

Report to Council

Local Plan Pre-Submission Draft,
20 October 2015

Appendix 5a: Draft North Tyneside
Local Plan Pre-Submission Draft
Sustainability Appraisal Report

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1. NON-TECHNICAL SUMMARY

The following non-technical summary informs consultees and the general public about the process of Sustainability Appraisal in plain English, avoiding the use of technical terms. The production of a non-technical summary is a requirement of the EU Strategic Environmental Assessment Directive known as the “SEA Directive”.

1.1 Introduction

North Tyneside Council is preparing a planning document that will provide a long-term planning vision for the Borough and contain policies and guidance that will be used to guide development in North Tyneside until 2032. This planning document is known as the Local Plan.

Preparing a Local Plan involves several stages. Consultation Draft versions were released in November 2013 and February 2015. We have now produced a new, revised version: a Pre-Submission Draft. This Pre-Submission Draft takes into account updated evidence and guidance, and the input of everyone who has submitted comments at previous consultation stages.

The final Local Plan, which is expected to be adopted in March 2017, will replace the adopted 2002 North Tyneside Unitary Development Plan.

European Directive 2001/42/EC (the SEA Directive) requires that Strategic Environmental Assessment (SEA) is carried out on a range of plans and programmes, including Local Plans, which are likely to have significant effects on the environment. UK law in the form of the Planning and Compulsory Purchase Act 2004, also requires that Sustainability Appraisal (SA) has to be carried out during the production of Local Plans to make sure that social, environmental and economic issues are taken into account at every stage of preparation. SA covers wider social and economic effects of plans, as well as the more environmentally-

focused considerations of SEA. SEA and SA can be satisfied through a single process subject to the SA meeting the requirements of the SEA directive.

SA, incorporating the requirements of SEA, has been carried out by North Tyneside Council for the Local Plan Pre-Submission Draft 2015.

1.2 Scoping

A scoping stage is required as part of the SA. Scoping involves setting the context for the SA by considering local current baseline information (i.e. the current situation) on the environment, communities and the economy, and relevant plans and programmes that guide and manage the area. It includes identifying main sustainability issues that affect the area and the area's characteristics. A report setting out this process was produced and consulted on in August 2015 (this was a revised version of previous versions, the most recent dating from June 2013).

From the August 2015 scoping exercise, 19 SA objectives were derived that were deemed appropriate indicators to test new Local Plan proposals against to ensure they were addressing the issues that North Tyneside faces. They cover social, environmental and economic elements.

The Scoping Report also sets out the way in which the SA of the policies of the Local Plan would be carried out.

Readers are directed to the Scoping Report for more information on the process.

1.3 Before Carrying out the SA

Before carrying out the SA of the Local Plan: Consultation Draft 2013, a series of meetings with the Planning Policy team and various Officers within North Tyneside Council were carried out where the proposed policies were discussed. From these meetings, a number of

amendments and refinements were made to the policies to make them better able to deliver their aims. This was a valuable part of the Local Plan preparation process. Notes of these meetings are included at Appendix 1 of this report.

1.4 Carrying out the 2013 SA

As set out in the Scoping Report, a matrix was derived that was considered an appropriate way in which to test the policies against a set of SA objectives, whilst also considering their effects over time, how to mitigate against any negative effects (or make better those that were positive) and to consider alternative approaches.

The Local Plan has had several stages of refinement before getting to the 2013 stage. In the previous stages, the matrix approach had also been used so it was considered that continuing this way would be logical and consistent.

Each proposed policy and allocation site was assessed, along with alternative approaches, in the matrix. Conclusions made about their likely impacts and mitigation measures to improve those likely impacts were included. The summary SA matrices for these are included in Appendices 2 and 3 of this report.

1.5 Carrying out the Consultation Draft 2015 SA

The Planning Policy team undertook training in March 2014 in order to be fully updated with relevant guidance and best practice. This meant that when preparing the Local Plan: Consultation Draft 2015, the principles of sustainable development were firmly entrenched.

When working on the assessment of the Local Plan: Consultation Draft 2015, it was felt that two of the SA objectives had similarities, and comparable questions were being employed when making judgements on the impact the policy/site would have on them. These were objectives 7 and 10, which focused on community identity and harmony. It was proposed to combine the two objectives into one to form:

“To create harmonious, crime free neighbourhoods with strong identities and high levels of participation in community activities.”

This meant that the previous list of 20 SA objectives, which had been formulated in the June 2013 Scoping Report, became 19.

The Local Plan: Consultation Draft 2015 contained 12 objectives that set out the key components required to meet the overarching vision of the Plan. It was deemed appropriate to test them through the SA process. As the objectives will be assessed in full by virtue of assessing all the Plan’s policies, it is considered appropriate that the objectives themselves be subject to a less in-depth assessment. The Local Plan objectives were tested against each of the SA objectives in a simple matrix. No Local Plan objective was assessed as having likely negative impacts.

As part of the Local Plan: Consultation Draft 2015, an option for the level of growth in the Borough over the Plan period was established. 15 potential options were formulated through studies by Arup, Arc4 and Edge Analytics. The growth options were tested against the SA objectives and the assessment established that those options that proposed particularly high or low levels of growth were not sustainable.

