

# **TIPTON AREA ACTION PLAN**

## **SUSTAINABILITY APPRAISAL REPORT**

**A DEVELOPMENT PLAN  
DOCUMENT**

**SANDWELL M.B.C.**

**OCTOBER 2007**



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This Sustainability Appraisal Report is part of the Tipton Area Action Plan Submission Document.

The Tipton Area Action Plan has now been submitted to the Secretary of State for examination. There is a statutory period of six weeks for representations on the soundness of the document, ending **12 December 2007**.

If there are any further representations which include proposals for alternative site allocations then these must be advertised for a **further** six weeks, but the Council will not propose any changes at that stage. Any such representations will be put forward to the Examination along with the Council's proposals.

The independent Examination will consider if the Area Action Plan, and any other representations, are sound, and the Inspector will issue a decision, which is final. The Inspector may require further changes to the document.

The Area Action Plan may then be adopted by the Council.

In order to assist you in making your response, there is a representation form, which can be returned to the Council via a freepost address:

**Sandwell MBC, Development House,  
FREEPOST BM1389, P.O. Box 42, West  
Bromwich B70 8BR.**

The representation form is available on the website if you do not have a copy.

Please note that the deadline for making comments on the Tipton Area Action Plan is **Wednesday 12 December 2007**. Any comments received after this date may not be considered by the Council.

Further information is available from this address,

**Planning Policy Section,  
Directorate of Planning and  
Transportation,  
Sandwell MBC,  
Development House,  
Lombard Street,  
West Bromwich,  
West Midlands B70 8RU.**

Or by telephone: **0121 569 4245**,

# 1. NON-TECHNICAL SUMMARY

- 1.1 This summary is based on information contained within this Sustainability Appraisal Report. Further details are contained in the individual chapters.
- 1.2 Sandwell Council is preparing the Tipton Area Action Plan (AAP) as part of its new Local Development Framework (the development plan for the Borough). The AAP must be subject to a process known as Sustainability Appraisal, which is used to assess the social, environmental and economic effects of the proposals and other options. It provides information to support the decision-making process. The Sustainability Appraisal for the Tipton AAP also includes the separate but related process of Strategic Environmental Assessment (as required by European Directive 2001/42/EC).
- 1.3 Tipton AAP covers that part of Tipton bounded approximately by Alexandra Road, Owen Street and Bloomfield Road, as shown on Plan 1. The AAP provides a planning framework to guide development in this area of significant change and development pressure, and assists in reducing uncertainty for all parties. It provides a balanced approach to new housing growth, retention of employment, and provision of social and community facilities. The objectives of the AAP are to provide a mix of new high quality homes, to support sustainable local employment opportunities, to protect and improve the green infrastructure, to aid the regeneration of the District Centre, to assist improvements to education provision, to protect and enhance the local heritage, and to improve accessibility for all modes of transport.

- 1.4 The AAP puts forward proposal sites at:
- Tip1: Alexandra Road/Upper Church Lane/ Locarno Road - residential incorporating new community open space.
- Tip2: Central Avenue - residential.
- Tip3: Upper Church Lane - education.

Tip4: Upper Church Lane/Moat Road - residential.

Tip5: Tibbington Open Space - community open space (extension).

Tip6: Tibbington Terrace - residential.

Tip7: Bradleys Lane/High Street - mixed use: residential and employment (B1(b) & (c), B2).

1.5 These proposals provide opportunities for new housing, support the protection of remaining employment uses, enable investment in open space and schools, and assist the regeneration of the District Centre.

1.6 A number of other plans and programmes have helped in the preparation of the AAP. At national level, there are Planning Policy Statements on a range of issues, whose advice must be followed. At regional level, there is the West Midlands Regional Spatial Strategy, with revisions to the Black Country area in preparation - the AAP must take account of regional policies. At local level, the AAP must contribute to the aims of the Sandwell Plan (the Community Plan for the Borough), and the Unitary Development Plan (the existing land use plan for the Borough). A number of other plans have also been taken into account, covering the economy, housing, transport, nature conservation, health, schools, and open spaces.

1.7 Tipton is a part of Sandwell with high levels of social and economic deprivation within a poor physical environment and infrastructure. There are committed schemes which will build on recent investment from Sandwell MBC, City Challenge and the private sector, by supporting and improving the physical and social infrastructure - Owen Street Relief Road, new schools, health centres, shops, and new housing development. The population of the plan area has declined between 1991 - 2001 mainly because of demolition of housing stock, but the population of Tipton Town has risen in the same period (allowing for boundary changes), a trend which is expected to increase as new housing sites come forward.

- 1.8 Environmentally, the AAP area experiences air and noise pollution from traffic and industry, and has a number of potential development sites with poor ground conditions. The older housing stock is in need of significant improvement, and many open spaces are suffering from under-investment. On the positive side, new residential development is in the pipeline, there is potential for improving the green space network, and the canal network provides a significant heritage resource.
- 1.9 The key community concerns identified in work carried out by Tipton Town Team relate to anti-social behaviour & crime, activities and facilities for young people, and the quality of parks, open spaces and streets. These themes were borne out by work with pupils of Alexandra School, and by the involvement of stakeholders and local residents in the early stages of plan preparation. A number of other environmental problems have been identified in the Black Country Study, and the Tipton Town Planning Statement. In summary, these are the need to improve the range and quality of the housing stock, particularly affordable housing provision; the need to modernise and diversify the economy, which still includes significant numbers of older manufacturing sites; and the poor quality of housing and the environment, which requires substantial investment.
- 1.10 Sandwell Council has developed a number of Sustainability Objectives based on the themes of developing thriving sustainable communities, enhancing and protecting the environment, ensuring prudent and efficient use of natural resources, and developing a flourishing, diverse and stable economy. These Sustainability Objectives have been used to test the objectives of the Area Action Plan. This process has identified the need to protect natural and built assets when new development occurs, to use construction techniques that minimise waste and incorporate features that use energy and water resources efficiently, and to protect sustainable employment sites from inappropriate development.
- 1.11 Reasonable and realistic options for achieving the Plan's objectives were developed during consultation on the Tipton Town Planning Statement and the Issues and Options Paper.
- 1.12 The first stage of option development considered the broader strategy within the AAP area by assessing available options against the sustainability objectives. This resulted in a strategy of allocating residential development on vacant land or marginal industrial sites, protecting sustainable employment, concentrating developer contributions (and other resources) into The Cracker and education provision, and enabling mixed development in the District Centre rather than expanding or contracting it.
- 1.13 The second stage of option development considered how a number of different sites could contribute to the identified strategy. Again, alternatives for each site were assessed against the sustainability objectives. The range of sites considered in the Issues and Options Paper was amended, by omissions and additions, as a result of the appraisal process. The social, environmental and economic effects of each option and the alternatives were considered by planning officers in the light of responses received to the Issues and Options Paper, and discussed with Tipton Town Team. This resulted in the preferred option sites put forward in the Area Action Plan.
- 1.14 The Preferred Options Document 2006 produced a number of representations, most of which were generally supportive of the overall strategy and the allocated sites and proposed uses. All the identified preferred options were confirmed. However, one objection concerning the Council's exclusion of an additional residential site was significant enough to warrant further consultation.

- 1.15 A third stage of option development and appraisal was therefore carried out. The Council prepared a further Tipton AAP (Locarno Road) Preferred Options Document 2007, concentrating on the Locarno Road area. This considered options for allocation of land between Locarno Road and Alexandra Road, and the wider implications, particularly in the light of the potential effect on the employment/residential balance, and the impact on physical and social infrastructure. Three options were considered for the Firth Cleveland site, and for the Alexandra Industrial Estate adjacent.
- 1.16 The outcome of the additional Preferred Options Stage was that the Firth Cleveland/Multi-Stroke site was considered suitable for inclusion within a residential redevelopment incorporating community open space, and that the Alexandra Industrial Estate would remain as it is, i.e. unallocated.
- 1.17 There were some difficulties in the collection of baseline information in that not all of the information is current for 2007, and there are gaps in information, which result in uncertainty in the appraisal process. Similarly there can be uncertainties in assessing what might be the effects of different options - clearly the process assists in highlighting potential sustainability implications, but the process involves value judgements as much as 'facts'.
- 1.18 The significant effects of the plan on the local environment were assessed and evaluated with the input of Tipton Town Team. The preferred options and realistic alternatives were assessed for their environmental, social and economic impacts, including those which are indirect or temporary. In terms of the proposed development sites, these had either an overall positive impact on the environment, or a neutral impact. A number of options identified in the Issues and Options Paper were omitted from the Area Action Plan during the evaluation process.
- 1.19 The major secondary effects identified are that the introduction of new residential developments will help the District Centre to become more viable, will provide more usage and surveillance of the open space at The Cracker, and will provide a source of income for its improvement. The major cumulative effects are the impact of new residential development on the physical and social infrastructure, and the combination of developer contributions towards improvement of the infrastructure. It is anticipated that the series of impacts arising from the individual sites will combine to create a larger and more accessible population close to the District Centre, a significant resource to give momentum to the improvement of The Cracker, and a major step in the transformation of the image and environment of Tipton.
- 1.20 Mitigation measures have been considered to prevent, reduce or offset possible adverse effects of the proposals. It is recognised that there is potential loss of employment from certain sites within the plan area. The identified sites are those which are more marginal in terms of the quality of their industrial infrastructure or location within residential areas; their redevelopment will be mitigated by greater protection for the remaining more sustainable employment sites and areas. The potential impact of new residential development on the physical and social infrastructure can be mitigated by significant developer contributions to open space and play space, other supporting facilities such as schools, and provision of affordable housing.
- 1.21 Sandwell's existing annual monitoring process will monitor many of the key outputs appropriate to the Tipton AAP, including dwelling completions, affordable housing completions, development and loss of employment land, and the amount of residential development close to certain services. Progress on the individual allocations within the Tipton AAP can also be monitored by the planning authority.

## 2. BACKGROUND

### Purpose of Sustainability Appraisal (SA) and the SA Report

- 2.1 The purpose of Sustainability Appraisal (SA) is to promote Sustainable Development by integrating social, environmental and economic considerations into the planning process. Sustainable Development can be defined as development which “enables all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life for future generations”. (UK Sustainable Development Strategy, March 2005).
- 2.2 “Planning authorities should ensure that sustainable development is treated in an integrated way in their development plans. In particular, they should carefully consider the inter-relationship between social inclusion, protecting and enhancing the environment, the prudent use of natural resources and economic development” (Planning Policy Statement 1: Delivering Sustainable Development, 2005).
- 2.3 Detailed guidance on Sustainability Appraisal (SA) is set out in “Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents” (ODPM, November 2005).
- 2.4 The purpose of the SA Report for the Tipton Area Action Plan (AAP) is to assess the social, environmental and economic effects of the proposals, and other options, in order to ensure that the plan reflects sustainability objectives. The SA process is not in itself the decision-making process for the AAP; it provides information to support that process.
- 2.5 The SA was carried out by Sandwell local planning authority in order that the plan-making process and the SA process are fully integrated. The framework and objectives have been derived from previous work carried out by the planning authority in preparing an environmental assessment of the Unitary Development Plan, and the outcomes of the Scoping Report carried out for the Black Country Study (the Revision of the West Midlands Spatial Strategy). The SA objectives for the Black Country Study were themselves derived from the West Midlands Sustainable Development Framework.
- 2.6 In November 2005, the Council consulted the required authorities with environmental responsibility on a Screening Statement for the Tipton AAP, and subsequently concluded that the Sustainability Appraisal should include a Strategic Environmental Assessment (SEA), in accordance with European Directive 2001/42/EC. Reference within this report to “Sustainability Appraisal (SA)” denotes Sustainability Appraisal incorporating the requirements of the SEA Directive.
- 2.7 In January 2006, the Council then consulted the required authorities with environmental responsibility, and others, on a Scoping Report for the Tipton AAP (i.e. to determine the scope of the Sustainability Appraisal Report). The Scoping Report was sent to the four statutory consultation bodies (the Countryside Agency, English Heritage, English Nature, and the Environment Agency), and also to local Councillors, Tipton Town Team, Dudley MBC, Government Office for the West Midlands, West Midlands Regional Planning Body, Advantage West Midlands, Sandwell Partnership, Sandwell Community Empowerment Network, and Black Country Chamber.

