

# North Tyneside Council

## Report to Cabinet

Date: 9 October 2017

### ITEM 6(d)

**Title:** Community engagement on draft Masterplan proposals for the Strategic Allocation of Murton Gap

**Portfolio(s):** Housing and Transport

**Cabinet Member(s):** Cllr. John Harrison

**Report from Service Area:**

Environment, Housing and Leisure

**Responsible Officer:**

Phil Scott – Head of Environment, Housing and Leisure

**Tel:** (0191) 643 7295

**Wards affected:**

Collingwood, Cullercoats, Monkseaton North, Monkseaton South, St Mary's, Valley

## PART 1

### 1.1 Executive Summary:

On the 20 July 2017 Full Council adopted the North Tyneside Local Plan. This decision followed the recommendations set out in the report of an independent Planning Inspector appointed by the Secretary of State to undertake an examination in public regarding the soundness of Local Plan policies and proposals. The conclusions of the Inspector's Report established that a proposed strategic allocation at Murton Gap was sound and should be included in the adopted Local Plan to enable the site to contribute to the evidence based needs for housing and employment in North Tyneside. The adopted Local Plan consequently establishes the principle of development at Murton Gap as Council policy and provides further guidance on the requirements for consideration of planning applications at this site.

A crucial next step identified in the report to Council was the preparation of Masterplans for Murton Gap and Killingworth Moor Strategic Allocations that would be published for engagement with local communities prior to agreement by Cabinet.

This Report sets out the context within which preparation of a Masterplan for Murton Gap is being progressed and seeks Cabinet approval to undertake engagement with local communities for a four week period from 23 October 2017.

### 1.2 Recommendation(s):

It is recommended that Cabinet:

- (1) note progress made in preparation of draft Masterplan guidance and development proposals for the strategic allocation of Murton Gap;
- (2) agree that the draft Masterplan guidance and development proposals should be published for engagement with the local communities affected by the proposals;
- (3) authorise the Head of Environment, Housing and Leisure in consultation with the Cabinet Member for Housing and Transport, the Cabinet Member for Finance and Resources, the Deputy Mayor, the Head of Law and Governance and the Head of Finance to agree the final version of documents and publications for the Masterplan

proposals for the strategic allocation of Murton Gap to be published for engagement with local communities; and

- (4) request that the final proposed Masterplan and feedback received from the local community is presented to a later Cabinet for agreement by the Authority in accordance with Policy S4.4(c) of the North Tyneside Local Plan 2017.

### **1.3 Forward Plan:**

Twenty eight days notice of this report has been given and it first appeared on the Forward Plan that was published on 11<sup>th</sup> September 2017.

### **1.4 Council Plan and Policy Framework**

The emerging Murton Gap Masterplan is a policy requirement of the North Tyneside Local Plan 2017 which is a key mechanism to delivering a number of the objectives of the Council Plan “Our North Tyneside Plan 2016-19”, including:

- Our people will be listened to, and involved by responsive, enabling services;
- Our places will be great places to live, and attract others to visit or work here;
- Our economy will grow by building on our strengths and having the right skills and conditions to support investment; and
- Our partners include police, fire and rescue, NHS, the voluntary sector, schools and businesses.

The Murton Gap Masterplan once completed will implement and enable planning applications relating to the Murton Gap Strategic Allocation to be submitted in conformity with the North Tyneside Local Plan 2017 that forms part of the Authority’s Policy Framework.

### **1.5 Information:**

#### **1.5.1 Background**

1.5.2 On 20 July 2017 the Authority adopted the North Tyneside Local Plan (the Plan) following submission to the Secretary of State in July 2016 and the conclusions of an independent Inspector’s Report in May 2017. The Plan, after its adoption, replaced the out-of-date Unitary Development Plan 2002 (UDP), giving the Authority:

- Greater control over local decisions on future development;
- The ability to be proactive in accommodating growth and plan for the delivery of supporting infrastructure; and
- A robust framework through which the objectives of the “Our North Tyneside Plan” can be delivered.

1.5.3 The Plan sets out a number of strategic priorities in line with the Council Plan. The Plan was prepared in accordance with National Planning Policy Framework and Planning Guidance and the conclusions of the independent Inspector concurred with the Authority’s efforts to prepare a plan that seeks to secure sustainable development through a combination of growth, investment and regeneration to meet the identified development needs whilst simultaneously protecting Green Belt and significant areas of identified green infrastructure.