Advice and feedback received following the Local Plan: Consultation Draft 2013 was that the numerical scoring system was not a preferred SA approach. For both the SA of policies and sites in this 2015 version, the method has been amended from using a numerical scoring system to a “RAG” approach, where a red score represents an envisaged negative impact, amber represents an envisaged neutral or insignificant impact and green represents an envisaged positive impact.

The SA of proposed Local Plan: Consultation Draft 2015 policies were undertaken following the same matrix method as had been in the Local Plan: Consultation Draft 2013. Most policies have seen little to no change since the Local Plan: Consultation Draft 2013 and it was possible to adjust their assessments where a “1” or “2” score was changed to green, “0” was changed to amber and “-1” and “-2” was changed to red. The numerical conclusions

have been removed and replaced with a written conclusion. There was a “whole team” approach to undertaking the SA of the Local Plan: Consultation Draft 2015, where the policy writers undertook the assessments. The SA of the policies can be found at Appendix 5.

The site selection process of the Local Plan can be highly contentious. Following feedback about the SA approach employed for the Local Plan: Consultation Draft 2013, especially that from proposed development site stakeholders, it was decided to adopt a new approach for the SA of sites that would be more in-depth and transparent, with clear decision-aiding questions and evidence set out. Where alternative uses for the sites is considered reasonable, more than one SA has been carried out per site. The SA of the sites can be found at Appendix 6.

1.6 Carrying out the Pre-Submission Draft 2015 SA

In carrying out the SA at this stage, it was considered that the methods previously employed in undertaking the SA did not require any amendment. The contents of the Local Plan Pre-Submission Draft 2015 were assessed. Most policies and sites have remained the same as in the Local Plan: Consultation Draft 2015. Some update was required on those policies that had seen amendment and sites that were no longer allocations. These are annotated accordingly in Appendices 5 and 6.

For the Local Plan Pre-Submission Draft 2015, the two strategic sites (at Killingworth Moor and Murton Gap) were assessed as one site each, having previously been assessed as a collection of smaller sites each. New SAs for the combined sites have been undertaken and are available to view in Appendix 6.

For each of the strategic sites, a “concept plan” has been prepared to give a clearer understanding to residents of the proposals and how they could support the Authority’s vision for North Tyneside. The principles of sustainable development have been incorporated into their production; the conclusions of the SAs (at this and previous SA stages) relating to the two sites have allowed for in-depth discussions and studies on various

matters that have steered the concept plan in a way that manages the sustainability “unknowns” that were assessed. This includes:

- The incorporation of new areas of formal and informal open space (including landscape buffers);
- Measures to protect, create and enhance areas for wildlife and biodiversity;
- The provision of sustainable drainage solutions to address flood risk which can be integrated with open space and biodiversity;
- The broad locations for the ‘blocks’ of residential development (to include employment at Killingworth Moor) that allows for the protection of those most significant landscape and built environment features;
- The specific key infrastructure requirements and broadly where these could be located. This includes the provision of a primary school for Murton Gap and both a primary and secondary school for Killingworth Moor, the key points of access into the sites and the provision of community facilities / local centres.

A collection of policies (AS4.4a-c) is included within the Local Plan Pre-Submission Draft 2015 that supports the concept plans. This policy has also been subject to the SA process and this can be viewed within Appendix 5.

1.7 Conclusions

Policies and sites tend to “score” well when assessed against the SA objectives; this includes consideration given to their temporal, secondary, cumulative and synergistic effects. At this stage, they have been through several rounds of SA, consultation and revision, and have seen some refinement that should allow for improved SA outcomes. The unmitigated conclusions can be neutral or even negative at times but suggested mitigation measures tend to improve this outcome. It is usually the case that the suggested mitigation is mandatory as part of the planning process and therefore will be implemented. For example, flood mitigation and high standards of design are often cited as mitigation measures that should be pursued; these are mandatory elements of development as set out in national planning policy guidance and in the Local Plan Pre-Submission Draft 2015.

It is important to understand that the SA itself cannot singularly determine a particular direction the Local Plan Pre-Submission Draft 2015 must take. The Local Plan fits into a hierarchy of planning documents, and is therefore influenced by Government policy that has also been subject, in some cases, to some form of SA. In addition, the Local Plan is guided by suite of evidence that sets out and takes into account matters such as the aspirational objectives of the Borough, balanced against the realism and viability of the Plan being delivered. It is also the case that public consultation will play a role in the eventual adoption of policies and allocations of sites.

A monitoring framework is included that sets out a range of indicators that can be used over time to monitor how the 19 SA objectives are being fulfilled.

1.8 Consultation

This version of the SA Report accompanies the Local Plan Pre-Submission Draft 2015. Comments on this SA Report are welcomed as part of the consultation on that document.

2. INTRODUCTION

2.1 Purpose of Sustainability Appraisal

Sustainability Appraisal (SA) is a requirement under Regulation 39 of the Town and Country Planning (Local Development) (England) Regulations 2004, for Local Development Documents (now called Local Plan under the National Planning Policy Framework 2012 (NPPF)). It incorporates the requirement under European Directive 2001/42/EC for a Strategic Environmental Assessment (SEA).