- 2.8 Five written responses were received within the consultation period, which were taken into account in preparing the Sustainability Appraisal Report. In particular, English Nature proposed that one of the plan objectives could be amended to take account of the green space network, and a number of green space standards included as indicators, and Tipton Town Team proposed that crime and play space concerns be added to the identified sustainability issues. These proposals have been implemented.
- 2.9 The Draft Sustainability Appraisal Report was sent to the four statutory consultation bodies, as part of the Preferred Options stage, and also to local Councillors, Tipton Town Team, Dudley MBC, Government Office for the West Midlands, West Midlands Regional Planning Body, Advantage West Midlands, Sandwell Partnership, Sandwell Community Empowerment Network, and Black Country Chamber. In addition, it was sent to those organisations on Sandwell's consultation database having an interest in the area.
- 2.10 Following the Preferred Options consultation period in 2006, a further Preferred Options document for the Locarno Road area was published in 2007, containing further appraisal information, some provided by an objector. Following a further consultation period, the Sustainability Appraisal has been updated to take account of factual changes and to include new information.



## The Sustainability Appraisal (SA) Process.

- 2.10 The different stages of the Sustainability Appraisal process are detailed below, with an indication of where the stages are addressed within the SA Report. The table is adapted from 'Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents', Chapter 3, Figure 5.

SA Stage	Where covered in SA Report
A1: Identifying relevant plans, policies, and programmes, and sustainability objectives.	4.1 and 4.8
A2: Collecting baseline information	4.2 - 4.4
A3: Identifying sustainability issues and problems.	4.5
A4: Developing the SA Framework	4.6 - 4.8
A5: Consulting on the scope of the SA.	2.7 - 2.8
B1: Testing the AAP objectives against the SA Framework.	4.9
B2: Developing the AAP options.	Chapter 5
B3: Predicting the effects of the AAP.	Chapter 6
B4: Evaluating the effects of the AAP.	Chapter 6
B5: Considering ways of mitigating adverse effects and maximising beneficial effects.	6.12 - 6.18
B6: Proposing measures to monitor the significant effects of implementing the AAP.	Chapter 7
C1: Preparing the SA Report.	Whole Document

D1: Public participation on the preferred options of the AAP and the SA Report.	16 October - 27 November 2006 and 19 February - 2 April 2007
D2(i): Appraising significant changes.	Undertaken as part of the Preferred Options 2007
D2(ii): Appraising significant changes resulting from representations (post-examination).	Later Stage
D3: Making decisions and providing information.	Later Stage
E1: Finalising aims and methods for monitoring.	Later Stage
E2: Responding to adverse effects.	Later Stage.

## The Strategic Environmental Assessment (SEA) Process

- 2.11 SEA is a specific requirement of European Directive 2001/42/EC, which is included in this report. For clarity, the table below identifies the components of the SA Report which make up the Environmental Report for the purposes of the SEA Directive. The table is adapted from 'Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents', Appendix 1.

<b>SEA Directive Requirements</b>	<b>Where covered in the SA Report</b>
An outline of the contents, main objectives of the plan, and relationship with other plans or programmes.	Chapter 3, and 4.1
The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan.	4.2 - 4.4
The environmental characteristics of areas likely to be significantly affected.	4.4
Any existing environmental problems which are relevant to the plan.	4.5
The environmental protection objectives which are relevant to the plan, and the way those objectives and any environmental considerations have been taken into account during its preparation.	4.6 - 4.9
The likely significant effects of the plan on the environment.	6.1 - 6.11
The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan.	6.12 - 6.18
An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken, including any difficulties encountered in compiling the required information.	Chapter 5
A description of measures envisaged concerning monitoring.	Chapter 7

A non-technical summary of the information provided.	Chapter 1
Consultation with authorities with environmental responsibility when deciding on the scope of the environmental report.	2.7 - 2.8
Consultation with authorities with environmental responsibility and the public on the plan and environmental report before adoption.	This stage (31 October - 12 December 2007).
How the environmental report and the results of consultation were taken into account during decision-making.	Chapters 2, 5, 6.
Information provided to the public following adoption of the plan.	Later stage
Monitoring of the significant environmental effects of the plan.	See Chapter 7 for information.

### **3. AREA ACTION PLAN OBJECTIVES AND CONTENT**

#### **Area Action Plan Objectives**

3.1 The initial Tipton Area Action Plan Objectives were derived from the Sandwell Plan's Strategic Choices, the key objectives of Regional Spatial Strategy, and the Sandwell Unitary Development Plan:

- 1) promote sustainable high quality residential neighbourhoods.
- 2) safeguard quality employment areas.
- 3) safeguard and enhance the natural environment.
- 4) reinforce the role of Owen Street District Centre.
- 5) enhance local education provision.
- 6) safeguard and enhance local heritage assets.
- 7) improve transport accessibility.

#### **Outline of contents of the Tipton Area Action Plan (AAP)**

3.2 The Tipton Area Action Plan (AAP) covers the area bounded approximately by Alexandra Road, Owen Street, and Bloomfield Road. The boundary is shown on Plan 1.

3.3 The area includes the Owen Street District Centre, mixed residential and industrial uses, particularly in the Alexandra Road, Bloomfield Road, and Sedgley Road West areas, a high proportion of social housing provision, particularly the Tibbington Neighbourhood, and a large area of public open space known as The Cracker. The area is crossed by national and local railway lines (which cause a severance problem at Owen Street level crossing), and contains a significant canal network, including a Conservation Area. The area contains parts of the most deprived neighbourhoods in Sandwell. There are a number of active community organisations and networks, many supported by the Tipton Town Team. There are opportunities to change land uses and focus investment to improve the social, economic, and environmental character of the area.

3.4 The purpose of the Tipton AAP is to provide a land use framework to guide development arising from a number of pressures, and seeks to balance the needs of the existing residential and business communities with the need for regeneration. The AAP plans positively for land use change, rather than depend on "windfalls" of development. It seeks to promote delivery of identified sites and introduce more certainty for the area.

3.5 "Area Action Plans should identify the distribution of uses and their inter-relationships, including specific site allocations, and set the timetable for the implementation of the proposals. Further detail, such as the layout of uses within these allocations and design requirements, may be provided" (Planning Policy Statement 12).

3.6 Whilst there was some significant investment in the physical and social infrastructure in Tipton during the City Challenge Programme (1993-1998), the area has not benefited from any current major regeneration area which cover other parts of Sandwell, such as the South Black Country/West Birmingham Regeneration Zone, Urban Living (Housing Market Renewal Area), or New Deal for Communities.

3.7 Tipton is a part of Sandwell with high levels of social and economic deprivation within a poor physical environment and infrastructure. There has been some significant public and private investment in recent years, and further such investment is needed and anticipated. However, there is still uncertainty locally about what is best for the area and there are still concerns which need addressing. The AAP provides a planning framework to guide development in this area of significant change and development pressure, and assists in reducing uncertainty for all parties.

3.8 There are committed schemes which will build on recent investment from Sandwell MBC, City Challenge and the private sector, by supporting and improving the physical and social infrastructure:

- Owen Street Relief Road (now fully approved and scheduled for completion 2010) and A4123/A461 Junction Improvement, Burnt Tree (scheduled for completion 2010, subject to statutory procedures and final financial approval)
- new school buildings at Alexandra High (rebuild scheduled for 2010) and Summerhill Primary (new school scheduled to open 2008)
- new health and community facilities (Neptune Health Centre to be expanded on-site by 2010, a new Health Centre at Glebefields anticipated for 2008, and a new Health Centre at Dudley Port scheduled for 2008)
- new retail investment in Owen Street District Centre (two new retail units granted planning permission 2006)
- new residential development (including 226 apartments and houses recently constructed at Hurst Lane, 150 on-site (apartment, houses, bungalows) on four different sites to the west of the District Centre, and 251 dwellings on-site at Bloomfield Road, and
- clearance of obsolete housing within the Tibbington Estate, and the introduction of new housing to create mixed tenure, in conjunction with action to tackle multiple deprivation and low educational attainment.

3.9 This Area Action Plan has been prepared in order to plan for the future growth of housing in Tipton, and to set that growth within the context of infrastructure, health, education and community provision. It is recognised that Tipton has seen significant housing growth in recent years and that progress has and is being made in terms of health, education, community and open space provision.

The commitments that will come forward over the next 5 to 10 years will bring significant benefits to Tipton, including new educational facilities, and improvements to accessibility. It is important that the next phase of housing growth is addressed at an early stage in order that there is an appropriate fit between development and infrastructure and services.

3.10 The AAP, whilst focusing on a number of sites, sets out to demonstrate how, through a plan led approach, housing can help to bring wider benefits to the Tipton area in general, and to the Owen Street District Centre in particular. The AAP shows how new housing provision will relate to health, education, community and open space provision. The AAP in tandem with identifying particular sites to be brought forward for housing also emphasises the importance of retaining employment within the local area. It is important that a balanced approach to land use change is adopted that recognises the importance of both building new homes and retaining a local employment role. It is also important that the provision of housing is managed through the planning system. This will ensure that those locations best suited for land use change from employment to housing are progressed as a priority, and will enable those sites to deliver quality housing that will add to choice in the Tipton area. The AAP sets out the key design issues that will have to be addressed when sites are being developed. The Council is keen to ensure that high standards of design are achieved across the Tipton area and sees this as a key driver of achieving better housing choice and achieving wider regeneration benefits for Tipton.

3.11 In summary, there are a number of issues of local and Borough concern which have been addressed by the AAP:

- the ongoing need to identify further residential land to accommodate new households in the Tipton area in high quality developments
- the need to protect local employment areas from encroachment
- the need to improve the environment by reducing pollution and investing in community open space
- ensuring continued improvements in the social and physical infrastructure, including recreation facilities and schools
- supporting further investment in local retail provision, and improving accessibility to the District Centre from existing and new neighbourhoods.

## 4. CONTEXT, BASELINE AND SUSTAINABILITY OBJECTIVES

**Context:** Links to other policies, plans and programmes.

4.1 The following tables summarise the policies, plans and programmes which are relevant to the preparation of the Tipton AAP. Objectives, targets, or indicators have been identified where appropriate, together with any implications for the AAP.