1.5.4 Through the Examination in Public and review of the available evidence the independent Inspector concluded that the Plan is sound and established in relation to housing delivery that:

- To meet objectively assessed need for development the Plan should adopt a medium level of growth, which means provision for 16,593 new homes to be built between 2011 and 2032, an average of 790 homes per year.
- 2,170 homes have already been built, leaving a total of 14,423 to be delivered.
- Built mainly by private developers, 25% of the new homes will be affordable including a mix of new council housing and homes managed by registered providers.
- 56 of the 70 housing allocations in the Plan are on brownfield land.
- A number of sustainable greenfield sites including the Strategic Allocations of Murton Gap and Killingworth Moor, are required and must be included for the Plan to make a substantial contribution to the evidence based needs for growth.

1.5.5 Specifically in relation to the spatial strategy of the Borough and the identification of the strategic allocations of Murton Gap and Killingworth Moor, the Inspector noted that the submitted spatial strategy and its identified strategic policy areas provide a sound basis for sustainable development including the two proposed strategic sites.

1.5.6 The role of the Local Plan policy is to ensure sufficient housing delivery to meet the needs of residents whilst protecting and enhancing all residents quality of life through delivery of an attractive, healthy and safe environment.

#### 1.5.7 Preparation of a Masterplan for the Murton Gap Strategic Allocation

1.5.8 The allocation of Murton Gap Strategic Allocation is supported by Policies S4.4(a) and S4.4(c) within the Plan.

1.5.9 Policy S4.4(a) outlines the key principles that any development should reflect. The policy identifies that a strategic allocation is identified at Murton (Sites 35 to 41) to secure the delivery of around 3,000 homes during the plan period in a mix of housing tenures, types and sizes informed by available evidence of the housing needs of the Borough, and convenience retail provision of approximately 1,000m<sup>2</sup> net. The key principles for development of the Murton strategic allocation are illustrated on the Policies Map through an indicative Concept Plan, to be delivered where necessary in accordance with the requirements of the Infrastructure Delivery Plan, include provision of:

- a. New housing, retail and community facilities in the general development locations identified; and,
- b. Primary and secondary access points suitable to accommodate evidence based traffic flows to, from and through the sites as appropriate; and,
- c. Strategic transport route connecting Earsdon by-pass with New York Road and Norham Road; and
- d. Education provision delivered in agreement with the Local Education Authority, at locations indicatively identified on the Policies Map, providing a primary school located broadly to the south west of the site; and
- e. A network of green and blue infrastructure that:
  - i. Enables provision of strategic open space breaks to avoid the joining together of Shiremoor with Monkseaton, whilst integrating with existing communities; and,
  - ii. Provides safe and secure cycle and pedestrian links through the site that ensure appropriate connectivity with the existing network; and,
  - iii. Retains, connects and enhances local, national and international biodiversity; and,
  - iv. Retains and enhances any important hedgerows or trees; and,
  - v. Provides well-integrated and strategic green spaces for recreation, which includes 'Suitable Accessible Natural Green Space' (SANGS); and,

vi. Incorporates sustainable drainage systems.

1.5.10 The supporting Concept Plan and wider Local Plan introduce a number of further principles to be delivered through the sites, including;

- That a mix of housing development, including 25% affordable homes and a range of house sizes and types reflective of the needs of residents is provided on the site.
- No provision of vehicular access through existing communities to the east or west of the allocation at Monkseaton and Shiremoor.
- Provision of sufficient public transport to enable sustainable access to the site, including a potential new metro station.
- Provision for increasing the capacity of health facilities and other essential services.
- Provide appropriate buffers to the edges of the site at Shiremoor, Monkseaton and New York, to protect the character and identity of existing communities and create key viewpoints and vistas that maintain a sense of openness along key corridors into and through the site.
- Ensuring that new areas of open space accessible for existing and new residents and supporting recreation, health and wellbeing of residents are provided.
- Protecting against, and preventing any increase in, flood risk for existing and new residents.
- All new infrastructure is delivered in a timely manner to prevent harmful impacts for existing residents and ensure the overall sustainability of the development.

1.5.11 Policy S4.4(c) includes a requirement for any planning application at Murton Gap to be prepared in accordance with a comprehensive Masterplan that has been prepared collaboratively, and agreed, by the relevant development consortia and the Authority. Once adopted the Masterplan for the Strategic Allocation will consequently be a key material consideration in the determination of planning applications. Any proposals submitted for development that are not consistent with the agreed Masterplan would not be considered suitable for approval.

1.5.12 The Development Consortia at Murton Gap is comprised of Persimmon Homes, Bellway Homes and Northumberland Estates. North Tyneside Council is also a landowner within the strategic allocation. Since adoption of the Local Plan in July 2017 the Authority has been working with the Development Consortia on development of Masterplan proposals to ensure the principles of the Local Plan are achieved.