European Directive 2001/42/EC requires SEA to be carried out on a range of plans and programmes including Local Plans. SEA is the process of systematically assessing strategic policies, plans and programmes, to ensure that significant environmental effects that might arise from them are identified. Once identified, these effects are then communicated to decision-makers, mitigated and monitored. It is also a key requirement of the SEA process that opportunities for public involvement are provided. This document conforms to these requirements.

SA can be broadly defined as:

“the formal, systematic and comprehensive process of evaluating the environmental, social and economic effects of a policy, plan or programme, or its alternatives, including the preparation of a written report on the findings of that evaluation, and using the findings in publicly accountable decision-making.”¹

This SA Report outlines the process and results of SA carried out on and the preparation leading up to the North Tyneside Local Plan Pre-Submission Draft 2015. When adopted, the Local Plan will have two main roles, firstly to set out policies for use in the development management process, and secondly to allocate land for specific uses to ensure that there is sufficient supply to meet needs.

¹ Adapted from Therivel, R. et al (1992) “Strategic Environmental Assessment”, London, Earthscan

The Government states that the purpose of SA is to *“promote sustainable development through the integration of social, environmental and economic considerations into the preparation of ... Development Plan Documents”*². It is an iterative process, which identifies and reports on the likely significant effects of the plan and the extent to which the implementation of the plan will achieve the social, environmental and economic objectives by which sustainable development can be defined.

One of the key functions of SA is to illustrate the benefits and risks of different development options and policy choices to enable a transparent decision making process. This should facilitate effective public consultation on alternative courses of action, and ultimately help to justify why specific options were chosen against others.

The term ‘sustainable development’ has been commonly used since the early 1990s, growing in importance since the Earth Summit in Rio de Janeiro in 1992. There are numerous definitions of sustainable development. The most widely used international definition is:

*“Development which meets the needs of the present without compromising the ability of future generations to meet their own needs”*³

The Government’s Sustainable Development Strategy (2005)⁴ summarises sustainable development as that which enables people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations. This should be pursued in ways that produce:

- A sustainable, innovative and productive economy that delivers high levels of employment; and

² Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents, ODPM, 2005

³ From ‘The Bruntland Report’ – Bruntland, G. (Ed) (1987) ‘Our Common Future: The World Commission on Environment and Development’ Oxford, Oxford University Press

⁴ UK Sustainable Development Strategy, DEFRA, 2005

- An equal and inclusive society which promotes successful communities and personal well-being.

But this must be done in ways that:

- Protect and enhance the physical and natural environment; and
- Use energy and resources as efficiently as possible.

The planning system has an important role to play in promoting and enabling sustainable development, particularly through the plan making process. The legislation states that the function must be exercised with the objective of contributing to the achievement of sustainable development⁵. The NPPF⁶ sets out a “presumption in favour of sustainable development”, which runs through both plan-making and decision-taking. The NPPF indicates the Government's view of what sustainable development in England means for the planning system, but three dimensions are specifically highlighted, giving rise to the need for the planning system to perform a number of roles:

- **“an economic role** - contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- **a social role** - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural wellbeing; and
- **an environmental role** - contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy." (CLG, 2012).

⁵ Planning and Compulsory Purchase Act 2004, chapter 39

⁶ National Planning Policy Framework (2012) CLG

In addition to SEA, the Government requires a SA of Local Plans to ensure that plans are balanced and integrate environmental, social and economic objectives to secure the best overall outcome for the area. Both processes are incorporated into this document and are referred to by the single term SA.

2.2 Appropriate Assessment

Directive 92/43/EEC on the Conservation of Natural Habitats and Wild Flora and Fauna (the Habitats Directive) provides legal protection for habitats and species of European importance. These habitats and species are designated as Special Areas of Conservation (SACs) and Special Protection Areas (SPAs) and they make up the Natura 2000 network. Within North Tyneside are the North Northumberland Dunes SAC and the Northumbria Coast SPA. Several other protected sites are within the region. Schedule 1 of the Conservation (Natural Habitats, &c) (Amendment) Regulations 2007 (Habitats Regulations) inserts a new Part IVA into the Conservation (Habitats, &c) Regulations 1994 and transposes into English law the requirement to carry out appropriate assessment for land use plans.

Appropriate assessment is required to ensure protection of the integrity of European sites is incorporated into the preparation of development plans. At the local level it is the responsibility of the local planning authority to ensure that an assessment is carried out in accordance with the Habitats Directive and the amended Habitats Regulations. This must be carried out as a separate exercise to the SA. However, there is some overlap between the information required for the two assessments. A separate Appropriate Assessment has been prepared that has informed the Local Plan Pre-Submission Draft 2015 and is also available for comment.

3. LOCAL PLAN PREPARATION AND SA

3.1 Local Plan Preparation in North Tyneside

Up to 2012, North Tyneside Council worked towards the preparation of a Core Strategy, which would set out the strategic policies and allocations for the Borough as a whole, and three Area Action Plans that would add further detail on the future planning of the Wallsend, North Shields and Coastal areas of the Borough. All went through the Issues and Options and Preferred Option stages, and were subject to the SA process at these stages.

In light of changes to the planning system that removed the requirement to produce a suite of documents within a Local Development Framework, and encourages the production of a single Local Plan, North Tyneside Council is now working towards one Local Plan that combines the emerging policies and proposals of the three Area Action Plans and the Core Strategy. The single Local Plan will enable a clear and coherent approach linking both the strategic development and growth of North Tyneside, and targeted regeneration and investment in particular areas.