Plan or programme	Relevant objectives, targets, or indicators	Implications for Tipton Area Action Plan
<p>West Midlands Regional Spatial Strategy 2004. Promotes "Urban Renaissance" - regeneration of areas through public and private investment, economic social and environmental revival, radical improvement of the environment and outworn housing, industrial areas, and town and city centres.</p>	<p>RSS Policy UR1 identifies the need to implement urban renaissance - restructure land use and transport networks to create employment growth, new residential environments, improved environmental quality, integrate transport and join up centres. RSS Policy CF3 deals with levels and distribution of housing development. Minimum target for annual average rate of housing provision in Sandwell is 900 dwellings up to 2011, and 950 from 2011-2021. RSS Policy PA6 deals with the portfolio of employment land. Establishes hierarchy of employment land: first tier sites of regional significance, second tier sites of locally significant employment.</p>	<p>Need to ensure that the plan contributes to housing targets and considers employment land within the hierarchy.</p>



<p>West Midlands Regional Spatial Strategy, Draft Phase One Revision, The Black Country..A transformational agenda based on reversing out-migration, raising income levels, changing the socio-economic mix, and transforming the environment.</p>	<p>Examination-in-Public, Report of The Panel 2007 recommended changes including Policy CC1: Climate Change to include policies and proposals to help reduce the Black Country’s carbon dioxide emissions, and Policy QE10: Transforming the Environment of the Black Country, to give physical expression to the concept of the ‘Black Country as Urban Park’ through identification of Beacons, Corridors and Communities.</p>	<p>Need to ensure that the plan contributes to the transformational agenda identified.</p>
<p>West Midlands Sustainable Development Framework 2005. A framework based on nine sustainability principles and four key objectives for the West Midlands.</p>	<p>Contains targets relating to, for example: private car use, household energy savings, waste production.</p>	<p>Need to ensure the key policy requirements are reflected in the SA framework objectives.</p>
<p>PPS1 Delivering Sustainable Development: sets framework for specific policies in other planning statements; provides guidance to support the integration of sustainable development objectives into the preparation of plans and programmes.</p>	<p>No specific targets or objectives.</p>	<p>Consider how the plan can contribute to creating sustainable communities through mixed use developments, promoting inclusive communities and creating links between places and services.</p>
<p>PPS3 Housing. Policy objectives to meet the housing requirements of the whole community including those in need of affordable and special needs housing. Provide greater choice and a better mix in the size, type and location of housing.</p>	<p>National target of 60% new housing on previously developed land or through conversions.  Sandwell’s target in the RSS is 100%.</p>	<p>Ensure plan addresses housing requirements of whole community including affordable housing, and seeks mix of size and type. New housing must be developed on brownfield land (i.e. previously developed land).</p>
<p>PPG17 Open Space, Sport and Recreation. Includes policies regarding open space, sport and recreation and how they underpin quality of life.</p>	<p>Local authorities should set local standards based upon an assessment of need and audit of existing facilities.</p>	<p>Consider how the plan can contribute to the urban renaissance and community well-being through the provision and management of open space, sport and recreation facilities. Plan standards should be based upon an audit of existing facilities.</p>

<p>PPS23 Planning &amp; Pollution Control</p>	<p>The planning system controls the development and use of land in the public interest. It plays an important role in determining the location of development which may give rise to pollution, either directly or from traffic generated, and in ensuring that other developments are, as far as possible, not affected by major existing, or potential sources of pollution. The planning system should focus on whether the development itself is an acceptable use of the land, and the impacts of those uses, rather than the control of processes or emissions themselves.</p>	<p>The plan should take into account pollution issues e.g. where new housing is proposed close to a source of potential pollution, the risk of pollution from the normal operation of the process or the potential impacts and the extent to which the proposals address such risks will influence whether or not development should proceed. The generation of additional pollution from road traffic, the demand on natural resources and the discharges to the environment associated with any proposed development should also be considered.</p>
<p>West Midlands Local Transport Plan 2006. A framework setting out strategies and proposals for prioritising major transport investment in the region by reducing congestion, improving accessibility, reducing pollution and making transport safer for all.</p>		<p>Plan to take account of committed schemes and other transport proposals and policies identified in the LTP.</p>
<p>Birmingham and Black Country Biodiversity Action Plan 2000. Focuses on aspects of local ecology which are in need of protection or conservation, and sets targets and methods for ensuring the continued presence of wildlife in Birmingham and the Black Country in a series of habitat and species action plans.</p>		<p>Plan to protect and enhance local habitat and species.</p>

<p>Sandwell Plan 2006. The purpose of the Sandwell Plan is to promote the social, economic and environmental well-being of the Borough. "The Sandwell of 2020 will be a thriving, sustainable, optimistic and forward-looking community".</p>	<p>The main challenges are identified:</p> <ul style="list-style-type: none"> <li>Reverse the trend of people moving away from Sandwell;</li> <li>Raise income levels;</li> <li>Attract and retain more people with higher levels of skills;</li> <li>Strengthen existing businesses and diversify the economy;</li> <li>Transform the environment, to protect and enhance it, and to create a safe, attractive and healthy place to live and work, with a particular need to improve housing quality and choice;</li> <li>Make Sandwell an enjoyable place to live, which is safe and known for its quality services and facilities.</li> </ul>	<p>Need to ensure that the plan's objective and allocations address the main challenges for Sandwell.</p>
<p>Sandwell Unitary Development Plan 2004. The UDP sets the appropriate land use framework for Sandwell in order to help develop future initiatives that will contribute to the regeneration of the Borough.</p>	<p>The Plan covers Strategic Objectives, Housing, Economy &amp; Employment, Transport, Shopping and the Role of Centres, Open Space, Nature Conservation, Urban Design, Community Services, Physical Constraints on Development, Waste Management, Telecommunications, Conservation and Heritage, Minerals, Development Control Policies, and Insets for particular geographic areas.</p> <p>There is also Adopted Supplementary Planning Guidance for Community Safety, Residential Design Guidance, and Cycling, and Adopted Supplementary Planning Document for Affordable Housing.</p>	<p>The policies and proposals contained in the AAP need to be in conformity with those in the UDP.</p>
<p>Sandwell Air Quality Action Plan.</p>	<p>The whole of Sandwell is an Air Quality Management Area for annual average nitrogen dioxide levels. A co-ordinated borough-wide action plan will be produced to address the causes of pollution and to adopt effective control measures.</p>	<p>Plan should take account of the effects on air quality in the locality.</p>

<p>Sandwell Economic Development Strategy. This document seeks to provide clear direction for the future economic development of Sandwell to support delivery of the Borough's Community Strategy and specific strategic objectives of partners.</p>		<p>Plan should support the economic strategy for the Borough.</p>
<p>Tipton Housing Strategy 2006.</p>	<p>Outlines a number of challenges for the Town, including:</p> <ul style="list-style-type: none"> <li>* a surplus of social housing, mainly 1 and 2 bedroomed flats</li> <li>* a need for more affordable housing suitable for families</li> <li>* a need for more family housing to attract people to or retain them in Tipton</li> <li>* the need for supported housing for elderly people</li> <li>* action to improve unpopular estates</li> <li>* more housing suitable for ethnic minority families.</li> </ul>	<p>Plan must assist the key objectives of the Sandwell (and Tipton) Housing Strategy, particularly the need for more family housing and more affordable housing.</p>
<p>Black Country &amp; Telford Housing Market Area</p>	<p>This prospective initiative seeks to introduce interventions in the housing market to remedy depopulation, social polarisation, and decline in the urban form.</p>	<p>Housing objectives and proposals should complement the aims of the initiative.</p>

<p>Towards 2010. A plan to invest in local health and social care services and buildings in Sandwell (and Birmingham).</p>	<p>Aims are to:</p> <p>Help people become healthier .</p> <p>Help people look after their own health and well-being</p> <p>Provide services that are easier to access and more local</p> <p>Provide services that meet the needs of local people, particularly people from black and minority ethnic communities who often have difficulty in accessing services</p> <p>Provide more suitable and convenient alternatives to going to hospital</p> <p>Look at the way we use new technology, equipment, buildings and the way we carry out services</p> <p>Provide more comfortable surroundings for people using our services so they can have more dignity and privacy</p> <p>Help make our area a better place to live and work - by providing more jobs and creating a better environment.</p>	<p>Consider how the plan can assist the 2010 aims, either specifically in terms of locations for facilities, or generally in terms of improving the environment.</p>
<p>Sandwell School Organisation Plan 2004/2009. Sets out how the LEA will provide primary and secondary education.</p>	<p>Policies and principles for education provision set out. Particular proposals for Tipton set out.</p>	<p>Ensure plan takes account of local proposals. Ensure links between residential growth and schools provision.</p>
<p>Sandwell MBC Sustainable Development Strategy</p>	<p>Draws together the Council's strategies and action plans in order to integrate sustainability issues into all Council policies and activities.</p>	<p>Sustainability appraisal to consider the contribution the plan makes to sustainability objectives.</p>
<p>The Arc of Opportunity (Dudley Sandwell Birmingham)</p>	<p>A programme of funding designed to stimulate enterprise in business, develop a skilled workforce, and enable the renaissance of priority centres.</p>	<p>Identify whether funding is available to support plan objectives or proposals.</p>

<p>Sandwell Parks and Green Spaces Strategy 2001</p>	<p>The strategy aims to provide high profile parks and green spaces with a wide range of facilities in partnership with local groups.</p>	<p>Ensure the plan takes account of policies and proposals contained in the green space strategy.</p>
<p>British Waterways. Seeks to conserve, improve, and promote inland waterways, including as a catalyst for regeneration.</p>		<p>Incorporate proposals from BW into plan, and identify any further issues to be addressed.</p>

**Baseline information - including environmental, social and economic characteristics**

4.2 Major changes are expected in Tipton during the period of the AAP, regardless of proposals contained in the AAP. There are committed schemes which will build on recent investment from Sandwell MBC, City Challenge and the private sector, by supporting and improving the physical and social infrastructure:

- Owen Street Relief Road (scheduled for completion 2010) and A4123/A461 Junction Improvement, Burnt Tree (scheduled for completion 2010, subject to statutory procedures and financial approval)
- new school buildings at Alexandra High (rebuild scheduled for 2010) and Summerhill Primary (new school scheduled to open 2008)
- new health and community facilities (Neptune Health Centre to be expanded on-site by 2010, a new Health Centre at Glebefields anticipated for 2008, and a new Health Centre at Dudley Port scheduled for 2008)
- new retail investment in Owen Street District Centre (two new retail units granted planning permission 2006)
- new residential development (including 226 apartments and houses recently constructed at Hurst Lane, 150 dwellings on-site (apartment, houses, bungalows) on four different sites to the west of the District Centre, and 251 dwellings on-site at Bloomfield Road)
- clearance of obsolete housing within the Tibbington Estate, and the introduction of new housing to create mixed tenure, in conjunction with action to tackle multiple deprivation and low educational attainment.

4.3 "Baseline information provides the basis for predicting and monitoring effects, and helps to identify problems and alternative ways of dealing with them. Baseline information consists mainly of indicators, although both quantitative and qualitative information can be used" (ODPM). Much

of the baseline information is at either Borough level or Tipton Town level, whilst other information relates to wards or specific small neighbourhoods. Most of the Area Action Plan is within Tipton Green Ward, with small parts in Princes End and Great Bridge. Not all of the information is current, and there are gaps in information, which result in uncertainty in the appraisal.

4.4 Social, environmental and economic information is provided in the following tables. It is acknowledged that there is naturally an overlap between these groupings; the tables are used to assist in clarifying the issues.

## Social Issues

Indicator(s)	Data for Tipton and/or Sandwell	Targets and trends	Data source
Population of the Plan Area 1991 to 2001		Population of plan area declined by 7.8% between 1991 and 2001, mainly through demolition of housing stock in the area.	Census 1991, 2001. Sandwell Neighbour-hood Intelligence Project (SNIP).
Population of Tipton Town 1991 to 2001		Population of Town has risen by 7.4% from 1991 to 2001 - against the trend for the Borough (3.4% decline), (allowing for boundary changes which have occurred).	Census 1991, 2001. SNIP.
% of Towns SOAs <sup>1</sup> within the worst 20% nationally, and in Sandwell .		In IMD 2004, Tipton has a higher proportion of its SOAs within the most deprived categories than Sandwell overall. 20 out of 24 of its SOAs are within the worst 40% nationally and it fairs worst out of all the Sandwell Towns on the Education, Skills and Training domain. In IMD 2005, Tibbington is the 2nd most deprived part of Sandwell, and is in the most deprived quartile for all except one indicator.	Index of Multiple Deprivation (IMD) 2004
IMD Income		Sandwell is one of the most deprived districts in England (1998 - 7 <sup>th</sup> most deprived). Tipton has lower incomes than the Borough average.	Index of Multiple Deprivation (IMD) 2004
IMD Employment		Tipton Green and Princes End have higher unemployment than the Borough average (6.3% to 5.3%).	Index of Multiple Deprivation (IMD) 2004