#### Local engagement on the emerging Masterplan

1.5.13 Prior to the Authority reaching agreement on the emerging Masterplan (Appendix 1) there is now an opportunity to undertake meaningful engagement with local communities. This importantly ensures the views of those potentially affected by, and of those that would in future access the open space, transport infrastructure and services provided as part of development of the strategic allocation, can be heard and help shape the development of proposals.

1.5.14 As part of the preparation of the Local Plan wide ranging engagement on the principle and allocation of the strategic allocations was undertaken. That engagement extended over the preparation of three Local Plan documents in November 2013, February 2015 and November 2015.

1.5.15 Engagement on the emerging Masterplan would seek residents views on the further detail associated with development of the sites and seek constructive engagement to ensure development of the sites makes a positive contribution towards the environment, sustainability and wellbeing of surrounding communities and the Borough as a whole.

1.5.16 The consultation is proposed to extend over a four week period from 23 October 2017 to 20 November 2017. Proposals for engagement include:

- Direct notification to all North Tyneside Local Plan consultees;
- Press release and social media communications;
- Poster displays at locations including local libraries at Killingworth White Swan Centre, Monkseaton Library and Whitley Bay Library;
- Drop in events for residents to meet and discuss the proposals;
- Online publication of all Masterplan documents providing an opportunity to respond online.

### Next Steps

1.5.17 Following the conclusion of public engagement a review of all the responses received will be undertaken and used to shape the final proposed Masterplan for Murton Gap. The views of residents and the final proposals will then be presented to Cabinet later in 2017 to enable the Authority to consider its agreement of the Masterplan in accordance with Local Plan Policy S4.4(c). Once the proposed Masterplan is agreed, future planning applications must be consistent with the principles it establishes.

1.5.18 In the unlikely event that the development of the Masterplan does not proceed on a collaborative basis the Authority will, to comply with the requirement within the Local Plan to have a Masterplan, proceed to develop its own.

1.5.19 Any Masterplan developed by the Authority will be subject to public consultation and engagement, and would ultimately have to be adopted as a Supplementary Planning Document by Cabinet.

## **1.6 Decision options:**

The following decision options are available for consideration by Cabinet:

### Option 1

Agree with the recommendations as set out at paragraph 1.2 of this report.

### Option 2

To not approve the recommendations in paragraph 1.2 of this Report and request the Head of Environment, Leisure and Housing in consultation with the Cabinet Member for Housing and Transport and the Head of Law and Governance to review the proposed Masterplan preparation and engagement.

Option 1 is the recommended option.

## **1.7 Reasons for recommended option:**

Option 1 is recommended for the following reasons:

- The engagement is necessary to ensure the emerging Masterplan can be determined by Cabinet with a sound understanding of the view of residents;
- Preparation of a Masterplan is a key requirement of Local Plan policy;
- Ensuring the agreement of a Masterplan for the Strategic Allocation forms a key step in the effective implementation of the North Tyneside Local Plan;
- Failure to enable preparation of a Masterplan risks delaying or preventing the successful delivery of development at the Strategic Allocation severely impacting

the Authority's ability to effectively manage future applications that might be submitted at the site;

- Delay to the delivery of development at the strategic allocation risks undermining the Authority's supply of housing land, which would severely impact the Authority's ability to effectively resist applications for development elsewhere that are not allocated in the Local Plan.

## **1.8 Appendices:**

Appendix 1: Emerging Murton Gap Masterplan

## **1.9 Contact officers:**

Jackie Palmer, Planning Manager (0191 643 6336)  
Martin Craddock, Principal Planning Officer (0191 643 6329)  
Colin Macdonald, Regulatory Services Manager (0191 643 6620)  
Alison Campbell, Senior Business Partner (0191 643 7038)

## **1.10 Background information:**

The following background papers/information have been used in the compilation of this report and are available at the office of the author:

1. [Planning and Compulsory Purchase Act 2004.](#)
2. [Planning Act 2008.](#)
3. [Localism Act 2011](#)
4. [Town & Country Planning \(Local Planning\)\(England\) Regulations 2012.](#)
5. [The Environmental Assessment of Plans and Programmes Regulations 2004](#)
6. [National Planning Policy Framework 2012.](#)
7. [National Planning Guidance \(2014\)](#)
8. [Our North Tyneside Plan 2014-18](#)
9. [Local Plan Examination News Webpage](#)
10. [Local Plan Core Document and Evidence Base Library](#)
11. [North Tyneside Statement of Community Involvement 2013](#)
12. [North Tyneside Local Plan Inspector's Final Report](#)
13. [North Tyneside Local Plan 2017](#)
14. [North Tyneside Local Plan Policies Map](#)

## **PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING**

### **2.1 Finance and other resources**

The proposed engagement on the emerging Masterplan will result in costs associated with the printing and preparation of engagement material and staff time that will be met within existing budgets of Environment, Housing and Leisure. The proposed engagement does not have any additional budget implications.