The “Duty to Co-operate” became a legal requirement under the provisions of the Localism Act, which came into force in 2012. In essence it requires local planning authorities and other prescribed bodies to co-operate on strategic cross-boundary matters. North Tyneside Council has an established working relationship with its neighbours to discuss and co-operate on a range of social, economic and environmental issues, and we will continue to work pro-actively in this respect. We are committed to working within the Local Enterprise Partnership along with the six other north east authorities of Gateshead, Newcastle, South Tyneside, Sunderland, Northumberland and Durham, for which Memorandum of Understanding has been mutually established.

3.2 The Sustainability Appraisal Process and Plan Preparation

SA is the process of looking at and refining the policy options as part of plan preparation and examining how they contribute to sustainable development. By using SA it will be possible to identify where some options do not contribute to sustainable development, so that these issues can be addressed early on and options chosen to ensure that they are the most reasonable alternative and as sustainable as possible in the circumstances, including appropriate mitigation.

Production of Local Plans and the SA process are therefore carried out in tandem, with appraisal at different stages to influence policy direction and decision making.

The Government's 2005 guidance set out the relationship between plan preparation stages and SA stages as follows. How North Tyneside has addressed this relationship at the various stages is included:

Sustainability Appraisal Process	Where and When
Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope	<ul style="list-style-type: none"> • Core Strategy Scoping Report 2006 • Coastal Area Action Plan Scoping Report 2009 • Local Plan Scoping Report June 2013 • Local Plan Scoping Report August 2015
Stage B: Developing and refining options and assessing effects	<ul style="list-style-type: none"> • Core Strategy Issues and Options preparation up to December 2006 • Wallsend AAP issues and Options preparation up to January 2008 • North Shields AAP Issues and Options preparation up to June 2008 • Coastal AAP Issues and Options preparation up to November 2009 • Core Strategy Preferred Options preparation up to June 2010 • Joint AAP Preferred Options preparation up to February 2012 • Local Plan: Consultation Draft 2013 preparation up to November 2013

	<ul style="list-style-type: none"> • Local Plan: Consultation Draft 2015 preparation up to December 2014 • Local Plan Pre-Submission Draft 2015 preparation up to September 2015
Stage C: Consulting on the preferred options of the Local Plan and SA Report	<ul style="list-style-type: none"> • Core Strategy Issues and Options December 2006 • Wallsend AAP issues and Options 2008 • North Shields AAP Issues and Options June 2008 • Coastal AAP Issues and Options November 2009 • Core Strategy Preferred Options June 2010 • Joint AAP Preferred Options February 2012 • Local Plan: Consultation Draft 2013 • Local Plan: Consultation Draft 2015 • Local Plan Pre-Submission Draft 2015
Stage D: Monitoring the significant effects of implementing the Local Plan	<ul style="list-style-type: none"> • Local Plan Pre-Submission Draft 2015

Details of all the stages outlined above can be found online at:

<http://www.northtyneside.gov.uk/planning>

4. SCOPING

4.1 Scoping Report June 2013

The scope of the SA process for the Local Plan was set out in the Scoping Report which was published in June 2013.

The Report looked at a wide range of topic areas and:

- Identified relevant international, national, regional and local policies, plans, programmes, strategies and initiatives (PPPSIs) that would have links and/or effects on the Local Plan;
- Set out what the aims and objectives of these PPPSIs are;
- Set out what the baseline situation is for North Tyneside and what the main issues are;
- Suggested how all the above together need to be addressed in the Local Plan;
- Put forward SA objectives that would measure through the SA process how well the Local Plan did address these issues.

The Report was made available for comment via North Tyneside Council's online consultation portal, which is available to all to access. Presently, several hundred members of the public, business and public bodies, including statutory consultees, are registered to the portal. A range of feedback was received, and comments were taken into account in the production of a refined Scoping Report and SA objectives. The reader is directed to the Scoping Report for further information. It can be found here:

http://www.northtyneside.gov.uk/browse.shtml?p_subjectCategory=182

The Scoping Report outlined the methodology for carrying out SA of the Local Plan. 20 SA objectives were identified, which cover a broad range of environmental, social and economic issues, some of which were further developed following consultation feedback. They were as follows:

1. To create a diversified and forward looking economy with high and stable levels of employment where everyone can share and contribute to a greater and sustainable prosperity.
2. To increase the diversity and quality of jobs.
3. To create higher and more stable levels of employment with more local jobs within the Borough, particularly in the socially deprived areas.
4. To develop further a sustainable tourism sector.
5. To improve access to a wide range of education and training opportunities.
6. To enable all people to have a choice of decent homes, in a range of tenures, sizes and types, to meet their needs, including affordable homes.
7. To create a truly harmonious community with safe, crime free neighbourhoods.
8. To prevent disease, prolong life, promote health and support all residents to adopt healthy lifestyles, while targeting action to reduce health inequalities.
9. To afford everyone in the Borough with equality of access to the range of community facilities and services they require in meeting their needs.
10. To encourage and enable a sense of community identity and active participation in community planning activities.
11. To maintain and improve the quality of ground and surface waters.
12. Adapt to the impacts of climate change whilst addressing the contribution made by the Borough by reducing emissions of greenhouse gases and maintaining good local air quality through more efficient use of resources.
13. To reduce the need to travel, encourage sustainable transport options and make the best use of existing transport infrastructure.
14. To avoid adverse effects to the areas ecological network, including designated wildlife sites and protected species, and to protect and enhance biodiversity and geodiversity.
15. To reduce waste and improve waste management by encouraging re-use, recycling and composting.
16. To maintain and enhance areas of Green Belt and network of multifunctional green infrastructure as a community resource to support local wildlife initiatives and for amenity and recreation.