Standardised ratio of Limiting Long-term Illness		National average is 100; any higher score is worse than average. Tipton (124.5) is worse than the Sandwell average of 121.1.	Index of Multiple Deprivation (IMD) 2004
IMD Education Skills & Training		Tipton has lower educational attainment than the Borough average. Tibbington is the most deprived neighbourhood in the Borough in this respect.	Index of Multiple Deprivation (IMD) 2004
IMD Barriers to Housing and Services		Sandwell has a surplus of social housing of certain types, and most parts of the Borough are physically close to services and public transport.	Index of Multiple Deprivation (IMD) 2004
Reported Crimes	2003 - 800 2004 - 601 2005 - 574	Reported crime in Tipton has been reduced by additional targeted policing.	Tipton Town Team.
Housing Tenure	%owner-occupation -50.5 % council rented - 36.2	Owner-occupation is lower than Borough average (60.3%) and Council rented is higher than average (26.6%).	Census 2001.
Ethnic composition		Tipton has lower proportions of BME populations. The majority of this population lives outside the plan area.	Census 2001
Sports activity	In Sandwell, 14.9% take part regularly in sport & active recreation (lowest in West Midlands; national figure 21%). 3% volunteer to sport weekly (lowest in West Midlands; national figure 4.7%)	Not stated, but national figure could be a target.	Active People Survey 2006
Sports facilities	Playing fields at schools, and The Cracker (Tibbington Open Space). Tipton Sports Academy and Tipton Swimming Centre within a kilometre of the centre of the area.	New and improved facilities desired.	SMBC

## Environmental Issues

Indicator(s)	Data for Tipton and/or Sandwell	Targets and trends	Data source
Standards for accessible natural greenspace		A greenspace of at least 2ha <300m from home; a Local Nature Reserve provision (minimum of 1ha. per thousand people); at least one greenspace of 20ha. within 2km of home, one 100ha. site within 5km of home, and one 500ha. site within 10km.	English Nature
Play provision	Audit identified quantity of green space and play space adequate, but quality is generally poor.	Targets are Local Equipped Area for Play within 400m of home, Neighbourhood Equipped Area for Play within 1000m, Strategic Equipped Area for Play within 2000m.	Greenspace Strategy. Greenspace Audit 2005.
Local nature conservation designations.	Parts of the Cracker Open Space contain a designated SINC and SLINC. A site at Factory Road is also a SLINC.	Protected habitat and species at Princes End SINC: calcareous grassland (with blue fleabane & common centaury). Princes End SLINC: grassland. Habitat still in place, although in need of maintenance.	UDP. Greenspace Audit 2005. Eco Record.
Special Areas of Conservation	The nearest such sites are Fen Pools (Brierley Hill) and Cannock Extension Canal.	These sites are 3 miles and 10 miles away. There should be no proposals in the AAP which significantly effect these sites. See Appendix 1: Appropriate Assessment.	www.jncc.gov.uk.
Cultural heritage importance and condition. Number and status of designations	There is one Conservation Area - Factory Locks, 2 Listed Buildings (the Boat Gauging House, the Fountain PH), and Listed canal structures.		Sandwell Historic Environment Record

Dereliction, contaminated land, ground conditions	No figures available	Site contamination is a normal expectation in many parts of Sandwell.	SMBC
Flood Zones	The natural flood plains of the Tipton and Swan Brooks are classified as being within Flood Zones 2 and 3.	Flood Zone 3 is the high risk zone, covering all land where there is a 1%+ chance of flooding from rivers in any one year. Flood Zone 2 is the low to medium risk zone, covering all land where there is a 0.1%-1% chance of flooding from rivers in any one year.	Environment Agency
Development and Flood Risk	High Level Target 5 (HLT5)	EA objects to developments which could be at a risk of flooding or are likely to increase flood risk elsewhere, and objects where a detailed assessment of flood risk needs to be carried out. (and to Development Plans which do not have flood risk statements or policies).	
Water Quality	Tipton Brook and Swan Brook run through the area, and are both of poor quality.	Swan Brook and Tipton Brook water quality is classed as RE5 (worst class for water quality). General River Quality for Swan Brook is C (fairly good) and for Tipton Brook is E (poor). The reasons for poor quality are complex, but due in the main to urban run off and poor connections.	Environment Agency
Air Quality	All of Sandwell is in an Air Quality Management Area; no part of the plan area is designated a "hotspot".		SMBC
Noise Pollution. Statutory nuisances	Legal action is being taken against one local firm as a result of continued pollution.	Civil action by 40 residents 2007.	SMBC

## Economic Issues

Indicator(s)	Data for Tipton and/or Sandwell	Targets and trends	Data source
Jobs in the Sandwell economy	1998-2001: number of full-time jobs fell by 5.1% (UK = 3.1%).		Sandwell Economic Strategy (S.E.S)
Number of economically active	1999-2001: Sandwell fall from 75.9% to 75.3% (UK 78.7% to 78.6%).		S.E.S
Average annual gross earnings for full-time employees.	1999-2002: Sandwell score fell from 90.6% of UK level to 86.6%.	Reflects high dependence on low value manufacturing.	S.E.S
Gross Value Added per hour worked	West Midlands has the lowest GCVA per hour of any UK region.		S.E.S
GDP per head of population	2003: Sandwell and Dudley together produce only 83% of gross value per head for UK.		S.E.S
Manufacturing/service sector employment ratio.	1991-2001: number of manufacturing jobs in Sandwell declined by 22.7%		S.E.S
Share of foreign direct investment	West Midlands received 12.4% in 2000/1 - highest outside London/SE.		S.E.S
Total number of VAT-registered businesses per 10,000 population.	1997-2001: up from 203.25 to 219.16 (UK 291.79 to 299.73),	Perhaps reflects high proportion of small businesses.	S.E.S

**Main social, environmental and economic issues and problems identified**

4. 5 The main social, environmental and economic issues and problems have been identified from a number of different sources in the baseline information, particularly from sources which have already collated this information, such as the Black Country Study, the Tipton Town Planning Statement, and Tipton Town Team.

<b>Key Issues and Problems</b>	<b>Source</b>
<p>Some areas have high levels of deprivation including poor health, crime, housing quality, education and skills;</p> <p>some areas have a poor quality environment including biodiversity, soil, air and water quality;</p> <p>there is concern about traffic growth and the impact on climate change;</p> <p>there is a need to modernise and diversify the economy;</p> <p>there is a need to improve the quality and range of the housing stock.</p>	<p>Emerging sustainability issues from the Black Country Study.</p>

### **Demand for Housing Land:**

Despite a projected decline in population, there is a projected growth in the number of households in the Borough due to new household formation.

The Sandwell Housing Needs Survey 2002 indicates that many households will be unable to purchase a home even at the lower end of the open market.

The Tipton Housing Strategy 2003 outlines challenges for the Town:

- a surplus of social housing, mainly 1 and 2 bedroomed flats;
- a need for more affordable housing suitable for families;
- a need for more family housing to attract people to or retain them in Tipton;
- the need for supported housing for elderly people;
- action to improve unpopular estates;
- more housing suitable for ethnic minority families.

### **Pressure on Industrial Land**

The UDP notes that manufacturing still remains an important part of Sandwell's economy despite its general decline.

There is a shortage of good quality industrial land in the Borough, and there is continuing pressure to re-use existing industrial land for housing and other purposes.

### **Strategic Regeneration Sites and Town Centres**

There are no strategic regeneration sites identified within the Tipton Town area.

Within Tipton, there is one designated Town Centre - Great Bridge. Further down the hierarchy, Owen Street is a designated District Centre, and Princes End is a designated Local Centre. Major growth in these centres is unlikely in the near future.

The Tipton Town Planning Statement, (Adopted Council Policy 2004), identifies a number of key issues derived from the Unitary Development Plan (UDP).

## **Transportation**

Tipton is relatively well served in terms of transportation, although there are perceived gaps in the bus network.

There is an extensive canal network, which provides opportunities for walking and cycling.

There are number of schemes in preparation to improve the transportation infrastructure locally: Owen Street Relief Road; A4123/A461 Junction Improvement, Burnt Tree; Midland Metro - Wednesbury to Brierley Hill; Bus Showcase Routes 311 and 87; A461 Corridor Improvement.

## **Open Spaces, Green Spaces and Play Space**

The Town has three substantial 'traditional' parks, which are priorities for investment in 2003-2008 (Victoria, Jubilee, and Farley).

There is a large number of smaller parks, open spaces and play areas.

There is a continuing demand on the facilities within the parks, which need to be maintained to a high standard.

There is a demand for further provision of local and neighbourhood facilities where gaps are identified.

Tipton also has the unusual issue of provision and management of grazing land for horses and the management of the livestock.

Canals in Tipton are a longstanding and valued part of the Town, and they have great historical and heritage value.

There is considerable nature conservation value in the canal network, which provides valuable habitats for flora and fauna.

There are 26 Listed Buildings in Tipton, which are statutorily protected. 16 of these are canal structures, including locks and footbridges.

<p><b>Support for Health, Social and Community Facilities</b></p> <p>The Rowley Regis and Tipton Primary Care Trust is currently assessing health needs and provision within Tipton. This work is not yet complete, but indications are that Neptune Health Centre is not accessible to some parts of the town, and that other smaller centres are in need of development or redevelopment.</p> <p>There is also concern about public transport provision across Tipton, and how health facilities can provide sufficiently for people moving in to new residential developments.</p>	
<p>The impact of major new housing development on school places and other services.</p> <p>The poor state of local shopping centres at Great Bridge, Owen Street, and Princes End and concerns about anti-social behaviour and crime.</p> <p>Poor quality open spaces left in a state of disrepair, including flytipping and overgrown grass.</p> <p>The dislocation caused by Owen Street Level Crossing.</p> <p>Crime and anti-social behaviour and the need to design out crime in physical developments, particularly linear parks and open spaces.</p> <p>Improved activities and facilities for young people both within buildings and parks and open spaces.</p> <p>Low access to private transport leading to reliance on a currently poor public transport network to access key services.</p> <p>Concerns about problems arising from the misuse of rights of way and the closure of gullies.</p>	<p>The key issues identified by local communities in Tipton Town, as expressed through consultation events held by Tipton Town Team during the last two years.</p>



<p>Pollution from certain industrial sites.</p>	<p>Sandwell MBC. Private Legal action by residents.</p>
<p>The AAP area is intersected east-west by the Tipton Brook, some of it in open channel, but mostly in a culvert. The lower reach of Swan Brook runs north-south. These brooks (designated 'main river') converge at Upper Church Lane. The EA seeks to maintain an open corridor alongside both open channels and culverts. Where redevelopment affords the opportunity, the EA considers reinstatement of the watercourse into open channel to be beneficial.</p>	<p>Environment Agency</p>
<p>The Cracker: Positive things were the natural features of the area, with some facilities present. The negative things were various forms of antisocial behaviour making it feel unsafe, and the condition of much of it is poor, unlit, and not maintained. Improvements could centre on making it more secure, improving its appearance, and increase the facilities for young people.</p> <p>Owen Street District Centre: Owen Street lacks a variety of shops and attractions, looks unattractive, and is difficult to get to because of the level crossing. Improvements to the Centre should include the proposed Relief Road, introducing more buses, making it more attractive and creating some activity.</p> <p>Housing: New housing could be built where it is needed, but pollution should be dealt with, and there should be other facilities with new housing, particularly open space. The main qualities are for housing to be attractive, fit the size of families wanting to live in Tipton, affordable, environmentally friendly, and with somewhere to play or socialise.</p> <p>Leisure: Open space needs to be improved as there needs to be more things to do in a safer environment. Children identify the need for more activities in a safe place, areas sheltered from the weather, spaces for socialising, playing or relaxing, and somewhere that is attractive.</p>	<p>Issues and problems identified by pupils at Alexandra High School</p>

## The SA Framework

4.6 The SA Framework enables plan objectives to be assessed against a set of sustainability objectives. The sustainability objectives are different to the plan objectives, and need to be appropriate to the scope and coverage of the level of the plan, in this case, an Area Action Plan concerned with a small part of Tipton.

4.7 There are four West Midlands Key Objectives, each with a set of specific objectives, contained in the West Midlands Regional Sustainable Development Framework 2005. The four key objectives are sustainable consumption and production, climate change and energy, natural resource protection and environmental enhancement, and sustainable communities. These West Midlands Objectives have been adapted for use in the Borough of Sandwell. It is not considered necessary to derive further specific SA objectives specifically for a small part of Tipton. The Sandwell SA objectives are considered suitable to apply to the Tipton AAP. These are listed below.

