as usual' trends which may affect the implementation of the Local Plan;
- Formulating the SA objectives to reduce these problems;
- Suggesting alternative approaches;
- Predicting the effects of the Local Plan; and
- Proposing suitable mitigation and monitoring measures.

5.2 Middlesbrough Borough Council collated and have access to substantial baseline data collected to inform the 2014 Housing Local Plan Sustainability Appraisal Report

and the 2018 draft Local Plan Sustainability Appraisal which has been since withdrawn. The data collected established a comprehensive, consistent and spatially specific evidence base for the whole of Middlesbrough. This report builds on this work. Some information may not be as update as we would like due to the impact of the Covid-19 Pandemic and we will endeavour to update this report if additional information becomes available. The topic areas covered in this baseline section are as follows:

- background;
- population;
- local economy and employment;
- housing;
- health, education and crime;
- cultural heritage and archaeology;
- open space and recreation;
- biodiversity and nature conservation;
- landscape and geological environment;
- traffic and transport;
- water environment; and
- air and climate.

5.3 As well as meeting those criteria required by SEA Directive Annex 1 (f), it was considered the (above) topic areas addressed the full spectrum of sustainability issues.

Approach

5.4 In order to focus the baseline data collection stage, the following principles were considered:

- Relevance – is the data helpful?
- Current – is it up to date?
- Availability – is the data easily assessable?
- Accessibility – is the data easily accessible?
- Interpretation – is it easy enough to understand?

Question 3

Can you provide or direct us to any potential data sources to improve the baseline information?

Background

- 5.5 Middlesbrough Council is a unitary local authority serving an area covering approximately 5,400 hectares (Ha) and one of the five unitary local authorities in the Tees Valley sub-region (alongside Darlington, Hartlepool, Redcar & Cleveland and Stockton-on-Tees), which together have a population of 677,100 - just over a quarter of the total population of the North East.
- 5.6 Sharing its boundaries with - the council administrations of - Stockton-on-Tees, Redcar & Cleveland and Hambleton (North Yorkshire), Middlesbrough is situated between North York Moors National Park to the south and River Tees to the north. It is the smallest of the five Tees Valley boroughs in terms of area, but the most urban in character, with only a narrow band of countryside to the south, running parallel to the boundary with the Hambleton District.

Population

- 5.7 As of 2021, Middlesbrough had an estimated population of 143,900, the second highest of the five boroughs in the Tees Valley, although Middlesbrough is by far the most densely populated. In recent years, the population of Middlesbrough has been slowly rising since a low point in 2009 of 137,273.
- 5.8 Middlesbrough has over the last ten years between 2011 and 2021 has seen growth across a diverse range of age groups. The fastest growth is in residents over 65 years of age.

Figure 5.1) Population change (%) by age group in Middlesbrough, 2011 to 2021 (Source ONS)

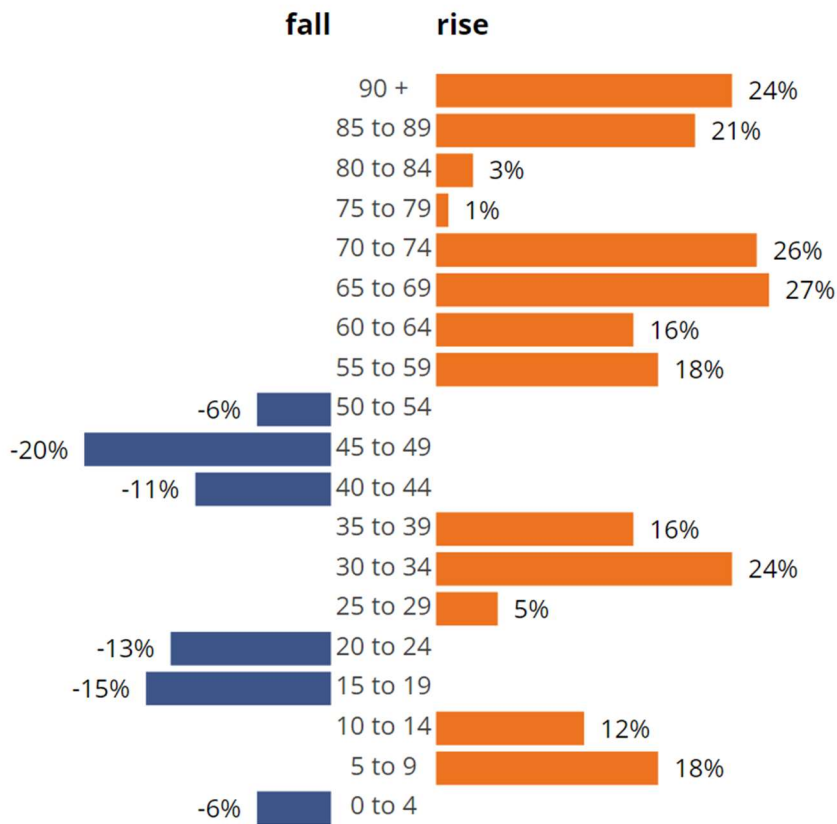
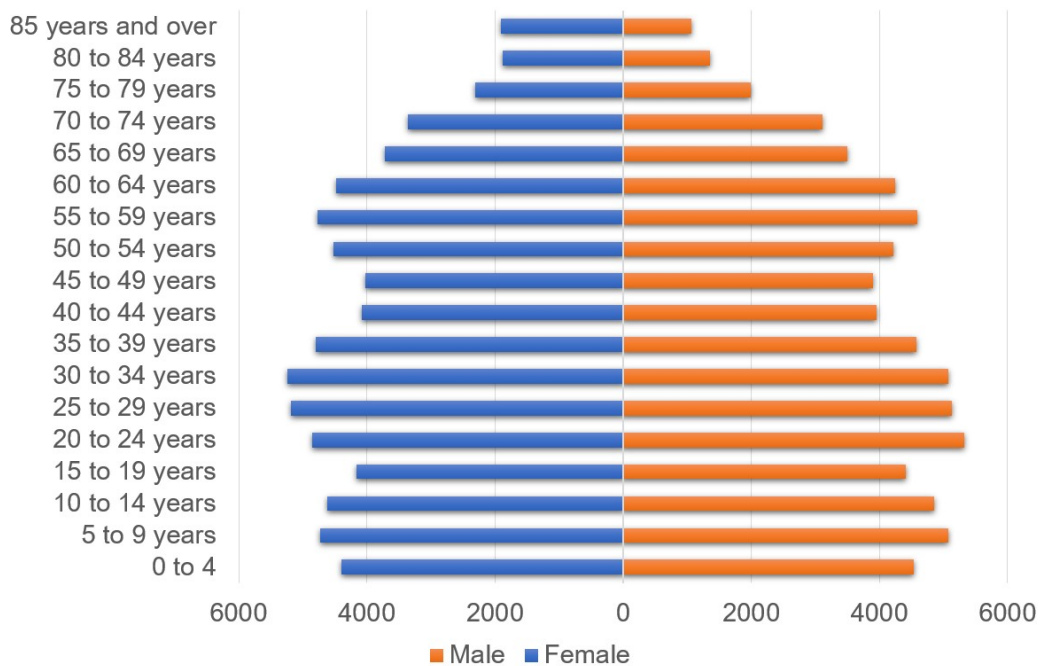


Figure 5.2) Middlesbrough population age and sex profile, Census 2021



Local Economy and employment

5.9 Middlesbrough initially developed around the iron and steel industry, followed by the shipbuilding and chemical manufacturing industries. The decline of this heavy industrial economic base over the past 60 years has led to restructuring of the local economy through diversification and regeneration however, and whilst light and general industry have replaced iron and steel, Middlesbrough is now predominantly a service sector economy. In 2019 there were an estimated 62,000 jobs in Middlesbrough. Around 88% were employed in this sector in 2009; this included 33% in the public sector, with Middlesbrough Council and Teesside University the two biggest employers in the borough.