17. To preserve, conserve and enhance North Tyneside's landscape character, cultural and historic environment, maintaining and strengthening local distinctiveness and sense of place.
18. To reduce Flood risk to people and property.
19. To avoid the loss of the area's best and most versatile agricultural land and bring contaminated land back into beneficial use.
20. To reduce noise pollution.

4.2 Revised Objectives 2014

When working on the assessment of the emerging Local Plan: Consultation Draft 2015, it was felt that two of the SA objectives had similarities, and comparable questions were being employed when making judgements were being made on the impact the policy/site would have on them. These were objectives 7 and 10, which focus on community identity and harmony. It was proposed to combine the two objectives into one to form:

“To create harmonious, crime free neighbourhoods with strong identities and high levels of participation in community activities.”

It was not considered that this amendment would compromise the assessment of the Plan. Nevertheless, before proceeding, the opinions of statutory consultees English Heritage, Natural England and the Environment Agency were sought in July 2014. No objections were received.

The revised list of SA objectives therefore became:

1. To create a diversified and forward looking economy with high and stable levels of employment where everyone can share and contribute to a greater and sustainable prosperity.
2. To increase the diversity and quality of jobs.
3. To create higher and more stable levels of employment with more local jobs within the Borough, particularly in the socially deprived areas.

4. To develop further a sustainable tourism sector.
5. To improve access to a wide range of education and training opportunities.
6. To enable all people to have a choice of decent homes, in a range of tenures, sizes and types, to meet their needs, including affordable homes.
7. To create harmonious, crime free neighbourhoods with strong identities and high levels of participation in community activities.
8. To prevent disease, prolong life, promote health and support all residents to adopt healthy lifestyles, while targeting action to reduce health inequalities.
9. To afford everyone in the Borough with equality of access to the range of community facilities and services they require in meeting their needs.
10. To maintain and improve the quality of ground and surface waters.
11. Adapt to the impacts of climate change whilst addressing the contribution made by the Borough by reducing emissions of greenhouse gases and maintaining good local air quality through more efficient use of resources.
12. To reduce the need to travel, encourage sustainable transport options and make the best use of existing transport infrastructure.
13. To avoid adverse effects to the areas ecological network, including designated wildlife sites and protected species, and to protect and enhance biodiversity and geodiversity.
14. To reduce waste and improve waste management by encouraging re-use, recycling and composting.
15. To maintain and enhance areas of Green Belt and network of multifunctional green infrastructure as a community resource to support local wildlife initiatives and for amenity and recreation.
16. To preserve, conserve and enhance North Tyneside's landscape character, cultural and historic environment, maintaining and strengthening local distinctiveness and sense of place.
17. To reduce Flood risk to people and property.
18. To avoid the loss of the area's best and most versatile agricultural land and bring contaminated land back into beneficial use.
19. To reduce noise pollution.

4.3 Scoping Report August 2015

A revised Scoping Report was prepared in August 2015. This version made only small changes to the 2013 version that brought relevant policies, plans, programmes, strategies, initiatives and baseline position up-to-date. The “Sustainability Appraisal Matrix and Carrying Out Sustainability Appraisal” chapter was reviewed to record the proposed changes to carrying out the SA (this is discussed in full later on in this document). The proposed indicators were reviewed to ensure they were in-line with up-to-date policy and guidance requirements. No changes to the SA objectives were proposed.

The Scoping Report was subject to six weeks consultation. A range of consultees including neighbouring authorities, Historic England, Natural England, the Environment Agency, Northumbrian Water, Highways England and the Marine Management Organisation were invited to participate. A range of feedback was received, and comments were taken into account in the production of a refined Scoping Report. There were no requests for amendments to the SA objectives. The reader is directed to the Scoping Report 2015 for further information.

5. SUSTAINABILITY APPRAISAL 2013

This section looks back at the SA approach taken at the Local Plan: Consultation Draft 2013 stage.

5.1 Matrix Approach

As established in the associated Scoping Report 2013, a matrix was derived that was considered an appropriate way in which to test the policies against the (then) 20 SA objectives, whilst also considering their effects over time, how to mitigate against any negative effects (or make better those that were positive) and to consider alternative approaches. The matrix approach was an established method so it was considered that continuing this way would be logical and consistent.