4.8 Sustainability Objectives for Sandwell (and for Tipton)

### *Develop Thriving Sustainable Communities*

- 1) Increase the opportunities for all communities and stakeholders to participate in and contribute to decisions which affect their quality of life within Sandwell
- 2) Reduce crime, fear of crime and anti-social behaviour
- 3) Improve health and reduce inequalities in access to health and social care
- 4) Reduce poverty and disadvantage, taking into account the particular difficulties of those facing multiple disadvantage
- 5) Improve access to education and lifelong learning for all
- 6) Improve access to services for all
- 7) Increase cultural and recreational activity for all communities
- 8) Provide decent homes for all

## *Enhance & Protect the Environment*

- 9) Value, enhance and protect built environment assets
- 10) Value, enhance and protect important natural assets including biodiversity
- 11) Encourage high quality, attractive and safe built and natural environments
- 12) Improve air, water and soil quality
- 13) Reduce contributions to climate change through energy efficiency and use of renewable energy

## *Ensure Prudent and Efficient Use of Natural Resources*

- 14) Conserve natural resources
- 15) Increase transport choice and reduce the need to travel
- 16) Minimise growth in waste and encourage re-use, recycling and recovery

## *Develop a Flourishing, Diverse and Stable Economy*

- 17) Improve and regenerate the economy to provide jobs for all
- 18) Increase high quality employment opportunities whilst recognising the contribution of unpaid work
- 19) Ensure everyone has the skills they need to access the job they want
- 20) Increase the development of new businesses by making Sandwell an attractive location to start, expand or relocate a business

## **Testing the AAP Objectives against the SA Framework**

4.9 The testing of SA objectives against the plan objectives is intended to show where there may be possible conflicts between them, and to identify whether any of the objectives could be improved. A simple matrix (see following page) was used to illustrate where objectives are compatible, in conflict, or neutral. The majority of objectives are compatible or neutral. Some of them indicate a possible conflict. In these cases, potential mitigation measures need to be considered. Plan objectives are listed as originally drafted.

**Plan Objective 1 (new high quality homes) vs. SA Objective 9 (protect built environment assets):** possible conflict because new housing development may result in demolition or alteration of buildings or structures of local value. Listed Buildings and structures will be protected; conflict will be reduced by assessing early the value of other non-listed but potentially valuable buildings and structures.

**Plan Objective 1 (new high quality homes) vs. SA Objective 10 (protect natural assets):** possible conflict because new housing development may result in loss of or damage to natural assets. Designated nature conservation areas receive some protection. Conflict will be reduced by identifying other natural assets of value, ensuring that design and layout takes account of them, and ensuring any necessary compensatory or enhancement measures are taken.

**Plan Objective 1 (new high quality homes) vs. SA Objective 14 (conserve natural resources):** possible conflict because new housing development will require use of natural resources. New housing development must comply with the need to promote sustainable travel, achieve energy efficiency, and minimise waste.

**Plan Objective 2 (employment and economic base) vs. SA Objective 8 (decent homes for all):** possible conflict as the need to provide more housing to meet local need may result in redevelopment of employment sites. Conflict will be reduced if marginal employment sites are redeveloped, and sustainable employment sites are protected.

**Plan Objective 2 (employment and economic base) vs. SA Objective 14 (conserve natural resources):** possible conflict where some local employment sites may be inefficient in use of natural resources due to their particular production methods. New employment development will require use of natural resources. Conflict will be reduced if inefficient employment sites are improved or redeveloped. New employment development must comply with the need to promote sustainable travel, achieve energy efficiency, and minimise waste.

**Plan Objective 4 (regeneration of District Centre) vs. SA Objective 14 (conserve natural resources):** possible conflict because new development in and around the District Centre will require use of natural resources, particularly the proposal to construct a Relief Road. The road proposal is regarded by most parties as a priority measure, its construction will therefore need to meet the highest standards in order to reduce to a minimum the use of natural resources. The rationale for the road includes the improvement to sustainable public and private travel which will result from removing a major congestion point.

**Plan Objective 7. (improve transport accessibility) vs. SA Objectives 12 (air, water, soil quality), 13 (climate change contribution) and 14 (conserve natural resources):** there is possible conflict with all three of these SA objectives depending on which modes of transport become more accessible. Greater use of private cars will conflict with improving air quality, reducing contributions to climate change, and conserving natural resources. It should be noted however, that the environmental case for the Owen Street Relief Road includes the reduction of pollution from standing traffic at the level crossing. The increase in accessibility for public transport modes will reduce the level of conflict with these objectives.

Plan Objectives	Sustainability Objectives. Positive compatible (✓) Broadly neutral (-) Possible conflict (x)																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
1. Provide a mix of new high quality homes to meet local and future needs, including affordable homes.	-	✓	✓	✓	-	✓	✓	✓	x	x	✓	-	✓	x	-	✓	-	-	-	✓
2. Support sustainable local employment opportunities, and the introduction of new jobs to diversify the economic base	-	✓	✓	✓	✓	✓	-	x	-	-	✓	-	-	x	✓	✓	✓	✓	-	✓
3. Enhance the green space network for all users.	-	✓	✓	-	-	✓	✓	-	-	✓	✓	✓	-	✓	-	-	-	-	-	✓
4. Aid the regeneration of the Owen Street District Centre	-	✓	✓	✓	-	✓	-	-	-	-	✓	-	-	x	✓	✓	✓	✓	-	✓
5. Facilitate improvements to local education provision, particularly those required as a result of new residential development	-	✓	✓	✓	✓	✓	✓	-	-	-	✓	-	-	-	-	-	✓	✓	✓	✓
6 Protect & enhance the best of the local heritage	-	-	✓	-	✓	✓	✓	-	✓	✓	✓	-	-	✓	-	-	-	-	-	✓
7. Improve accessibility for all modes of transport through and within the plan area.	-	✓	✓	✓	✓	✓	✓	-	-	-	✓	x	x	x	✓	✓	✓	✓	-	✓

## 5. DEVELOPING THE AREA ACTION PLAN OPTIONS

### Early involvement

5.1 The background to the process involved in preparing the Area Action Plan is important, as it demonstrates the lengthy period of local discussions which took place in the early stages. The input received during this period was central to the Issues and Options Paper distributed in early 2006, and how the main options were identified.

5.2 The formal issues and options stage of the Tipton Area Action Plan, as set out in the approved Sandwell Local Development Scheme, began in January 2005. However, prior to this formal stage, there was a period of preparatory work based on the Sandwell Unitary Development Plan (UDP), which was Adopted in April 2004. Following the adoption of the UDP, and prior to the introduction of the new Local Development Framework, Town Plans were prepared and adopted as Supplementary Planning Guidance for three of Sandwell's Six Towns - Rowley Regis, Smethwick, and West Bromwich. With the advent of the Local Development Framework, it was not possible to complete Town Plans for the remaining three towns - Oldbury, Tipton, and Wednesbury. Instead, the Council prepared a Town Planning Statement for each of them.

5.3 The Tipton Town Planning Statement set out the land use context for Tipton Town, analysed the relevant planning issues based on the Adopted UDP, and identified parts of Tipton where it might be necessary for Area Action Plans to be prepared in future. The Tipton Town Planning Statement was approved by the Cabinet Member for Environment & Transport in November 2004 as the basis for further examination of the issues with the Town Team and other key partners. It was also approved that the Statement, and issues arising from these discussions with key partners, be used to inform the content of the Council's Local Development Scheme.

5.4 As the Sandwell UDP was adopted in April 2004, the Council has "saved" most of the policies until 2010, while the new documents under the Local Development Framework are being prepared. The Tipton Town Planning Statement, and the Tipton Area Action Plan are therefore based on the Council's current planning framework.

5.5 The Tipton Town Planning Statement identified a number of key issues for the area, which were addressed in the UDP:

\* Demand for housing land - including household growth, deprivation levels, housing needs survey, Tipton Housing Strategy, completion statistics, remaining capacity, policy on "non-conforming" industrial sites, and the need for a detailed planning framework for Bloomfield Road area and Locarno Road/Alexandra Road.

\* Pressure on industrial land - including market pressures, Key Industrial Allocations, Business Zones, and two current industrial areas considered suitable for comprehensive redevelopment for residential use.

*"The first area is Locarno Road/Alexandra Road, where there are a number of industrial uses in a largely residential environment close to Owen Street District Centre. In addition, there is a large vacant site, the former Little Burton Estate, which would be suitable for residential development if the local environment were free from pollution in the form of noise and dust.*

*The second area is Bloomfield Road, where there is a mix of land uses including large older industrial sites, small industrial units, residential, and open space. One or more of the industrial sites is likely to come forward for redevelopment for other uses, and it will be necessary to ensure that such proposals are compatible with remaining uses".*

\* Strategic regeneration sites and town centres - including the lack of strategic regeneration sites in Tipton, policy on Town Centres, District Centres, and Local Centres, and the likely emphasis on consolidation of Owen Street District Centre.

- \* Transportation - including the network in Tipton, and specific local schemes, particularly the Owen Street Relief Road, and the A4123/A461 Burnt Tree Junction Improvement, and the Midland Metro Wednesbury - Brierley Hill.
- \* Open spaces, green spaces and play space, and heritage - including local green space provision and issues, the use of planning gain for improvements, the audit of green space, and the canal-based heritage.
- \* Support for health, social and community facilities - including pressure of new residential development on existing facilities, policy options for addressing this, and health needs and provision.
- 5.6 In addition, community concerns identified by work undertaken by Tipton Town Team were addressed. (These are detailed in the table in paragraph 4.5). Many of these concerns have been current for some time, and raised in various arenas, such as Town Committee. A number of similar concerns were raised at a Stakeholders Event held by Tipton Town Team in September 2004 - "Strategic Way Forward". Issues raised in all these forums have informed the development of issues and options, together with market pressures and expressions of interest from land and property holders and their agents.
- 5.7 The Tipton Town Planning Statement also identified a number of areas that would benefit from the preparation of Area Action Plans, which would provide a planning framework in areas of significant change and/or development pressures. These were identified as:
- Great Bridge Town Centre  
Locarno Road/Alexandra Road  
Bloomfield Road  
Park Estate  
Owen Street  
Dudley Port.
- 5.8 Further examination of these potential AAP areas for inclusion in the Local Development Scheme identified that three of them (Locarno Road/Alexandra Road, Bloomfield Road, Owen Street) contained similar and inter-related issues, and there would be significant benefit in combining them into one Area Action Plan. The remaining three potential areas were put further back in the programme as the identified issues had a longer timescale.
- 5.9 The Tipton Town Planning Statement was presented to Tipton Town Committee in February 2005 as part of the process of front-loading the Area Action Plan process. Sandwell's Town Committees are appointed to involve, consult and represent the community on local issues and on the various policies and strategies of the Council; to consider and to determine the allocation of the local area budget; and to be consulted by the Executive and by the Council, as appropriate, on such matters as major developments, changes to local services and facilities and traffic management issues. The presentation concentrated on the proposal to prepare one AAP for Tipton, mainly in the area broadly bounded by Alexandra Road, Bloomfield Road and Owen Street. A number of questions were asked from the floor to clarify the issues; no objections were expressed to the course of action discussed.
- 5.10 The Town Planning Statement was distributed to those present (Councillors, members of the public, and officers), and subsequently provided to local organisations and stakeholders, either on request or at meetings. In 2005, a number of meetings were held with interested parties, including the Tipton Traders Association, the owners of a major part of the District Centre, residents of Locarno Road, local Ward Councillors, the Tipton Green Ward Meeting (local residents forum), British Waterways, and appropriate Council Divisions. Two "Planning For Real ®" events organised by Sandwell Housing and Sandwell Homes were held for residents of the Tibbington Estate in order to seek their views on local issues.

An article was included in the Tipton Voice which was distributed to all households in the Town, and four Town Team meetings were attended to discuss issues arising.

5.11 Sandwell's Town Teams have been established to ensure that communities can participate at a neighbourhood level and articulate their concerns, needs and aspirations for the neighbourhood. They also champion community concerns at neighbourhood/town level in order that the Sandwell Partnership acts collectively in addressing those concerns.