### **2.2 Legal**

The proposed Masterplan is required by Local Plan policy prepared in accordance with the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) and associated Regulations and consequently will be afforded significant weight in the consideration of planning applications associated with the relevant site.

## **2.3 Consultation/community engagement**

### **2.3.1 Internal Consultation**

In preparing the North Tyneside Local Plan, consultation with relevant Officers was undertaken. This includes the Senior Leadership Team, officers in the Regeneration Team, Highways Traffic and Rights of Way Management, Planning Development Management, Housing Strategy, Consumer Protection, Arts Tourism and Heritage and the Town Centre Manager.

In accordance with the Cabinet resolution (July 2015), the Local Plan Steering Group was formally established in July 2015 and has met regularly through 2015, 2016 and 2017. The Steering Group comprises the Deputy Mayor, the Cabinet Member for Housing and Transport and the Head of Environment, Housing and Leisure and is supported by a cross-departmental team of officers. The Steering Group has been fully engaged in understanding the evidence base, advising on key issues as they emerge, considering Minor and Main Modifications to the Local Plan and ensuring the delivery of the Local Plan remains on track in accordance with the adopted Local Development Scheme.

### **2.3.2 External Consultation/Engagement**

The Planning Inspector's Report concludes specifically that the Authority has taken a thorough but proportionate approach to engagement on the Local Plan that has ensured residents and stakeholder with an interest in the Plan have been able to respond to the consultations.

The North Tyneside Local Plan has evolved through three formal and extensive engagement periods with local communities and key stakeholders, an examination in public attended by a range of participants from the local community, development industry and agencies, and further formal consultation on Main Modifications. The first formal consultation was between November 2013 and January 2014 (which were considered by Overview, Scrutiny and Policy Development Committee in December 2014 and Cabinet in January 2015).

As part of the Consultation Draft 2013 the planning team attended and presented information about the Local Plan at formal Community Conversation events in each of the 20 wards in North Tyneside – in addition to public drop-ins at town centres and local libraries.

For the 2015 consultations in February and November members of the Council's Senior Leadership Team, including the Chief Executive, Deputy Chief Executive and Heads of Service attended drop in events to be available to listen and discuss the proposals first hand with residents.

Overall some 279,000 full colour summary information leaflets and maps have been distributed to households since the Plan was consulted upon in November 2013 whilst use of the Authority's social media networks such as Twitter and Facebook which have over 5,500 followers. In total over 10,000 comments were made by nearly 2,000 respondents to the Local Plan throughout its preparation in addition to hundreds of residents attending public events.

An ongoing constructive dialogue has been maintained with the adjoining local authorities of Northumberland County Council and Newcastle City Council in accordance with the

duty to co-operate and with key infrastructure providers in the preparation of the draft Infrastructure Delivery Plan.

## **2.4 Human rights**

There are no human rights implications directly arising from this report.

## **2.5 Equalities and diversity**

There are no direct implications arising from this report that authorises engagement on the emerging Masterplan. The arrangements around consultation themselves will be undertaken in accordance with the Council's Statement of Community Involvement and arranged as per Local Plan consultation events the engagement for which was previously subject to Equality Impact Assessment.

## **2.6 Risk management**

The risks associated with the preparation and engagement on the Masterplan are associated with preparation of the Local Plan, which have previously been assessed. The risks identified have been added to the relevant risk register. They will be managed using the Authority's risk management process.

These include:

- changes in Authority priorities and available resources;
- capacity of external agencies and bodies to contribute to document preparation, especially with supporting evidence;
- the nature of representations received.
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If there is a delay to the agreed work programme:

- desired development may be delayed or abandoned due to further uncertainty;
- coordination of development and infrastructure would be more difficult; and
- Public and other stakeholders may lose confidence in the plan making process.

## **2.7 Crime and disorder**

There are no crime and disorder implications directly arising from this report.

## **2.8 Environment and sustainability**

Promoting sustainable development is an explicit requirement of any development planning document. The policies and proposals of the Local Plan have been the subject of formal Sustainability Appraisal and Appropriate Assessment with a Sustainability Appraisal Adoption Statement, in accordance with The Environmental Assessment of Plans and Programmes Regulations 2004. A Strategic Environmental Assessment screening has been carried out, which established that no further assessment of the emerging Masterplan was required as Sustainability Appraisal had been carried out for the Local Plan allocation. Subsequent planning applications associated with the Masterplan will be subject to Environmental Impact Assessments.



### **PART 3 - SIGN OFF**

- Deputy Chief Executive  x
- Head(s) of Service  x
- Mayor/Cabinet Member(s)  x
- Chief Finance Officer  x
- Monitoring Officer  x
- Head of Corporate Strategy  x