Table 5.1) Tees Valley employees by borough and major industry group (2022)

Industry	Darlington	Hartlepool	Middlesbrough	Redcar and Cleveland	Stockton-on-Tees
17 : Health (Q)	8,000	5,000	18,000	5,000	11,000
16 : Education (P)	4,000	3,000	7,000	4,000	7,000
14 : Business administration & support services (N)	4,000	1,500	6,000	2,500	6,000
7 : Retail (Part G)	5,000	3,500	5,000	4,500	8,000
15 : Public administration & defence (O)	4,500	1,750	4,000	1,750	3,500
9 : Accommodation & food services (I)	3,000	2,500	3,500	3,000	6,000
3 : Manufacturing (C)	4,000	3,500	2,500	4,000	10,000
4 : Construction (F)	1,500	1,750	2,500	1,750	6,000
13 : Professional, scientific & technical (M)	3,500	1,000	2,500	2,250	7,000
8 : Transport & storage (inc postal) (H)	5,000	1,000	2,000	3,500	4,500
18 : Arts, entertainment, recreation & other services (R,S,T and U)	2,000	1,250	2,000	1,750	2,500
6 : Wholesale (Part G)	900	600	1,750	600	3,000
10 : Information & communication (J)	3,000	700	1,750	225	2,250
12 : Property (L)	350	250	1,750	800	900
11 : Financial & insurance (K)	1,500	125	1,000	200	1,250
5 : Motor trades (Part G)	1,000	350	800	600	1,750
2 : Mining, quarrying & utilities (B,D and E)	350	1,500	600	1,250	1,250
1 : Agriculture, forestry & fishing (A)	250	40	30	100	100
	51,850	29,315	62,680	37,775	82,000

Source: Business Register and Employment Survey, ONS Crown Copyright

- 5.10 There are noticeable differences between Middlesbrough and the national average in respect of the percentage of workers that are employed in financial, real estate and business industries, and those holding managerial, director or senior official positions, as illustrated in the tables below:

Table 5.2) Industry of workers

	Middlesbrough	Tees Valley	National
Agriculture, fishing, mining, utilities	0.8%	18%	1.4%
Manufacturing	5.1%	9.7%	8.1%
Construction	4.2%	5.4%	4.7%
Retail and wholesale	13.6%	15.2%	15.2%
Hotels and catering	5.9%	5.8%	7.6%
Transport and communication	5.1%	7.7%	9.0%
Financial, real estate, business	10.2%	17.5%	23.3%
Public administration	8.5%	5.8%	4.3%
Education	11.9%	9.3%	8.9%
Health and social work	25.4%	17.5%	13.2%
Other	3.6%	4.2%	4.5%

Source: ONS (Labour Market Profile)

Figure 5.3) Relative representation of major industry groups for Middlesbrough and Great Britain

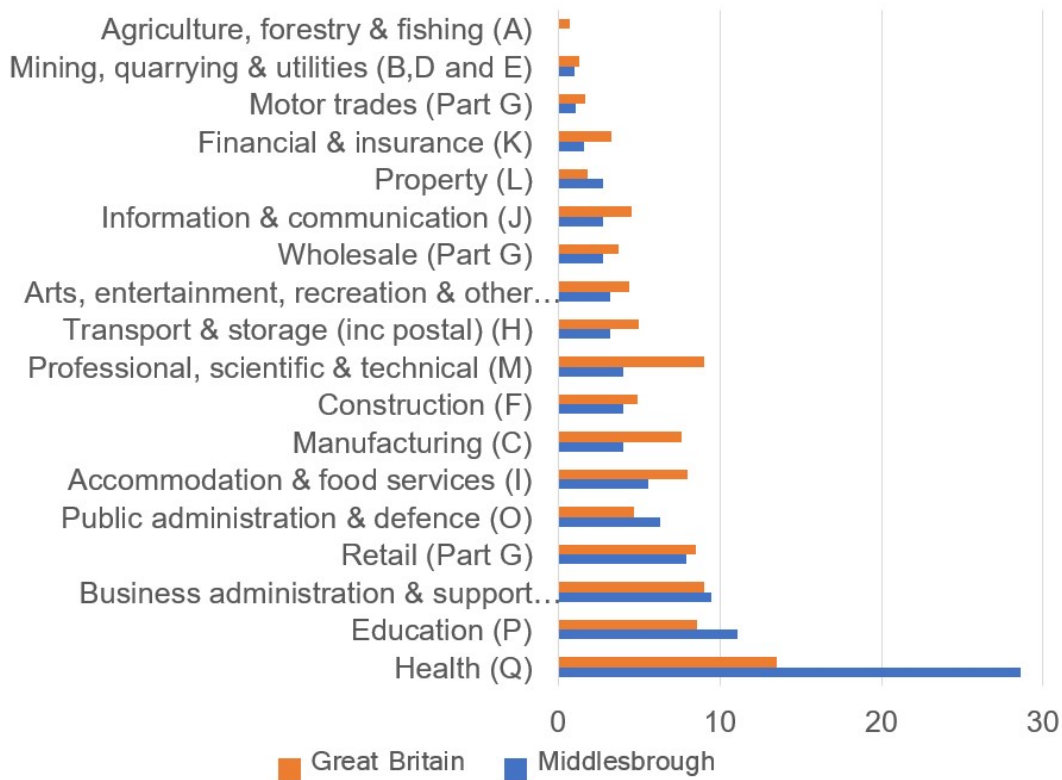


Table 5.3) Employment by occupation (2021)

	Middlesbrough	North East	National
Managers, directors, senior officials	5.2%	8.1%	10.5%
Professionals	20.3%	18.9%	23.7%
Associate professional and technical	13.3%	13.4%	15.3%
Administration and secretarial	7.5%	10.7%	10.2%
Skilled trades	9.8%	10%	8.8%
Caring, leisure and other services	12.8%	10.4%	9.2%
Sales and consumer service	9.7%	8.8%	6.9%
Process plant and machine operatives	7.6%	7.3%	5.5%
Elementary occupations	13.7%	12.1%	9.6%

Source: ONS Labour Market Profile

5.11 As of December 2021, the percentage of people economically active is 72% the second lowest of the Tees Valley boroughs and significantly below the national average (see Table 5.4).