Within the matrix, each proposed policy and site was "pitched" against each sustainability objective. A simple scoring system has been developed over previous work on the emerging Core Strategy and Area Action Plans and it was considered appropriate to continue with this. The proposed policy/site's envisaged impacts were scored, along with any mitigation that could be included, and the short, medium and long term impacts of that. The scoring system was as follows:

2	Definitely Positive	Plan objective supports the sustainability objective and no changes are required.
1	Potentially Positive	Plan objectives may be sustainable given certain provisos.
0	Neutral	There is no relationship between the plan objectives and SA objectives and/or the effect is neutral or negligible.
-1	Possible Conflict	Plan objective may potentially conflict with the sustainability Objective.
-2	Definitely Conflict	Plan objective definitely conflicts with the sustainability Objective and requires changes.

The Scoping Report also set out the possibility of scoring with a “?” for when there was insufficient detail about a proposal. It was judged that at this stage of Local Plan preparation, sufficient detail should be available so it was decided to not continue with this option.

The scoring system was considered a clear and easily comparable approach. A commentary was included to allow for understanding of the approach and to provide further detail about the envisaged effects of a policy/site and suggested mitigation measures to improve likely impacts.

On the basis of professional judgement, the assessment was carried out by the Planning Policy team, with each officer assigned a set of policies and site allocations to assess. The role of the officers was to maintain a balanced view when making assessments. Officers undertook reviews of each other’s work, to ensure that a balanced view had been used, and to ensure consistency and best practice throughout.

An extra benefit for undertaking the SA “in-house” was that any identified issues with proposals could be acted upon immediately. The SA process demands a close examination of proposals, and whilst it was being undertaken, several issues were flagged up ranging from small wording problems to more fundamental matters. The team were able to quickly address these issues and the SA process was able to continue, with a stronger, more refined proposal. Continual review and refinement of proposals is considered an important part of Local Plan preparation.

5.2 Officer Meetings

Prior to undertaking the SA assessments, a series of meetings were set up with a range of officers from throughout North Tyneside Council, whose work has a link to the contents of the Local Plan. The meetings were led by the Planning Policy team who talked through the draft policies/sites that would be particularly relevant to the other officers, who were then able to offer their thoughts on how to improve the policy/site (if necessary). Having expert

input into a policy/site was seen as an ideal way of making them as strong, usable and sustainable as possible.

The Council officers who participated were:

- Housing Strategy manager and officers
- Planning conservation senior officer
- Environmental sustainability manager
- Regeneration manager
- Senior Development Management officers
- Business and Enterprise manager
- Waste manager
- Highways and Infrastructure manager
- Biodiversity Officer

Suggested and realised amendments are set out at Appendix 1.

5.3 Policies Approach

In accordance with the SEA Directive, it is important when assessing proposals to consider appropriate and reasonable alternatives. This has already been part of the process through the Issues and Options and Preferred Options stages of the Core Strategy and Area Action Plans production. When undertaking the assessment of policies at this stage, it was considered that due to their nature, the only reasonable alternative was a “do nothing” approach – that is, do not implement the policy, leaving the situation as existing. As the policies are informed by guidance and evidence, construction of an alternative that was not feasible or connected to the intent of the policy would be meaningless exercise. Also, as the policies are often wide-ranging and cover a collection of aspects, constructing a similarly wide-ranging alternative would not be reasonable. “Do nothing” was considered the only logical comparable approach. Mitigation measures for the existing situation were included; in some cases it is considered possible to improve the existing situation without

implementing the policy. In many cases however, the policy was seen as the only real approach to dealing with an issue and no mitigation was included.

The policy assessment summary is included at Appendix 2. A full version can be found within the Local Plan: Consultation Draft 2013 SA Report, available here:http://www.northtyneside.gov.uk/browse.shtml?p_subjectCategory=182

5.4 Sites Approach

With site assessments, alternative approaches were often considered. It was the case that for some sites, the possibility of two different uses was proposed and thus an assessment of the two was required. In some cases, knowledge of the site in terms of constraints and viability had led to the conclusion that an alternative would not be feasible; in these cases an assessment of an alternative was not pursued. As with policy assessment, the “do nothing” scenario - that is, leave the site as existing, was looked at too, along with potential mitigation to improve the existing site.

The sites assessment summary is included at Appendix 3. A full version can be found within the Local Plan: Consultation Draft 2013 SA Report, available here:http://www.northtyneside.gov.uk/browse.shtml?p_subjectCategory=182

6. SUSTAINABILITY APPRAISAL CONSULTATION DRAFT 2015

This chapter sets out the methodology for carrying out the SA for the North Tyneside Local Plan: Consultation Draft 2015. National guidance on the procedure for carrying out SA was again followed; however the process was tailored to reflect the particular circumstances of North Tyneside.

The Planning Policy team undertook training in March 2014 in order to be fully updated with relevant guidance and best practice. This meant that when preparing the emerging Local Plan: Consultation Draft 2015, the principles of sustainable development were firmly entrenched.

6.1 Appraisal of Local Plan Objectives

The Local Plan: Consultation Draft 2015 contained 12 objectives that set out the key components required to meet the overarching vision of the Plan. They are as follows:

- Ensure a sustainable future for North Tyneside with communities and infrastructure that are well placed to mitigate climate change
- Diversify, strengthen and grow the local economy providing excellent job opportunities for everyone
- Give all residents the opportunity to live free from crime and enjoy a healthy lifestyle, achieving their potential in work and education
- Provide an appropriate range and choice of housing to meet current and future needs
- Revitalise the town centres
- Regenerate the Coast
- Regenerate the Riverside
- Manage waste in order to minimise the amount produced and sent to landfill
- Protect and enhance the natural environment
- Protect and enhance the built environment

- Ensure sustainable access throughout the Borough, with the wider region and beyond
- Enhance the image of the Borough

Whilst these objectives are expressed in more detail through the Plan’s policies, it was considered worth assessing them at this stage to ensure that there are no significant adverse effects envisaged from their implementation.