5.12 Many of the issues raised during this early stage were then incorporated into an Issues and Options Paper, approved for consultation by the Cabinet Member for Regeneration and Transport in December 2005. The Issues and Options Paper covered the key local social, economic and environmental features of the AAP area and six plan objectives concerned with housing, employment, green space, the District Centre, education provision, and local heritage. This was sent to statutory consultees, local groups and organisations, and other interested parties, and a response requested by the end of May 2006. The Paper was also used at Tipton Town Committee and Tipton Town Team as an aid to discussion of the local planning issues and the possible sites for development. A consultation day, based on the issues and options, was held with pupils of Alexandra High School.

### Option Development

5.13 Option development was carried out in two stages. Firstly, alternative ways of meeting the plan objectives were considered. Given that the AAP is essentially based on policies within the Adopted Sandwell UDP, this stage was concerned with identifying reasonable and realistic options for achieving objectives at a very local level. Inevitably, there are fewer options at the local level than at Borough or Black Country level. Secondly, when the strategy for the AAP area had been established, a number of site allocations to support this strategy were identified and considered against the sustainability objectives.

### First Stage: How social, environmental and economic issues were considered in choosing the preferred strategy

5.14 First stage: alternative ways considered for meeting the plan objectives.

*1. How to provide a mix of new high-quality homes to meet local and future needs, including affordable homes.*

1a. maximise housing opportunities by developing vacant land, low value open space and available employment land/sites.

1b. restrict new housing development to local needs to be met on existing vacant land, and meet future needs elsewhere.

1c. allocate residential sites on vacant land and marginal employment land/sites within or adjacent to existing residential areas.

*2. How to support sustainable local employment opportunities and the introduction of new jobs to diversify the economic base.*

2a. protect existing employment land/sites from redevelopment for other uses.

2b. allocate employment sites on vacant land within or adjacent to existing employment areas.

2c. allow redevelopment of marginal employment sites for other uses, and not on established areas/sites.

2d. designate employment sites for B1 use (office-based employment).

*3. How to enhance the existing open spaces and green spaces for all users.*

3a. allocate available resources to all existing open spaces and green spaces, including the canal network.

3b. concentrate available resources into the major open space (The Cracker) and allocate minimal resources to other spaces.

*4. How to aid regeneration of the Owen Street District Centre (assuming completion of the Relief Road in 2009).*

4a. encourage retail development and redevelopment within the existing District centre boundary.

4b. encourage mixed use development and redevelopment within the existing District Centre boundary.

4c. expand the District Centre, and allow new retail development outside its current boundaries.

4d. reduce the size of the centre to concentrate available retail uses.

*5. How to facilitate improvements to local education provision, particularly that required as a result of new residential development.*

5a. require developer contributions to education provision from all residential developments in the plan area.

5b. require developer contributions from large (to be defined) residential developments in the plan area.

*6. How to protect and enhance the best of the local heritage.*

6a. protect the archaeological heritage during and after development.

6b. prevent development of areas identified as having archaeological interest.

6c. enhance the designated Conservation Area.

3b. concentrate available resources into the major open space (The Cracker) and allocate minimal resources to other spaces.

4b. encourage mixed use development and redevelopment within the existing District Centre boundary.

5b. require developer contributions from large (to be defined) residential developments in the plan area.

6a. protect the archaeological heritage during and after development, and 6c enhance the Conservation Area.

5.15 Following sustainability appraisal of the strengths and weaknesses of the alternatives, it was decided to develop a strategy for the Area Action Plan comprising the following elements:

1c. allocate residential sites on vacant land and marginal employment land/sites within or adjacent to existing residential areas.

2c. allow redevelopment of marginal employment sites for other uses, and not on established areas/sites.



## Methodology

5.16 In a small area such as the AAP covers, it was decided that a proportionate and reasonable way of appraising both the alternative strategies and the alternative options was to use a simplified version of the matrix suggested in SA Guidance Appendix 11, whereby the alternatives were “scored” against the sustainability objectives. This method is to assign a numerical value to the impacts as follows (+ = +1, ++ = + 2, - = -1, -- = -2, o = 0) giving an indicative sustainability “score” for each option. This is not used to choose any particular strategy or option, but is used to assist in identifying the sustainability effects of each alternative.

5.17 Summary of sustainability appraisal for the identified AAP strategy:

1c achieves a high level of residential development, although it has an impact on some employment sites; it is the most sustainable of the three options.

2c is necessary if 1c is chosen; it is not the most sustainable option, but it is broadly neutral overall as only marginal sites would be redeveloped whilst established sites would be protected.

3b is marginally the better of two highly sustainable options for improving open spaces.

4b provides for mixed use development within the local centre (as opposed to expanding or contracting it); this is one of the three options which is broadly sustainable.

5b requires developer contributions from large residential developments, and is broadly sustainable.

6a and 6c are compatible options for protecting and enhancing heritage assets, and are both sustainable.

5.18 The full results of the appraisal are not included here; the detailed result of the appraisal process for this stage was:

1a: -6	1b: +3	1c: +5	-
2a: +2	2b: +3	2c: 0	2d: +1
3a: +13	3b: +14	-	-
4a: +3	4b: +3	4c: +3	4d: -1
5a: +4	5b: +4	-	-
6a: +3	6b: +1	6c: +9	-

**Second stage: How social, environmental and economic issues were considered in choosing the preferred options**

- 5.18 For the second stage of option development, a number of option sites and allocations to support the identified strategy were considered against the sustainability objectives.
- 5.19 The Issues and Options Paper identified a number of option sites for consideration, summarised below (*numbers in bracket refer to paragraph number in the Issues and Options Paper*):
- Little Burton (4.9): vacant land not considered suitable for employment, retail or commercial leisure, but suitable for residential. Adjacent Sigmacast foundry considered barrier to residential development unless pollution can be reduced or stopped, perhaps by relocation or ceasing operation of polluting activity.
- Corus site (4.10): former industrial site considered suitable for residential use, with contributions to adjacent open space, education and affordable housing.
- Tibbington Estate (4.11): large residential area with significant amounts of poor property. Options include demolition and rebuild, possibly with improved local facilities.
- Bloomfield Road (4.12): mixed use area with employment, residential and other uses. Partial or comprehensive redevelopment considered.
- Factory Locks (4.13): employment site in canal Conservation Area, considered for either canal-based business uses, or high quality residential use.
- Sedgley Road West (4.14 and 5.8): Mixed use area of employment and newer residential development. Further residential development considered, but option of retaining employment use favoured.
- Former Princes End School (4.15): alternative uses for site or building considered, including community use, open space, and residential, or a combination.

Former Locarno School (4.16): site will be available after relocation of school. Considered suitable for residential use.

Barnfield Road, Brook Street, and Angle Ring (5.5): employment considered for retention.

Bloomfield Park and Factory Road/Dolton Way (5.6): the first employment area considered for retention; the latter could be considered for canal-side residential use.

High Street/Castle Street (5.9): employment considered for retention.

Upper Church Lane (5.10): employment site, but with option for residential.

Firth Cleveland (5.13): employment considered for retention.

Alexandra Industrial Estate (5.14): employment area. Options considered for new employment or residential.

Tibbington Open Space (The Cracker) (6.1 - 6.8): options considered for ways of improving the open space.

Owen Street District Centre (7.1 - 7.13): details of options previously considered for the Relief Road described for context (appraised by SMBC and Railtrack prior to being included in the LTP process). Options for the shopping centre considered, including new retail provision, re-design of public space, partial redevelopment, and the introduction of new uses.

- 5.20 Following the distribution of the Issues and Options Paper (responses invited over a four month period), a number of written responses were received, and meetings held with various interested parties, including stakeholders and local residents. After consideration of the responses, in conjunction with the appraisal process, the options were revised (and a number of the option sites were omitted from the AAP) prior to the preferred options stage.

- 5.21 Sites omitted from the AAP at this stage were as follows (this only includes sites/ areas where a change of land use was anticipated; existing employment sites already considered for retention as such are not listed):
- Corus site: outline planning permission granted, and reserved matters work advanced. No requirement to allocate the site.
- Tibbington Estate: further consideration of the composition of the Estate is being undertaken by Sandwell Housing Strategy. At this stage, it is premature to include any part of the site as an allocation.
- Factory Locks: further consideration is to be given to the Conservation Area, so it is considered premature to make an allocation at this stage.
- Factory Road/Dolton Way: omitted as an option site as cumulative impact of residential redevelopment may contribute to an imbalance of employment and residential land in this area. In addition, further consideration is to be given to the Conservation Area adjacent.
- Alexandra Industrial Estate: omitted as an option site as cumulative impact of residential redevelopment may contribute to an imbalance of employment and residential land in this area.
- 5.22 One further site was included:
- High Street/Bradleys Lane: following representations from stakeholders, this existing employment site was included as businesses have expressed desire for relocation to more suitable sites, and a pollution source would be removed. Option for residential or mixed use redevelopment (residential/employment).
- 5.23 Eight option sites were identified at this point, with the preferred option and possible alternatives. The social, environmental and economic effects of each option and the alternatives were considered by planning officers in the light of responses received to the Issues and Options Paper, and discussed with Tipton Town Team.
- 5.24 A similar process as for the first stage was undertaken for appraising the option sites, i.e. the alternative uses for identified sites within the AAP which could assist in meeting the plan objectives. The alternatives for each site were “scored” using the method described in 5.16.
- 5.25 Following the option appraisal stage, a further site was omitted from the AAP:
- Bloomfield Road (North): omitted as an option site as cumulative impact of residential redevelopment would contribute to an imbalance of employment and residential land in this area.
- 5.26 It was noted that there were some difficulties in the collection of baseline information in that not all of the information was current, and there are gaps in information, which result in uncertainty in the appraisal process. Similarly there can be uncertainties in assessing what might be the effects of different options - clearly the process assists in highlighting potential sustainability implications, but the process involves value judgements as much as ‘facts’.
- 5.27 Summaries of the option appraisals follow. Note that the reference numbers are those used at that particular stage, and may have changed subsequently, or been omitted entirely. This text has not been updated.

## Summaries of the Option Appraisals

### *Site T1: Alexandra Road/Upper Church Lane*

This site comprises a number of different land uses in four different ownerships. 1. The former Little Burton Estate on Alexandra Road, Thursfield Road, and Rosemary Road; demolished in 2000 because of poor housing and environmental conditions. 2. Sigmacast Iron Foundry, producing castings for the automotive industry with a largely local workforce. 3. Vacant land on Upper Church Lane, formerly used as a 'pocket park'. 4. Vacant and derelict office building, Upper Church Lane.

Options considered for developing the site:

T1a. Develop entire site comprehensively for residential use incorporating on-site open space.

T1b. Develop entire site in phases for residential use (enabling existing industry to co-exist in the short-term).

T1c. Develop existing vacant land only for residential use.

T1d. Develop existing vacant land only for recreation/leisure use.

T1e. Develop existing vacant land only for employment/retail uses.

T1f. With option e, redevelop existing industry for residential use.

T1g. With option c, redevelop existing industry for employment uses.

*Summary:* All options indicate an overall positive impact in terms of sustainability.

The highest scores are achieved by options a and b (redevelopment of the entire site for residential and open space, either comprehensively or in phases). The next highest scores are achieved by options f and g (develop vacant land for employment or residential, and existing industry for residential or employment respectively).

The lowest scores are achieved by options c, d and e (developing the vacant land only, for residential, recreation/leisure, or employment/retail).

The preferred option is T1a: Develop entire site comprehensively for residential use incorporating on-site open space. The Council is of the opinion that the Sigmacast site is no longer suitable for employment purposes, is detrimental to the amenity of the residential area and that the likelihood of investment in the site for employment is minimal. Rather than be left with a derelict industrial site which no longer meets current requirements and offers no employment opportunities, it is preferable to use the land to create a new residential neighbourhood, thereby meeting some of the identified local housing need. Redevelopment of the industrial site enables the vacant Little Burton site to come forward for development.