Table 5.4) Economically active (2021)

	Economic activity
Darlington	81 %
Hartlepool	74.2 %
Middlesbrough	72 %

Redcar & Cleveland	70.2 %
Stockton-on-Tees	75.8%
North East	74.7%
Great Britain	78.4 %

Source: ONS (Annual Population Survey - figures at Dec 2021)

- 5.12 Enterprise births, deaths and the survival rate of businesses is a guide to the pattern of business start-ups and closures, and an indication as to the level of entrepreneurship and health of the business population. As shown in Table 5.5, Middlesbrough’s enterprise births were the second highest of the Tees Valley authorities in 2020, reflecting Middlesbrough’s role as a sub-regional centre. However, its enterprise deaths were the second highest, the Covid-19 pandemic may have had an impact on the figures, but the overall percentage “Death rate” in Middlesbrough was the second lowest – beaten only by Darlington.

Table 5.5) Enterprise births and deaths (2019/20)

	Enterprise births	Birth rate (%)	Enterprise deaths	Death rate (%)
Darlington	375	17.4%	455	10.7%
Hartlepool	280	11.5%	290	13.4%
Middlesbrough	605	15.1%	480	11.0%
Redcar & Cleveland	340	12.8%	400	11.2%
Stockton-on-Tees	735	11.7%	715	12.5%

Source: ONS (Business Demography)

- 5.13 In terms of the earnings of Middlesbrough residents, the average gross weekly wage in 2019 was below the national average and slightly below the North East average (Table 4.6). There was also a disparity between those who work and those who live in the borough.

Table 5.6) Average earnings of employees in the area (2019)

	Earnings by place of work (£ per week - full time)	Earnings by residence (£ per week - full time)
Darlington	£515.20	£537.80
Hartlepool	£529.21	£546.50
Middlesbrough	£527.00	£502.90
Redcar & Cleveland	£496.30	£499.10
Stockton-on-Tees	£570.00	£576.90
North East	£533.00	£531.10
National	£586.50	£587.00

Source: ONS (Annual Survey of Hours and Earnings)

- 5.14 Middlesbrough Town Centre has suffered in recent years from changes in shopping habitats to more recently the Covid-19 Pandemic. To address this the Council has

developed a ‘Transforming Middlesbrough Town Centre – a post covid strategy’.

The Strategy identifies that there has been a ‘death of the traditional high street and retail could potential shrink by 50 over the next five years. There are already a significant number of vacant shop units in the town centre (132 units – AMR 2020-21).

- 5.15 In addition to the Town Centre, Middlesbrough also has an extensive network of district, local and neighbourhood centres, serving all areas of the borough. Appendix B give an indication of the distribution of these centres.

Housing

- 5.16 Table 4.7 shows that 57.8% of houses in Middlesbrough were owner occupied in 2011, which is lower than the national and Tees Valley averages.

Table 5.7) Owner occupation levels (2011)

	% of owner occupied houses
Middlesbrough	57.8
Tees Valley	64.4
North East	No data
National	64.3

Source: ONS (2011 Census)

- 5.17 There were also marked differences between the borough’s housing stock and the national average, with a significantly lower percentage of detached houses and higher percentage of terraced properties respectively (Table 4.8).

Table 5.8) Housing stock by type (2011)

	Detached*	Semi-detached*	Terraced*#	Flat, Maisonette or Apartment	Mobile or Temporary Structure	Shared Dwelling~
Middlesbrough	8,001 (14.0%)	23,394 (39.1%)	18,329 (32.0%)	7,325 (12.8%)	21 (0.04%)	133 (0.2%)
North East	179,192 (15.9%)	445,166 (39.4%)	340,199 (30.1%)	163,566 (14.5%)	909 (0.08%)	903 (0.08%)
England	4,949,216 (22.4%)	6,889,935 (31.2%)	5,396,459 (24.5%)	4,668,839 (21.2%)	80,964 (0.4%)	77,955 (0.4%)

Source: ONS (Census 2011)

*House or bungalow.

Including end terrace.

~A dwelling is a unit of accommodation with all rooms, including kitchen, bathroom and toilet behind a door that only that household can use. A dwelling is shared if the household spaces it contains have accommodation type 'part of a converted or shared house', if not all rooms are behind a door that only that household can use and there is at least one other household space at that address with which it can be combined (definition of shared dwellings taken from <http://www.neighbourhood.statistics.gov.uk>).

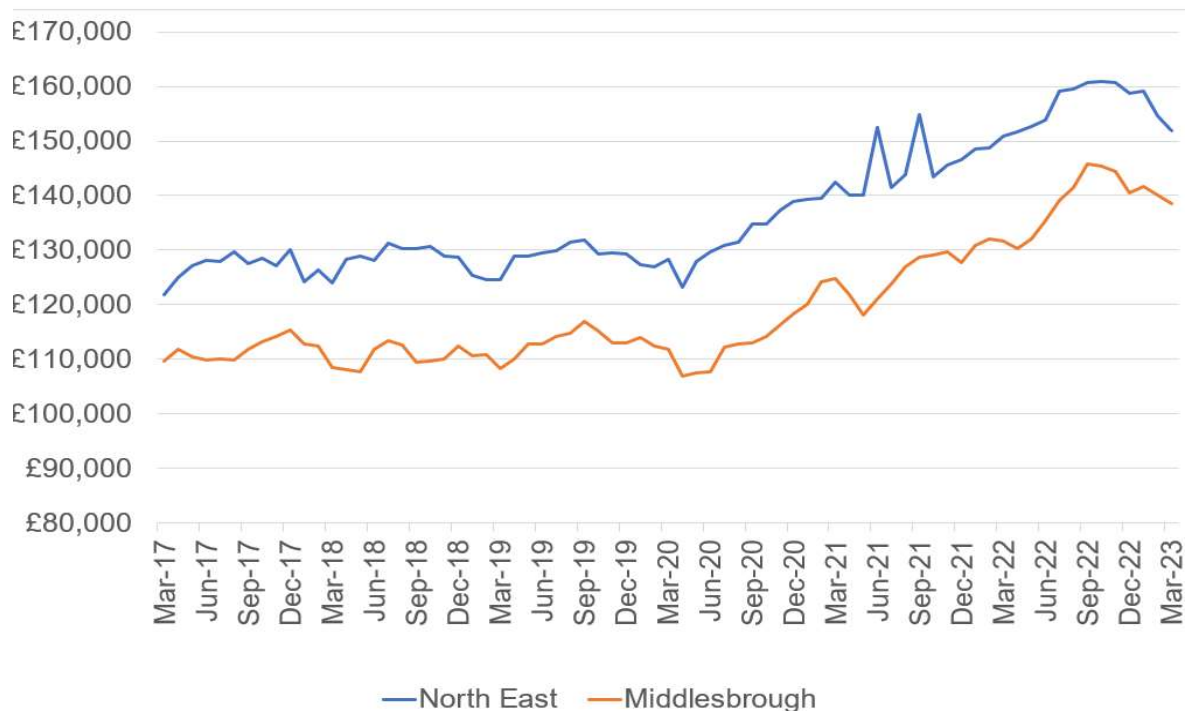
- 5.18 Correspondingly, average house prices (for all types) in Middlesbrough are below the averages for the North East and, particularly, England and Wales as of March 2020 (Table 4.9). That notwithstanding, house prices have steadily improved, with certain types of housing more expensive than elsewhere in the Tees Valley.