As the objectives would be assessed in full by virtue of assessing all the Plan’s policies, it was deemed appropriate to undertake a less in-depth assessment of the objectives themselves. The Local Plan objectives were therefore tested against each of the SA objectives in the matrix below, where “green” represents a positive relationship, “amber” represents an insignificant or irresolute relationship and “red” represents a clear conflict.

R – red – potential negative impact

A – amber – potential neutral or insignificant –impact

G – green – potential positive impact

		SA Objectives																		
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Local Plan Objectives	1	A	A	A	A	A	A	G	G	A	G	G	G	G	G	G	G	G	G	G
	2	G	G	G	G	G	G	G	A	A	A	A	A	A	A	A	A	A	A	A
	3	G	G	G	A	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G
	4	G	G	G	A	A	G	G	A	A	A	A	A	A	A	A	A	A	A	A
	5	G	G	G	G	A	A	G	A	G	A	A	G	A	A	G	G	A	G	A
	6	G	G	G	G	A	A	G	A	A	A	A	A	A	A	A	G	A	A	A
	7	G	G	G	G	G	A	A	A	A	A	A	A	A	A	A	G	A	A	A
	8	A	A	A	A	A	A	A	A	A	G	G	A	A	G	A	G	A	A	A
	9	A	A	A	G	A	A	G	G	G	G	G	G	G	G	G	G	G	G	A
	10	A	A	A	A	A	A	G	A	A	A	A	A	A	G	G	G	A	G	A
	11	G	G	G	G	A	A	A	G	G	A	G	G	A	A	G	A	A	A	G
	12	G	G	G	G	A	A	G	A	A	A	A	A	A	A	A	G	A	A	A

The matrix did not identify any clear conflicts between the SA objectives and the Local Plan objectives. However, there are several occasions where the outcome is irresolute. In those cases there is the potential for negative, positive or neutral impacts, or a combination. There was confidence that the Local Plan: Consultation Draft 2015 contained sufficient policy coverage to avoid or mitigate any negative impacts. Indeed, the SA process employed at each stage of the Plan's preparation so far has contributed towards this. This comes in the form of carefully-worded policies and individual policies that work to prevent inappropriate development.

6.2 Appraisal of Local Plan Growth Options

During 2014, Planning Policy officers worked closely with specialist consultants (Arup, Edge Analytics and Arc4) to provide expert, robust and impartial support in strengthening the Authority's evidence of employment and housing needs. This evidence plays a crucial role in demonstrating that the Authority has considered and sought to meet its development needs when preparing the Local Plan.

The Employment Land Review

Arup led in the preparation of the Employment Land Review (ELR). The ELR focuses particularly on preparing three scenarios for growth in the level of jobs within North Tyneside to then translate this into an amount of new floorspace that will be required for the associated employment land.

Job growth forecasts were informed by economic forecasts used in the North East Local Enterprise Partnership (NELEP) Strategic Economic Plan (SEP), published in March 2014. The SEP is informed by a baseline economic forecast prepared by Cambridge Econometrics, and sets out key proposals for growth and investment designed to significantly boost growth in jobs across the area over and above the baseline across the seven NELEP Local Authorities to 2024. In consultation with the NELEP, Arup identified the proportion of this growth it

would be reasonable to attribute to North Tyneside and established the following job growth scenarios based on the potential impact of the SEP upon the economy.

	Total growth in jobs 2014 to 2032
Higher – growth to match the NELEP target to 2024 then growth at the mid point between baseline and target growth between 2024 and 2032.	16,443
Medium – growth to match the NELEP target to 2024 then growth at the average baseline growth between 2024 and 2034	12,730
Lower – based on baseline growth in jobs to 2032	6,840

The Strategic Housing Market Assessment and Housing Forecasts

Arc4 have led preparation of the Strategic Housing Market Assessment (SHMA). This included a Borough-wide Household Survey directly contacting 27,000 households seeking information on householders’ income and housing history, and expectations and needs for housing in the future. The SHMA considers this evidence to identify the overall need for affordable housing in North Tyneside and the range and type of homes that would be meet the needs of residents. The SHMA also incorporates a series of Housing Forecasts prepared by a specialist consultant.

The approach and analysis underpinning such forecasts to help determine an Authority’s Objectively Assessed Need for homes is outlined by National Planning Guidance (March 2014). The household forecasts prepared for North Tyneside, set out below, were informed by the latest population and household projections for the Borough (prepared by the Office for National Statistics (ONS)), an assessment of past trends in migration and population change in the Borough, and an analysis of the implications and relationship between the Higher, Medium and Lower job growth forecasts (set out in the ELR and described above) and the potential size of the resident workforce in North Tyneside.