### *T4. Central Avenue (aka Summerhill Primary School).*

The site is the existing Summerhill Primary School (formerly Locarno Primary School) situated on Central Avenue, and comprises, nursery, infant, and junior provision together with a Multi Agency Centre. The school is scheduled to move to a new site in September 2007, on adjacent land.

Options considered for developing the site:

T4a. Residential development similar to that in the neighbourhood.

T4b. A community or education use.

*Summary:* Both options indicate an overall positive impact in terms of sustainability.

The marginally higher score is achieved by option b (community/education use), but option a (housing) also scored well.

The preferred option is T4a: Residential development similar to that in the neighbourhood. This site is considered suitable for new residential development which is appropriate to the surrounding residential area; it is considered that community needs are being met by existing and proposed development elsewhere in Tipton.

*Site T7: Upper Church Lane/Moat Road (Premier Steel).*

This site is a steel stockholders, essentially a large warehouse which occupies most of the site. It is surrounded on all sides by housing. Options considered for developing the site:

T7a. Residential development similar to that in the neighbourhood.

T7b. A community or education use.

T7c. Retaining employing use (whether existing or new).

*Summary:* All options indicate an overall positive impact in terms of sustainability.

The marginally higher scores are achieved by options b (community/education use), and c (employment).

The preferred option is T7a: This would provide a good site in a primarily residential area, and would remove the environmental problems associated with an industrial premises situated in such a location. There is no identified need for another use on this site, as new health and education facilities are being provided in the locality.

*Site T9: Tibbington Terrace.*

This site is the former Princes End Primary School. The school is now located elsewhere, and this site is to be declared surplus to requirements. There is established housing to the north and east, and a site with residential planning permission to the west. To the south is Tibbington Open Space, a major community open space with multi use games area and sports pitches. Options considered for developing the site:

T9a. Residential development similar to that in the neighbourhood.

T9b. A community or education use.

T9c. Community Open Space (as part of The Cracker).

*Summary:* Options b (community/education) and c (community open space) indicate an overall positive impact in terms of sustainability. Option a (residential) is 0, i.e. neutral.

The preferred option is T9a: This would provide a good site in a primarily residential area, and would remove the environmental problems associated with an industrial premises situated in such a location. There is no identified need for another use on this site, as new health and education facilities are being provided in the locality.

*Site T10: Bloomfield Road/Bradleys Lane/Fountains Lane.*

The northern part of Bloomfield Road consists of a mixture of employment, residential, and other uses. There are six industrial premises concerned with engineering and manufacturing, two of which are vacant. Part of the land is vacant, and used for car parking. There are two houses and a convenience store on the Bloomfield Road frontage. Some of the employment uses have been vacant for some time and others are under-occupied. Whilst the houses are in good condition, and the convenience store trading satisfactorily, there appears to be little sign of investment in the industrial premises.

Options considered for developing the site:

T10a. Comprehensive redevelopment for residential.

T10b. Employment use.

T10c. Mixed use: employment and residential.

*Summary:* All options indicate an overall positive impact in terms of sustainability.

The marginally higher score is achieved by option c (mixed use, residential and employment).

The preferred option is T10c: Mixed use: employment and residential. Subsequently omitted as an option site.

*Site T11: Bradleys Lane/High Street*

This site comprises two industrial premises and an area of community open space. The larger industrial premises supply products in the automotive industry. The other premises is smelting and car recycling processes, operating 24 hours/6 days. Enforcement action has been taken on this site by Sandwell MBC. Both firms are considering relocation. Kerr Drive Open Space is 1.4 hectares designated as Community Open Space, comprising open grassland with perimeter shrubs and trees.

Options considered for developing the site:

T11a. Comprehensive redevelopment for residential, including replacement open space.

T12b. Employment use.

T12c. Mixed use: employment and residential, including replacement open space.

*Summary:* All options indicate an overall positive impact in terms of sustainability.

The marginally higher score is achieved by option c (mixed use, residential and employment).

The preferred option is T11c: Redevelopment for mixed use, primarily residential purposes with some employment land. This would enable a new neighbourhood in a prominent location at the entrance to Princes End, incorporating new or improved community open space to link with the green corridor of the former railway line.

## 6. OPTION ASSESSMENT

### Predicting and evaluating the significant social, environmental and economic effects of the preferred options

- 6.1 This stage considered the effects of the preferred options and their alternatives. There are three distinct tasks involved: predicting the effects, evaluating the effects, and considering ways of mitigating adverse effects or maximising beneficial effects.
- 6.2 Guidance indicates that broad based and qualitative predictions can be as valid as quantitative as long as they are supported by research, discussions, or consultation. To this end, a Sustainability Appraisal Workshop was held with Tipton Town Team to consider the likely significant environmental, social, and economic effects of the eight preferred option sites (and alternatives). The Town Team comprises two Local Councillors, representatives from other organisations including the Police and schools, and Council officers from various Divisions. Site visits were made to follow up the workshop.
- 6.3 Participants were asked to predict, assess and evaluate the effects of each proposal on the Sandwell Sustainability Objectives (social, environmental and economic), as follows:
- Prediction: What kind of effect will the proposal have on the social, environmental, and economic objectives over the short, medium and long term?
- Assessment: What rating can be given to the effect, based on the following system?
- ++ = major positive impact,
  - + = positive impact
  - o = neutral
  - = negative impact,
  - = major negative impact
  - ? = unclear
- Evaluation: If the effect is negative, can it be mitigated, or can the proposal be modified or deleted? If the effect is neutral or positive can it be enhanced, or can the proposal be modified? If the effect is unclear, what other information is needed?

- 6.4 A summary of the outcomes of the workshop follows, listing in tables the environmental social and economic effects predicted, giving an indication of impact of the effects, and putting forward some possible mitigation measures. Note that the reference numbers are those used at that particular stage, and may have changed subsequently, or been omitted entirely.



**T1: Alexandra Road/Upper Church Lane  
- Sustainability Appraisal**

	Environmental	Social	Economic
<p><b>Preferred Option:</b> New residential development with integral open space, on the vacant land and existing industrial site.</p> <p><i>Mitigation</i></p>	<p>Remove visual eyesore (++) Remove air/noise pollution (++) Develop vacant land (+) Improve health (++) Achieve quality development (+);</p> <p><i>Ensure sustainable development principles in place.</i></p>	<p>Impact on the community (cf. Rover) (-) Provision of new &amp; affordable housing (+); <i>apply 25% ratio for local need.</i> Remove asb (+).</p>	<p>Loss of jobs (- -); <i>relocation, retraining.</i> New development (+) Improved image (o?) Planning gain contributions for open space and education. Capital receipt (+).</p>
<p><b>Alternative:</b> new residential development on the vacant land only.</p>	<p>Remove visual eyesore (+) Retain air/noise pollution (--); <i>enforce higher levels of pollution control(?)</i> Develop vacant land (+).</p>	<p>Provision of new &amp; affordable housing (+) Remove asb (+).</p>	<p>Improved image (o?) No loss of jobs (+) Capital receipt (+).</p>
<p><b>Alternative:</b> redevelopment of whole site for mixed use housing and employment.</p>	<p>As 1 above.</p>	<p>As 1 above.</p>	<p>As 1 above. Job creation (+ or o).</p>
<p><b>Alternative:</b> no action.</p>	<p>Eyesore remains (--) Pollution remains (--) Vacant land remains (-) Health issues (--).</p>	<p>Asb remains (-) No new housing (-).</p>	<p>No loss of jobs (+) Poor image for Tipton (-).</p>

**T4: Central Avenue  
- Sustainability Appraisal**

	Environmental	Social	Economic
<b>Preferred Option:</b> Residential redevelopment.	Potentially attractive development (+). Potential eyesore building removed (+). Potential asset removed(-).	Provision of new & affordable housing (+). Remove asb (+).	Planning gain contributions for open space. Capital receipt (+).
<b>Alternative:</b> retain building for another use (although currently one has not been identified).	Retain asset (+).	Potential new service (?).	
<b>Alternative:</b> use the site for open space and/or sports facility.			

**T7. Upper Church Lane/Moat Road  
(Premier Steel): Sustainability Appraisal**

	Environmental	Social	Economic
<b>Preferred Option:</b> Residential redevelopment.	Improved outlook for residents (+). Less HGV traffic (+).	New housing (+).	Planning gain contributions (+). Loss of jobs (-). Improved image (+?).
<b>Alternative:</b> no action.	HGV traffic remains (-).	No new housing (-).	No planning gain (-). No loss of jobs (+). Poor image (-).

**T8. Tibbington Open Space and  
Playing Fields - Sustainability Appraisal**

	Environmental	Social	Economic
<b>Preferred Option:</b> Extension of Community Open Space and investment in new facilities.	Protect natural assets (++).	Less asb (+). Better image (+). Improved community facilities (+).	Needs continued resources (-). No release of assets (-).
<b>Alternative:</b> reduce area of COS; allow residential development on northern part.	Loss of green space (-). Potential quality development (+).	Removal of sports pitches (-).	Capital receipt (+). Reduced maintenance (-). Planning gain (+).
<b>Alternative:</b> redevelop half of site for other uses, e.g. housing and employment, improve the rest.	Impact on bio diversity (--).	Benefits of employment and housing (+).	Need to find replacements for os etc (-).

**T9. Land at Tibbington Terrace (former Princes End Primary School): Sustainability Appraisal**

	Environmental	Social	Economic
<b>Preferred Option:</b> residential redevelopment.	As for other res schemes.	As for other res schemes.	As for other res schemes.
<b>Alternative:</b> retain building for another use (although currently one has not been identified).	Protects asset (+?).	Reduces asb (+).	Revenue implications (-).
<b>Alternative:</b> retain main building, convert to residential use, and build some new residential.	Benefits of both the above (++?).		
<b>Alternative:</b> incorporate site into The Cracker as community open space.	Potential for improved green space (+).	No. 12 is isolated (-).	No land receipt (-). Increased costs (-).

**T10. Bloomfield Road/Bradleys Lane/  
Fountain Lane: Sustainability Appraisal**

	Environmental	Social	Economic
<b>Preferred Option:</b> residential development.	As for other res schemes.	As for other res schemes.	As for other res schemes.
<b>Alternative:</b> Redevelopment for mixed use: employment/residential.	?		
<b>Alternative:</b> no action.	Poor environment and image (-).		Poor environment and image (-).

**T11. Bradleys Lane/High Street:  
Sustainability Appraisal**

	Environment	Social	Economic
<b>Preferred Option:</b> redevelopment for mixed use -employment and residential..	Removal of pollution (++).	Provision of new & affordable housing (+).	Provision of new jobs (+).
<b>Alternative:</b> redevelopment for employment.	As above.		Provision of new jobs (+).
<b>Alternative:</b> residential development	As above.	Provision of new & affordable housing (+).	Relocation of jobs (0).
<b>Alternative:</b> no action.	Pollution (-).		Retention of jobs locally (+).

- 6.5 The Preferred Options Document 2006 produced a number of representations, most of which were generally supportive of the overall strategy and the allocated sites and proposed uses. The changes made arising from this stage were that the Bradleys Lane/High Street site was modified to exclude the open space from the site, and more emphasis was placed on generating the required infrastructure to support the increase in residential population. All the identified preferred options were confirmed. However, one objection concerning the Council's exclusion of an additional residential site was significant enough to warrant further consultation.
- 6.6 The Council prepared a further Tipton AAP (Locarno Road) Preferred Options Document 2007, concentrating on the Locarno Road area. This considered options for allocation of land between Locarno Road and Alexandra Road, and the wider implications, particularly in the light of the potential effect on the employment/residential balance, and the impact on physical and social infrastructure. A further six week consultation period enabled all parties to express views prior to the preparation of the final document.
- 6.7 The objection in question was from a major land holder (Caparo Industries, Locarno Road) who wants their land (currently an employment site for Firth Cleveland and Multistroke) included as a residential redevelopment site. In summary, the objector outlined operational constraints on the Locarno Road site, which is operating at a loss. They demonstrated that the site is not suitable for continuing employment use, and put forward a redevelopment option subject to relocation of business to West Bromwich. Redevelopment for residential use would underwrite the relocation.
- 6.8 The Preferred Options Document (Locarno Road) 2007 considered the options for land between Locarno Road and Alexandra Road. Given the strategy accepted in the Tipton AAP 2006, there were considered to be three feasible options for the Firth Cleveland site - remain in the existing employment use, redevelopment for further employment uses, and redevelopment for residential use and community open space. In addition, three options were considered for the Alexandra Industrial Estate adjacent. Again, given the strategy accepted in the Tipton AAP 2006, there were considered to be three feasible options for this site - remain in the existing employment use, redevelopment for further employment uses, and redevelopment for residential use and community open space.
- 6.9 Sustainability Appraisal was carried out for the two possible additional sites.