Table 5.9) Average house prices (March 2023)

	Detached	Semi-detached	Terraced	Flats
Darlington	£274,653	£160,632	£118,953	£87,749
Hartlepool	£230,353	£135,068	£94,902	£67,757
Middlesbrough	£245,886	£140,126	£98,751	£74,605
Redcar and Cleveland	£247,458	£151,356	£113,477	£72,156
Stockton-on-Tees	£266,004	£151,873	£116,821	£88,235
North East	£263,973	£155,953	£121,364	£97,346
England and Wales	£464,567	£284,281	£238,134	£241,825

Source: Land Registry House Prices Index

Figure 5.4) House price change Middlesbrough and the North East 2017 to 2023



5.19 Middlesbrough has suffered from significant housing market failure particular within the Town centre area. New housing developments within the south of the Borough that have taken place in recent years have helped to widen the choice of housing available in Middlesbrough, particularly of higher value family housing. The provision of high-quality new housing in locations that meet residents’ aspirations has helped the Borough to retain population, particularly of the economically active sections of the community, who may have otherwise moved out of Middlesbrough in order to find the house types and lifestyle locations they aspire to. Net housing completions have averaged over 400 since the Housing Local Plan was adopted in 2014.

Health and wellbeing, education and crime

5.20 The health of people in Middlesbrough is generally worse than the England average. Middlesbrough is one of the 20% most deprived districts/unitary authorities in England and about 31.8% (9,450) children live in low income families compared to the England rate of 17% Life expectancy for both men and women is lower than the England average. For men life expectancy is four years lower than the England average and for women three years lower (Public Health England). Middlesbrough

has a significantly higher mortality rate from cardiovascular diseases and cancer than the regional and national rate.

- 5.21 As shown by Table 5.10, educational attainment in Middlesbrough is below the national and Tees Valley averages; the percentage of people of working age with no qualifications (15.1%) is significantly higher than the national average (7.7) also.

Table 5.10) Qualifications of Working Age Population (16 - 64) (%) (2019)

	NVQ4+	NVQ3	NVQ2	NVQ1	Other*	No Qualifications
Middlesbrough	26.5%	44.3%	65.4%	77.7%	7.2%	15.1%
Tees Valley	29.6%	50.1%	70.5%	82.5%	6.5%	11.0%
National	40.3%	58.5%	75.6%	85.6%	6.7%	7.7%

Source: ONS (Annual Population Survey)

All qualifications held.
*Including where level is unknown.

Key

NVQ4+ = Degree, Higher Degree, Professional Qualifications etc.
 NVQ3 = 2+ A Levels etc.
 NVQ2 = 5 O Levels/GCSEs, 1 A Level etc.
 NVQ1 = 1 O Level, 1CSE/GCSE etc.
 Other = other or level unknown

Cultural heritage and archaeology

- 5.22 There are currently eight Conservation Areas and 126 Listed Buildings in the borough. Of these 126, 115 are Grade II and 10 Grade II*, with Acklam Hall the only Grade I Listed Building. In addition, there are three Scheduled Monuments in the town (protected under the Ancient Monuments and Archaeological Areas Act 1979), and Albert Park is on the register of Historic Parks and Gardens. Acklam Hall and the Middlesbrough Historic Quarter are on the 'at risk' register presently.
- 5.23 Middlesbrough also contains a wide range of non-designated heritage assets. These include medieval villages and churches, 18th Century farmhouses and remains of the industrial past. The preservation and enhancement of these assets plays a major part in improving the character and sense of place of the town. The development of the Middlesbrough Local List and their inclusion on the Historic Environment Record

ensures these assets are recognised and given appropriate protection through the planning process.

Open space and recreation

- 5.24 Whilst Middlesbrough is highly urbanised, it has expanses of open green space permeating the urban area, most notably in the form of beck valleys and green wedges. There is also a large area of open space at the heart of the borough known as the 'green lung,' and a number of formal parks, including seven of 'Green Flag' standard (Albert Park, Fairy Dell, Hemlington Lake and Recreation Centre, Linthorpe Cemetery, Pallister Park, Stewart Park and Thorntree Park). These provide informal recreational and visual resources, valuable habitats for wildlife and will be important in contributing towards Middlesbrough's overall attractiveness, in order to realise future regeneration plans.
- 5.25 Middlesbrough's current Open Space Needs Assessment was completed in 2018. This undertakes a full analysis of the quality and quantity of open space across the Borough. The assessment notes that the east and north of Middlesbrough were the weaker performing areas of the Borough. A primary focus of the assessments recommendations is on further enhancing the quality of provision.
- 5.26 Middlesbrough's extensive 39.9 kilometre (km) Public Rights of Way network including the long distance Teesdale Way footpath, and dedicated cycle routes particularly around Coulby Newham to the south of the borough, allow access to open space and provide informal recreation opportunities.
- 5.27 In addition to informal recreational resources, the borough has a large resource of more formal leisure facilities, including playing pitches, sports centres and swimming pools.

Biodiversity and nature conservation

- 5.28 There are two Sites of Special Scientific Interest (SSSI) in Middlesbrough: Teesmouth and Cleveland Coast SSSI and Langbaugh Ridge SSSI in the south of the Town. The Teesmouth and Cleveland Coast SSSI is also a Special Protection Area (SPA) and Ramsar Site. There are 17 (non-statutory) Local Wildlife Sites

(LWS) one of which (Stainsby Wood) is an area of Ancient Woodland. These LWS's represent some of the most important land for wildlife outside the statutory system. There are also two Local Geological Sites. There are also three Local Nature Reserves (LNR), with wildlife or geological features that are of special local interest.

- 5.29 Developments are required to achieve 10% Biodiversity Net Gain (BNG) under Environment Act 2021, although LPAs can set higher targets in Local Plans. Within BNG targets, it is a requirement for any watercourse within 10m of a development to be included in the metric, and the gain target of a minimum of 10% should apply. These minimum targets of 10% are for habitat areas, linear habitats, and watercourses independently.
- 5.30 The Tees Valley Combined Authority has been identified as the responsible authority for preparation of a Local Nature Recovery Strategy (LNRS) for the Tees Valley. Work on this LNRS is expected to progress over the next 12 to 18 months and will provide a key tool to identify priorities for action in nature recovery across Tees Valley and within Middlesbrough.
- 5.31 Middlesbrough is home to a water vole population on many of the becks (including – but not limited to - Ormesby Beck, Marton West Beck, Middle Beck). Impacts of future developments on water vole populations will need to be considered when preparing the new Local Plan, and opportunities to enhance and create additional suitable habitat to ensure healthy populations and extension of their range included.

Nutrient neutrality

- 5.32 On 16th March 2022, Natural England (NE) issued advice to the Council (along with numerous other local authorities) regarding development proposals that have the potential to affect water quality in such a way that adverse impacts on designated sites cannot be ruled out.
- 5.33 For Middlesbrough Council, the site in question is The Teesmouth and Cleveland Coast Special Protection Rea (SPA) and Ramsar site. The evidence indicates that there are excessive levels of nitrogen (also know as eutrophication) in the River Tees, which can cause, in particular, growth in algae. It is this that negatively

impacts on the habitats on protected species that use the site. The consequence of this is that the river is now classified as being in an 'unfavourable condition'.

- 5.34 The NE advice focuses on the benefits of seeking 'nutrient neutrality' in overcoming this issue. This would be achieved where the amount of nitrogen emitted after the development is no more than that from the site prior to development.
- 5.35 The development to which NE advice primarily relates is that which would result in additional overnight accommodation. This includes new homes, student accommodation, care homes, tourism attractions and tourist accommodation. This is because such development is assumed to result in an increased population, with the associated increase in levels of waste water that can ultimately result in more nitrogen entering the River. However, consideration would also need to be given to other types of development that result in increased levels of nitrogen discharge from the site.
- 5.36 Natural England are implementing a Nutrient Mitigation Scheme for the Tees catchment area from 31 March 2023. This works by purchasing credits from Natural England to offset the impact of proposed development.
- 5.37 The impacts of future development on the river environment will need to be taken into consideration when preparing the new Local Plan.

Landscape and geological environment

- 5.38 Whilst Middlesbrough is predominantly urban in nature, one distinctive feature of the town is the green wedges, which are continuous corridors of open space that penetrate towards the urban core from the outer suburbs. As stated in the Middlesbrough Local Plan (1999), the green wedges maintain local identity and variety; provide a visual and recreational amenity; form an attractive basis for recreational paths and cycle routes; and form an integral component of the town's network of wildlife corridors. The Local Plan also identifies the need to improve links between urban green space, the rural fringe and countryside, and it is considered these open spaces will be increasingly important in contributing to the overall attractiveness of the town, in order to realise future regeneration plans.

- 5.39 To the south of the borough is the low-lying rural margin, which predominantly consists of arable farmland with some pasture. This margin adjoins Hambleton District, eventually rising to meet the North York Moors visible as distant hills. The study area lies within the Tees Lowlands Character Area, which incorporates the ‘...contrast of quiet rural areas with extensive urban and industrial development concentrated along the lower reaches of the Tees, the estuary and coastline.’ The current Proposals Map also identifies a Special Landscape Area - originally identified in the Tees Valley Structure Plan (2004) - beyond the limit to development, which extends into the south east of the boundary of Middlesbrough, and reaches eastwards from Nunthorpe into Redcar and Cleveland. This area provides an important setting for the Eston Hills, North York Moors and Roseberry Topping - all landscapes of national importance. The area has been defined having regard to its consistently high quality landscape and homogeneous character.
- 5.40 The underlying geology of the Tees Lowlands, incorporating Middlesbrough, consists of deep-seated red mudstones and sandstones of Permo-Triassic age. Overlying these are flat or gently undulating thick deposits of glacial drift, till or boulder clay, sand and gravel. These deposits are typically tinged red by their content of Permo-Triassic rock debris and have had a direct bearing on land use. Geology has long influenced the socio-economic growth of the area. In prehistoric times and up to the nineteenth century jet and alum were mined from the Lias (Jurassic) shales. The Middlesbrough conurbation grew out of the discovery of ironstone in the Eston Hills. Salt deposits in the River Tees estuary and Billingham stimulated the growth of the chemical industry in the area.
- 5.41 Middlesbrough Council’s Contaminated Land Strategy (2017 revision) states that an inevitable legacy of the town’s industrial heritage has been ‘the pollution which accompanied rapid industrial expansion in the years before modern legislative controls’ and ‘pollution of land continues to be a sensitive issue.’ However, it is important to note that the Council’s Environmental Protection Department have not determined any areas or sites as ‘contaminated land,’ as defined under Part 2A of the Environmental Protection Act 1990.

Traffic and transport

- 5.42 In terms of accessibility, the A19 and A66 trunk roads provide good access from Middlesbrough to the A1(M) and the wider motorway network, although the two major north-south distributor roads within Middlesbrough, Acklam Road and Marton Road, are heavily congested with commuter traffic at peak periods – Appendix D provides a map of key highway and public transport infrastructure. Highway improvements at Dixons Bank/ Stainton Way Junction, completed October 2019, have been introduced to ease traffic congestion on the A172 Marton Corridor.
- 5.43 With regard to public transport, there are a large number of bus services that connect the town centre with other areas of the borough, the Tees Valley and North East, and (direct) rail links to Darlington, Leeds, Manchester, Newcastle and York. In addition, Teesside International Airport, known previously as Durham Tees Valley Airport, is nearby and within easy reach via the A66. Middlesbrough also has an extensive network of footpaths and dedicated cycle routes. These routes provide connectivity through the urban area but also to the countryside to the south. Sections of the National Cycle Network pass through Middlesbrough, specifically Route 1 and Route 65 that runs from Hornsea to Middlesbrough (largely following the route of the Marton West Beck) and also forms a part of the Trans Pennine Trail (east) cycle route between Selby and Hornsea.
- 5.44 At the time of the 2011 Census, the number of households in Middlesbrough with no car (37.6%) was significantly higher than the national average (25.6%). However, car ownership across the Tees Valley is forecast to rapidly increase (higher rate than the national average) - closing the gap - significantly by 2021, when only 27% of Tees Valley households are likely to have no access to a car compared to a figure of 23% nationally. The Census data from 2011 and 2001 highlights this closing gap; the figure for Tees Valley having decreased from 34.2% to 30.5% in the 10 year period compared to a decrease from 26.8% to 25.6% nationally.

Water environment

- 5.45 In terms of quality, the River Tees is currently classified as having ‘moderate’ potential overall under Water Framework Directive (WFD) classifications, which are based on the ecological status or potential of a waterbody. Classification of smaller

watercourses in Middlesbrough, for example the beck's permeating the town, is more varied however.