**Land at Locarno Road (Firth Cleveland)**

Table based largely on the representation from Caparo Industries plc., as reviewed by Sandwell.M.B.C.

<b>Redevelopment Option</b>	<b>Environmental</b>	<b>Social</b>	<b>Economic</b>
New residential development	<p>Remove a B2 use from a residential area (++)</p> <p>Improve visual outlook for residential adjacent (++)</p> <p>Less HGV traffic for residents (+)</p> <p>Achieve quality development (+)</p>	<p>Provision of new and affordable housing (+)</p> <p>Provide new market housing (+)</p>	<p>Loss of jobs (--)</p> <p>No loss of jobs with relocation (++)</p> <p>New development (+)</p> <p>Planning gain contributions for open space and education (+)</p> <p>Improve image of area (+)</p>
Retain employment use	<p>HGV traffic remains (-)</p> <p>B2 industrial use in residential area remains (-)</p> <p>Poor environment and image (-)</p>	No new housing (-)	<p>No planning gain (-)</p> <p>Continued employment (+)</p> <p>Poor image (-)</p>

- ++ = Major positive impact
- + = Positive impact
- = Negative impact
- = Major negative impact

**Locarno Road/Alexandra Road  
(Alexandra Industrial Estate)**

<b>Redevelopment Option</b>	<b>Environmental</b>	<b>Social</b>	<b>Economic</b>
New residential development	Less HGV traffic (+). Improved outlook for residents (+)	Provision of new and affordable housing (+)	Planning gain contributions(+). Loss of jobs (--)
Retain employment use	HGV traffic remains (-)		Retention of jobs (++)

- ++ = Major positive impact
- + = Positive impact
- = Negative impact
- = Major negative impact

- 6.10 The outcome of the additional Preferred Options Stage was that the Firth Cleveland/Multi-Stroke site was considered suitable for inclusion within a residential redevelopment incorporating community open space, and that the Alexandra Industrial Estate would remain as it is, i.e. unallocated.
- 6.11 Any secondary, cumulative or synergistic effects need to be assessed. Secondary effects are those which are indirect and not as a direct result of the Plan. Cumulative effects arise where several individual effects or developments have a combined effect. Synergistic effects can occur when a series of effects combine to reach a critical threshold. These terms are not mutually exclusive. The relevant effects have been identified from the responses to early involvement, discussions with local interest groups, and from the Town Team workshops.
- 6.12 There are two secondary effects within the AAP area. Firstly, as a result of the construction of the Owen Street Relief Road, which will primarily relieve traffic congestion and pollution, the District Centre will become more accessible to both its local population and to passing trade, which is likely to have a beneficial result on its viability. In addition, the new residential sites identified will become more sustainable as they will have greater access to local services.



- Secondly, the introduction of new residential developments will indirectly provide more usage and surveillance of the major open space within the area, and will indirectly provide a source of finance for making major improvements to the open space, through developer contributions
- 6.13 The major cumulative effect is the impact of significant new residential development on the physical and social infrastructure. A possible increase of 827 dwellings in the area over a period of years will have implications for schools, health facilities, open space, and so on. A further cumulative effect is that a combination of individual developer contributions will give rise to a significant resource for improvements to the physical and social infrastructure.
- 6.14 Synergistic effects may occur with regard to the District Centre and the developer contributions. The District Centre has had declining viability and vitality in recent years as a result of retail market pressures and local factors. The construction of the Relief Road and the introduction of a substantial amount of new housing within its catchment area are likely to create a local market which will make the District Centre more viable. With regard to developer contributions, the combined contributions for open space and play space will create a significant resource for improving the local open space at The Cracker. This has been under-resourced in the past, and these developer contributions will create the momentum required to transform the neglected open space into a more valuable "park".
- 6.15 A further synergistic effect is anticipated to arise from the series of improvements to the environment, as a number of older and marginal industrial sites or unpopular housing areas are replaced with new mixed tenure residential neighbourhoods or new employment, and as new facilities such as schools and open space are provided. The anticipated effect is that these developments will help to transform the currently poor image and environment of Tipton and Sandwell, in line with the aspirations of the Sandwell Plan and the West Midlands Regional Spatial Strategy.
- 6.16 It is also necessary to identify short-, medium-, and long-term effects, and permanent and temporary effects.
- 6.17 There is likely to be considerable short-term and medium-term disruption to the local environment arising from construction. In particular, the construction of the Owen Street Relief Road will result in building works and construction traffic between 2007 and 2010. This will result in noise, disturbance, and other negative effects, for the District Centre, local traffic, and local residents. In addition, the proposed removal of soil to The Cracker to provide new facilities there, will disrupt recreational activity for a number of months in 2008 and 2009. Similar short-term disruption may occur with the redevelopment of the larger residential sites. It is, however, anticipated that the long-term effects of all of these activities will result in significant improvements to the local infrastructure, environment, and community.
- Potential mitigation measures**
- 6.18 It is necessary to identify "measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan". Mitigation can take a wide range of forms including changes to plans, policies and programmes to technical measures to be applied during implementation.
- 6.19 Possible adverse or negative effects identified throughout the course of early involvement in the AAP, and through the SA process, are those arising from the potential loss of employment arising from redevelopment of certain industrial sites, the potential impact of new residential development on the physical and community infrastructure, and the lack of access to new housing for people on limited incomes.

- 6.20 With regard to the potential loss of employment from certain sites, it was identified at an early stage in option development that it is important that a balanced approach to land use change is adopted that recognises the importance of both building new homes and retaining a local employment role. The identified strategy was to allow redevelopment of marginal employment sites for other uses, but not established employment areas or sites.
- 6.21 The AAP seeks to strike a balance by identifying key opportunities for housing and environmental change, principally on marginal employment land, which will enable significant change to meet the transformational agendas. In providing sufficient land locally to cater for housing demand, there is greater protection afforded to the remaining employment land, which is principally that which has been more recently developed, or more accessible to the strategic highway network, or less likely to contribute to poor environmental conditions.
- 6.22 It should be noted that employment issues in Tipton are interrelated with employment issues in Sandwell. Loss of employment land in Tipton does not necessarily mean loss of employment in Sandwell as a whole, because the overall strategy is to promote employment growth in certain areas. There is major employment growth intended for West Bromwich and Hill Top, and there are large designated Business Zones within 3 kilometres of Tipton. The bulk of employment land in the AAP area will remain as such, as the majority is clearly suitable for such uses and there is a need to maintain an appropriate portfolio of local employment land.
- 6.23 With regard to the potential impact of new residential development on the physical and community infrastructure, there are a number of ways in which mitigation can be achieved. A significant mitigating measure is the application of policy requirements for developer contributions. UDP Policy H7 requires either direct provision of, or a financial contribution to, open space and play space and other supporting facilities such as schools. As a result, each of the allocated major residential sites is required to provide not only a commuted sum for the improvement of the major open space (The Cracker), but also where appropriate to provide a suitable contribution to the provision of further school places where there is an identified shortfall.
- 6.24 With regard to lack of access to new housing for people on limited incomes, there is a form of mitigation which can be applied via the policy requirement for affordable housing. UDP Policy H9 requires that on sites over a certain size, up to 25% of the total units may be "affordable housing", which may include a mixture of discounted market housing, shared ownership and rented housing, of differing sizes and types depending on identified need. On occasions a lower percentage may be negotiated; the Council is not currently in a position to require a higher percentage.

## 7. MONITORING

7.1 Sandwell local planning authority produces an Annual Monitoring Report (AMR). The AMR is the main mechanism for reviewing the effectiveness of current policies in the UDP and for policies emerging in the Local Development Framework. In order to monitor planning policies, 27 'core output indicators' are used; these are set at national level and apply to all planning authorities. They measure the direct effects of a policy and are used to assess whether policy targets are being achieved.

7.2 The core output indicators are grouped into Housing (8), Economy & Employment (6), Transport (2), Shopping (2), Open Space (1), Nature Conservation (1), Physical Constraints on Development (1), Waste Management (3), Minerals (2).

Sandwell has also developed its own local indicators, relating to Housing (8), Economy & Employment (10), Transport (15), Shopping (4), Open Space (9), Nature Conservation (1), Urban Design (2), Physical Constraints on Development (3), Waste Management (4), Conservation & Heritage (3), Minerals (1). These may be revised over time.

7.3 The significant environmental effects of the AAP will therefore be monitored principally through the AMR process, using a mixture of Core and Local Output Indicators. The AMR process will monitor many of the key outputs appropriate to the Tipton AAP, including dwelling completions, affordable housing completions, development and loss of employment land, and the amount of residential development close to certain services.

7.4 Some other outputs will continue to be monitored by appropriate agencies such as air and water quality, and crime statistics; relevant information will be obtained from these agencies. In addition, some of the more local qualitative information can be monitored at Tipton Town level, through the Tipton Town Team (i.e. Sandwell Council and partner organisations). Progress on the individual allocations within the Tipton AAP can also be monitored by the planning authority.

## **APPENDIX 1: APPROPRIATE ASSESSMENT**

The Directive on Conservation of Natural Habitats and of Wild Fauna and Flora 92/43/EEC (the "Habitats Directive") identifies a pan-European network of Special Protection Areas and Special Areas of Conservation, and protects these sites against development. Articles 6(3) and 6(4) of the Habitats Directive require "appropriate assessment" for any plan or project that is likely to have a significant effect on a site in order to ascertain whether or not it will adversely affect the integrity of the site.

There are two sites in the locality which are Special Areas of Conservation; Fen Pools (Brierley Hill) and Cannock Extension Canal. These are, respectively, approximately three miles and ten miles from the Tipton AAP area.

### *Fen Pools:*

"This site comprises three canal feeder reservoirs and a series of smaller pools. They overlie Etruria marls and coal measures of the Carboniferous period. The site shows evidence of past industrial activities and includes a wide range of habitats from open water, swamp, fen and inundation communities to unimproved neutral and acidic grassland and scrub. Great crested newts *Triturus cristatus* occur as part of an important amphibian assemblage".

### *Cannock Extension Canal:*

"Cannock Extension Canal ...is an example of anthropogenic, lowland habitat supporting floating water-plantain *Luronium natans* at the eastern limit of the plant's natural distribution in England. A very large population of the species occurs in the Canal, which has a diverse aquatic flora and rich dragonfly fauna, indicative of good water quality. The low volume of boat traffic on this terminal branch of the Wyrley and Essington Canal has allowed open-water plants, including floating water-plantain, to flourish, while depressing the growth of emergents".

The proposals in the Tipton AAP would result in the construction of approximately 827 dwellings and a school on brownfield land, and the extension and improvement of Community Open Space of approximately 17 hectares. Redevelopment of a number of marginal industrial sites would result in a reduction of noise and air pollution and industrial traffic. There would be a likely increase in the amount of local residential traffic. The Council has carried out a Sustainability Appraisal of the AAP, and has considered whether the Tipton AAP is likely to have a significant effect on either of the SAC sites, or on any sites further away. The Council has concluded that the Tipton AAP is not likely to have any significant effect, and does not propose to undertake an Appropriate Assessment.

Natural England has been consulted, and concurs with this approach.

**Plan 1: Boundary of the  
Tipton Area Action Plan**



September 2006

**NOT TO SCALE**

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