- 5.46 The Environment Agency (EA) identifies Source Protection Zones (SPZs) for groundwater sources such as wells, boreholes and springs used for public drinking water supply. These zones show the risk of contamination from any activities that might cause pollution in the area. The closer the activity, the greater the risk. There are three main zones (inner, outer and total catchment). The zones are used in conjunction with EA's Groundwater Protection Policy to set up pollution prevention measures in areas which are at a higher risk, and to monitor the activities of potential polluters nearby. SPZ1 is defined as the 50-day travel time from any point below the water table to the source. SPZ2 is defined by a 400-day travel time from a point below the water table. SPZ3 is defined as the area around a source within which all groundwater recharge is presumed to be discharged at the source. At present there are non identified in Middlesbrough.

Air and climate

- 5.47 Climate change is one of the greatest global environmental threats and it is possible that it will have major impacts upon Middlesbrough. For example, increased rainfall intensity could result in more frequent and severe flooding events, given areas of the town lie within the floodplain of the River Tees and its tributaries, and are at risk from tidal flooding. These include areas in Flood Zones 2 (medium probability) and 3 (high probability). In addition, surface water flooding has been highlighted as a significant issue in Middlesbrough. Furthermore, hotter summers may also give rise to an increase in heat-related deaths.
- 5.48 Evidence shows the benefits of strong, early action far outweigh the economic costs of not acting. The Middlesbrough Council's Climate Change Community Action Plan (2010) set an aspirational target for reducing Carbon Dioxide (CO₂) emissions, with the Borough's current target set out within the Green Strategy: A Greener Future for Middlesbrough commits the Council to being carbon neutral by 2029 and the wider town by 2039 – ahead of the government target of 2050.
- 5.49 In terms of air quality, Middlesbrough Council monitors air quality at two static sites. Air quality analysers operate continuously to measure a number of pollutants,

including those produced by vehicle exhausts such as nitrogen dioxide and PM10 particulates. The measured results confirm that Middlesbrough's air quality is often better than other towns and cities in Britain.

- 5.50 In the event that measured levels of pollutants exceed the air quality objectives set by the government, an Air Quality Management Area must be declared. Middlesbrough's air quality has always met the objectives set and the town has never needed to declare an Air Quality Management Area.

Plans

- 5.51 Table 4.11 lists the plans contained in the appendix of this Scoping Report for information purposes. These provide further detail in relation to some of the topic areas listed in paragraph 6.2 and may prove useful when undertaking the SA at later stages of the plan preparation process. Further information on other topic areas such as greenspace, conservation areas can be found on the interactive Local Plan <http://www.cartogold.co.uk/MiddlesbroughLDF2016/Map.htm>

Table 5.11) Appendix Plans

Topic area(s)	Appendix	Information shown on plan
Local economy and employment	Appendix B	Shopping centres (i.e. town, district, local and neighbourhood centres), community centres, formal leisure facilities (Council and private), educational buildings (i.e. schools etc) and libraries and community hubs.
Health	Appendix C	Health facilities (i.e. doctor's surgeries etc)
Traffic and transport	Appendix D	Train stations, bus stops, Public Rights of Way and the Teesdale Way.
Water environment	Appendix E	Flood zones 2 and 3

6. A3: Identifying key sustainability issues

6.1 Following the identification of objectives from relevant plans and programmes (stage A1) and collection and analysis of social, economic and environmental data (stageA2) it is possible to identify the key sustainability issues pertaining to Middlesbrough. This feeds into the development of the SA objectives and Framework which helps to focus the assessment. The key sustainability issues and problems for Middlesbrough were first identified as part of the 2008/2009 LDF Core Strategy and Regeneration DPD, the 2012 Scoping stage for the Housing Local Plan and were verified as part of the 2016 Local Plan review. This scoping report has enabled the Council to review the continued appropriateness of those Sustainability Issues and confirmed that they reflect the key matter of relevance to development of the Local Plan and this Sustainability Appraisal.

Approach

6.2 The following paragraphs sets out those key issues, initially identified previous Local Plan Scoping stages that are still considered to be key issues for Middlesbrough. The paragraphs also set out new or additional issues identified by this most recent Scoping Stage. The issues listed below in paragraphs 5.4-5.13 are by no means exhaustive and overlap in places, but they are considered the issues particularly relevant:

- creating sustainable communities;
- promoting healthy communities and reducing inequalities;
- promoting sustainable transport;
- improving economic performance;
- sustaining and enhancing heritage assets;
- protecting and enhancing green spaces and biodiversity;
- combating the causes and impacts of climate change;
- Increasing renewable and low carbon energy provision;
- reducing waste and increasing recycling; and
- protecting air, land and water quality.

6.3 The above sustainability issues have not changed fundamentally as a result of both the update to the review of relevant policies, plans and programmes, and analysis of baseline conditions in this Scoping Report. As such, they remain appropriate for the reasons set out in paragraphs.

Creating sustainable communities

6.4 The Local Plan can contribute towards the creation of attractive and sustainable communities by ensuring people have sufficient opportunities to access to the local facilities, green and blue infrastructure and services they need in their daily lives, which relate well to present and future housing, and are accessible by means other than the private car.

Promoting healthy communities and reducing inequalities

6.5 By ensuring people have sufficient opportunities to access the local facilities, open spaces and services that they need in their daily lives, it is considered the Local Plan can contribute towards reducing crime and inequalities (in particular inequalities related to social deprivation and health).

Promoting sustainable transport

6.6 The Local Plan provides a significant opportunity to both promote sustainable means of transport directly and locate certain forms of development where they are highly accessible by mean other than the private car.

Improving economic performance

6.7 In seeking to improve the Town Centre and meet the aspirations of both current and future businesses, the Local Plan has the potential to play a significant role in improving the borough's economic performance by:

- contributing towards job and business creation and retention; and
- supporting new housing.

Protecting and enhancing heritage assets

- 6.8 In relation to Middlesbrough's heritage assets that are not afforded protection by the statutory system, the Local Plan provides a means of both recognising and offering them appropriate protection, and seeking to enhance them where possible.

Protecting and enhancing green/blue spaces and biodiversity

- 6.9 The Local Plan provides a significant opportunity to recognise the importance of Middlesbrough's green spaces network, particularly in terms of providing areas for recreation and wildlife habitats, as well as contributing to visual amenity it is also essential to ensure habitat connectivity by creating and linking habitat within Middlesbrough and beyond. Appropriate protection should be afforded to these areas, and development that would have a negative impact avoided. Where it would enhance - and in turn be enhanced by - such assets, development should be encouraged however.

Combating the causes and impacts of climate change

- 6.10 To combat the causes and effects of climate change the Local Plan should plan for more sustainable patterns of development that reduce the need for people to travel in the first instance, limiting additional greenhouse gas emissions as a result. The likely impacts of climate change need to be taken into consideration when considering the suitability of sites (for development) also. Of particular pertinence to Middlesbrough is the increased risk of (tidal and surface water) flooding, given a significant area - and a strategic employment location - of the borough is within the floodplain of the River Tees and its tributaries.

Increasing renewable and low carbon energy provision

- 6.11 Related to the above objective of combatting the causes and impacts of climate change, the Local Plan could contribute (towards this) by increasing renewable and low carbon energy provision through appropriate policy requirements.

Reducing waste and increasing recycling

- 6.12 New development as a result of the Local Plan could give rise to an increased generation of waste, potentially increasing the amount going to landfill, consideration may need to be given to considering if existing waste treatment/transfer infrastructure arrangements are sufficient to cope with the additional expected waste volumes generated. It could, however, contribute towards reducing waste and increasing recycling in other ways, creating opportunities to use recycled construction materials for example.

Protecting air, land and water quality

- 6.13 Given development adjacent/near to the River Tees and the Beck Valleys could potentially affect both water quality and the biodiversity dependent on these watercourses, opportunities to protect and enhance assets through the Local Plan should be created and taken wherever possible. The Environment Agency have advised that the Sherwood Sandstone Principal Aquifer is within the Middlesbrough area.
- 6.14 In addition, the urban nature of the borough and presence of heavy industry in the past, specifically in the Riverside Park and East Middlesbrough Business Action Zone areas means there is the potential for development to improve land quality in these areas in particular.
- 6.15 In terms of air quality, as new development could lead to an increase in private car use the Local Plan should seek to bring forward development within, or on the fringes of the urban area wherever possible, preferably where there is good access by means other than the private car to limit additional greenhouse gas emissions.

Question 4

Have we correctly identified the key sustainability issues? Are there any other issues that should be covered?

7. A4: Developing the SA framework

7.1 The main purpose of the Scoping stage of the IA is to identify the framework for the assessment of the Local Plan. The framework contains a series of objectives and guide questions developed to reflect both the current socio-economic and environmental issues which may affect (or be affected by) Local Plan and the objectives contained within other plans and programmes.

Objectives

7.2 The sustainability objectives used to assess the Housing Local Plan have been updated to reflect changing circumstances and the review of relevant information discussed previously. These objectives are as follows:

SA1	Strengthening the Middlesbrough economy
SA2	To alleviate deprivation and poverty
SA3	Developing a more sustainable employment market in Middlesbrough
SA4	To improve the skills and employment prospects of the resident population
SA5	To respond and enable adaptation to the impacts of climate change
SA6	To reduce health inequalities and promote healthy lifestyles
SA7	Protect and enhance green and blue infrastructure
SA8	To protect and enhance biodiversity and geodiversity
SA9	To provide people with the opportunity to live in a decent and well-designed home
SA10	To create quality, safe and sustainable places
SA11	To reduce the need to travel and promote the use of sustainable transport options
SA12	To protect and enhance cultural heritage and the historic environment

7.3 The SA objectives are considered appropriate for the following reasons:

- there are clear linkages between objectives and key sustainability issues for the Local Plan
- they cover economic, environmental and social aspects of sustainability, as required;
- they meet the requirements of the SEA Directive by covering the issues contained within it; and
- given their wide-ranging nature they address external environmental objectives and targets identified through the review of relevant policies, plans and programmes (see Appendix A).

Table 7.1) Relationship between the SA objectives and the key sustainability issues for the Local Plan

SA objective	Key Issues for Local Plan
1	Improving economic performance
2	Improving economic performance
3	Reducing crime and inequalities Improving economic performance
4	Creating sustainable communities Reducing crime and inequalities Improving economic performance
5	Combating the causes and impacts of climate change Living within environmental limits Increasing renewable and low carbon energy provision Creating sustainable communities
6	Creating sustainable communities Reducing crime and inequalities Protecting and enhancing green spaces and biodiversity
7	Protecting and enhancing green spaces and biodiversity Protecting air, land and water quality
8	Protecting and enhancing green spaces and biodiversity Protecting air, land and water quality Opportunities for creating additional habitat areas and increased habitat connectivity
9	Creating sustainable communities Reducing crime and inequalities Promoting sustainable transport
10	Creating sustainable communities Reducing crime and inequalities Promoting sustainable transport Protecting and enhancing green spaces and biodiversity
11	Promoting sustainable transport Combating the causes and impacts of climate change
12	Protecting and enhancing heritage assets

Question 5

Are these the most appropriate sustainability objectives? If not, how should they be amended?

Table 7.2) Aspects of sustainability covered by SA objectives

SA objective	Economic	Social	Environmental
1	ü	Ü	
2	ü	ü	ü
3	ü	ü	
4	ü	ü	ü
5	ü	ü	
6		ü	ü
7		ü	ü
8			ü
9	ü	ü	
10	ü	ü	ü
11		ü	ü
12	ü	ü	ü

Table 7.3) Relationship between the SEA Directive Issues and SA objectives

SEA Directive Issues	SA objective(s)
Biodiversity	7, 7, 8
Population	2,6,9,10
Human health	2,6,9,10
Fauna	7,8
Flora	7,8
Soil	7,8
Water	5,7
Air	5,7,8
Climatic factors	5
Material assets	1,9,10,11,12
Cultural heritage	12
Landscape	7,8,10

7.4 In order to identify any tensions and conflicts between SA objectives, they have been tested against each other in Table 7.4 below. It is important to note however, that whilst conflicts may exist, there is no reason to remove or alter the objectives as a result. Testing the objectives against each other is intended to ensure subsequent decisions are well informed and aware of such conflicts. Whilst the aim is to achieve a ‘win-win’ situation, where all of the objectives are achieved, this may not always be

possible and choices will have to be made in certain instances. In making choices where conflict occurs, the Government advises that decisions are made based on priorities, and as a result, it may be appropriate to rank objectives in terms of importance.

Table 7.4) SA objectives compatibility matrix

	SA1	SA2	SA3	SA4	SA5	SA6	SA7	SA8	SA9	SA10	SA11	SA12
SA1		✓✓	✓✓	✓✓	✓	✓✓	✓	✓	✓	✓✓	☒	✓✓
SA2			✓✓	✓✓	✓	✓✓	✓	-	✓✓	✓✓	✓	-
SA3				✓✓	-	✓✓	-	-	✓	✓	✓	-
SA4					-	✓✓	-	-	✓	✓	✓✓	-
SA5						✓	✓✓	✓✓	✓✓	✓	✓✓	-
SA6							✓✓	✓	✓✓	✓✓	✓✓	-
SA7								✓✓	✓	✓✓	✓✓	-
SA8									-	✓	✓✓	-
SA9										✓✓	✓	-
SA10											✓✓	✓✓
SA11												-
SA12												

-
- ✓✓ Compatible
 - ✓ Limited/indirect compatibility
 - No relationship
 - x Limited/indirect incompatibility
 - xx Incompatible

7.5 As displayed in Table 7.4, the vast majority of objectives are believed to be compatible to some degree. Only one instance of incompatibility has been identified: SA objectives SA1 and SA11; the strengthening of Middlesbrough’s economy, through the establishment of new businesses and companies for example, may result in increased private car use if not developed in sustainable locations. However, such an impact can be minimised by ensuring economic activity is focused in sustainable locations where possible, with good access by public transport.

Assessment

7.6 Having established SA objectives, the following tables set out the assessment matrix, which will form the basis for the SA for the Local Plan. This matrix will allow the Council to:

- evaluate and compare different options;
- consider the full range of effects that a decision may have, including cumulative impacts;
- ensure as far as possible, all opportunities are identified and exploited, and that potentially negative impacts are identified and mitigated;
- assemble evidence systematically, in order to provide a summary of the impacts and the likely scale of impacts;
- identify whether more specialised guidance and advice is required; and
- record and demonstrate the contribution and relevance of what is being appraised to sustainable development, and provide recommendations for the way forward.

SA Assessment Matrix

7.7 The assessment of the effects of proposed policies and proposals will take place with a matrix, where they will be pitched against the SA Objectives set out above. They will be scored using the colours and symbols below.

Table 7.5) Scoring of effects

Symbol	Definition
++	Major positive effect
+	Positive effect
N	Neutral effect
0	Not relevant to the objective
-	Minor negative effect
--	Major negative effect
U	Unknown at this stage

7.8 During the assessment a number of factors will be taken into account to determine whether a predicted effect has the potential to be significant. These factors are listed in the table below.

Table 7.6) Establishing scale and nature of effects

Issues for consideration	Details
Type of effect	Positive or negative Direct or indirect Cumulative Temporary or permanent
Magnitude and spatial extent	Where will it impact? Will it cause trans boundary issues and impact on adjacent areas or regionally or nationally? What is the geographical area and size of population likely to be affected.
Who it will affect	Old and young people Socio economic groups Male and female Asylum seekers and refugees Black and ethnic minority people (including Gypsy and Traveller communities) Disabled people Faith communities LGBT+ people
Vulnerability of receptors	Sensitivity of receptors Special natural characteristics / areas or cultural heritage Protected areas Relative importance of the site, whether it is a nationally or internationally important feature or of local significance
Timing and duration of the effect	Short term: 0-4 years

	Medium term: 5-10 years Long-term: 10 years plus
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7.9 Our approach to assessment of spatial implications of site allocations or other spatial proposals will be informed by use of a GIS based Spatial Analysis Tool. This will provide data on the proximity to all key of interest necessary to enable interpretation of the likely effect of development proposals on each SA Objective.

7.10 The matrix applied to assessment will allow for consideration of the above factors, and clearly set out assessment outcomes. Suggested mitigation or enhancements would also be noted within the matrix. The proposed assessment matrix is set out below.

Table 7.7) Assessment matrix

Local Plan Policy / Proposal / Allocation					
SA Objective	Short term impact	Medium term impact	Long term impact	Supporting comments	Mitigation
1.	--	-	+	To consider decision making questions and other factors identified.	
2. etc.	++	N	U		

7.11 To assist the assessment of options/policies against SA objectives there are a number of 'prompt' questions to consider when needed, which can be used to develop more detailed questions that need to be answered if a more thorough appraisal is required. The 'prompt' questions are set out in Appendix F.

7.12 Where possible, to aid future progression of plans and policies some additional commentary explaining the decisions made will be recorded in the 'comment' column providing detail on how findings have been reached. Some of the issues to be considered are:

- the scale of any impact, and whether it is direct or indirect;
- who it will affect;
- any relevant timescales;
- any opportunities or threats; and
- any mitigation or enhancement opportunities.

7.13 Once an assessment against each individual SA objective has been made, an assessment of the overall impact will be made in the 'summary' section along with recommendations for future actions, if deemed necessary. This could range from a list of detailed recommendations, through to the need for a follow-up appraisal.

8. A5: Consulting on the scope of the SA

8.1 In accordance with Article (3) (6) of the SEA Directive, the Government has designated 'consultation bodies' in relation to the SEA Directive, which must be consulted during the assessment process.

8.2 As set out in the Strategic Environmental Assessment Consultation Bodies' Services and Standards for Responsible Authorities (2004), these are:

- Historic England;
- Natural England; and
- The Environment Agency.

8.3 These three consultation bodies have been directly consulted on the draft Scoping Report for five weeks during September and October 2022 and comments received have been reflected in the final Scoping Report and the minor revision prepared in 2023. The updated scoping report will be published alongside the draft Plan. As elements of the assessment matrix has changed, and some evidence updated, comments will be welcomed. But it is noted that the core elements of the SA Framework set out through the SA objectives and prompts remain unchanged.

8.4 The aforementioned document states consultation must occur 'when deciding on the scope and level of detail of the information which must be included in the Environmental Report' i.e. SA. The Council is consulting on this Scoping Report

more widely alongside the Local Plan Scoping Report from 5th December 2022 to 31st January 2023.

8.5 Consultees are invited to respond to the consultation questions set out below, and/or write about issues that had not been covered:

- Scoping Stage A1: do the relevant policies, plans and programmes considered (Appendix A) effectively set the scope for future SA? Are there any others that require consideration?
- Scoping Stage A2: are there any baseline indicators not included that might provide useful information? If so, could you please provide this information and/or a source for the necessary data?
- Scoping Stage A3: given the nature of the Local Plan, do you agree with the key sustainability issues identified in section five? Are there any other issues that should be covered?
- Scoping Stage A4: do the SA objectives cover the key sustainability issues adequately? If not, what changes would you suggest to ensure they do so?
- Do you have any other suggestions for improving the clarity and/or content of future stages of the SA?

9. Next steps in the Sustainability Appraisal process

The Environmental Report

9.1 Following the consultation period on the Sustainability Appraisal Scoping Report, the Local Plan will be developed, concurrently with the Sustainability Appraisal, following the framework outlined above. The results of this will be summarised in an Environmental Report. A proposed structure for the Environmental Report is outlined in Table 9.1 below.

Table 9.1) Proposed structure for the Environmental Report

Section	Information to be included
Non- technical summary	<ul style="list-style-type: none"> • Non-technical summary of the Sustainability Appraisal process.

Methodology	<ul style="list-style-type: none"> • Who carried out the Sustainability Appraisal, how, who was consulted, and when. • Possible difficulties in collecting data or assessment.
Background	<ul style="list-style-type: none"> • Purpose of the Sustainability Appraisal and integration with the Local Plan.
Sustainability framework	<ul style="list-style-type: none"> • Sustainability Appraisal objectives and appraisal criteria.
Plan issues and alternatives	<ul style="list-style-type: none"> • Description of significant sustainability effects of the Local Plan policies. <ul style="list-style-type: none"> ○ Assessment matrix for each policy/option. ○ How problems were considered in developing the policies and choosing the preferred alternatives. ○ Other alternatives considered, and why these were rejected. • Proposed mitigation and enhancement measures to deliver Sustainability Appraisal objectives.
Implementation	<ul style="list-style-type: none"> • Links to project environmental impact assessment, design guidance etc. • Proposals for monitoring and reporting.