This leads to three basic types of housing forecast:

- A benchmark ONS Projection Forecast,

- A Jobs Led forecast, that can be adjusted based on the balance of workers living in the Borough and available jobs, and
- A Migration led forecast that takes account of observed trends in migration over the recent past and can be adjusted based on possible or known factors that could affect future migration to or from North Tyneside.

The following table sets out the key results of the SHMA and Housing Forecasts work. These figures are expressed as annual requirements for the period from 2011 to 2032.

Growth Options	Housing Growth 2011 to 2032	Average Homes Per Year	Job Growth Per Year
1.High Plus	37,569	1,789	1,294
2.High Plus (Lower net out commute)	28,350	1,350	1,294
3. Jobs Led Higher	28,497	1,357	831
4. Jobs Led Higher (Lower net out commute)	20,013	953	831
5. Jobs Led Medium	25,085	1,195	654
6. Jobs Led Medium (Lower net out commute)	16,874	804	654
7. Jobs Led Lower	19,142	912	374
8. 5 Year Migration Trend	17,199	819	233
9. 10 Year Migration Trend	17,021	811	276
10. ONS Sub-National Population Projection 2012	15,971	761	204
11. ONS Sub-National Population Projection 2010	15,960	760	304
12. Jobs Led Lower (Lower net out commute)	11,393	543	374
13. 10 Year Migration Trend (Newcastle)	11,802	562	276
14. 10 Year Migration (Newcastle & Northumberland)	10,017	477	276
15. Natural Change	5,912	282	-272

6.3 Growth Options SA and Outcomes

It was deemed important to assess the options above through the SA process, so the potential sustainability impacts of each could be considered. The matrix at Appendix 4 tests all 15 growth options listed in the table above against the 19 SA objectives, where green is an envisaged positive impact, amber is a neutral impact and red is a negative impact. A commentary is provided for each SA objective.

The matrix sets out that those options that aim for lower levels of growth raised concerns regarding the ability to support the economy and health facilities through the imbalance of older people to working age people. Most significant is these options' inability to plan for sufficient homes to meet the Borough's objectively assessed needs. This rendered these options unsustainable.

It is normal planning practice to seek developer contributions to ensure that the infrastructure demands created by development are provided. For this reason, whether it be for higher or lower levels of growth, for several SA objectives a neutral impact was predicted, based on the assumption that any potential negative impacts would be accordingly overcome through developer contributions. There was also the confidence that the policies within the Local Plan would be able to steer development in a way that avoided negative impacts. However the commentary raised the point that the higher the level of growth, the more challenging it would be to overcome, mitigate or avoid negative impacts.

A further negative outcome for the higher levels of growth was that they would require the loss of some Green Belt to accommodate development. This would conflict with National Planning Practice Guidance⁷ and the relevant SA objective. As it is considered that the Borough's development needs can be met through lower levels of growth, the exceptional

⁷ National Planning Practice Guidance, March 2014, CLG

circumstances in which Green Belt loss could occur do not exist and thus the very highest growth options are unsustainable.

6.4 Further Consideration of Growth Options

Further to the SA consideration above, and through consideration of the evidence informing the various growth options, eight were not considered as representing an alternative to planning for growth in North Tyneside or would not provide a substantially alternative scenario for growth to be considered. Justification for discounting some of the following options was supported at a Local Plan Stakeholder Workshop event on 22nd October 2014.

Alternative Forecasts to dismiss	Reasons this is not considered a reasonable alternative
1.High Plus 2.High Plus (Lower net out commute) 3. Jobs Led Higher 5. Jobs Led Medium 7. Jobs Led Lower	<ul style="list-style-type: none"> Does not consider potential for less out-commuting. Overall delivery considered to be unrealistic and beyond the capacity of the development industry in North Tyneside.
8. 5 year Migration Trend	<ul style="list-style-type: none"> Provides comparison but not required with more robust 10 Year Migration trend forecasts.
14. 10 Year Migration (Newcastle & Northumberland)	<ul style="list-style-type: none"> Scenario equivalent to long term average housing delivery that includes a period of reduced growth. It does not therefore accord with NPPF in boosting housing delivery.
15. Natural Change	<ul style="list-style-type: none"> Only possible with no migration, therefore not a realistic alternative.

From the wider range of growth options outlined above, and taking into account the sustainability of each and those that are not reasonable, three broad growth options were identified as potentially realistic options for the Borough over the Plan period to 2032.

The options accord with Higher, Medium or Lower growth in jobs set out in the ELR, with an adjustment made to the overall commuting ratio. This means they build in an assumption that the rate of new job growth will exceed the rate in growth of residents of working age. This has the effect of reducing the need for homes, and means that more residents should have the choice of living and working in the Borough. The options are set out below.

Growth Option A – based on the increased growth in jobs to 2032.	This option is based on the highest potential growth in jobs growth and homes and on Scenario 4 Jobs Led Higher (Lower net out commute) growth option. This option results in a need for 953 homes per year.
Growth Option B – based on increased growth in jobs over the SEP period to 2024, followed by baseline growth to 2032.	This option is closest to trend-based objectively assessed needs, and supports the forecast “medium” job growth; this is based on a combination of scenarios 6, 9 and 10: Jobs Led Medium (Lower net out commute), 10 Year Migration Trend, and Sub-National Population Projection 2012. This option results in a need for 792 homes per year.
Growth Option C – based on baseline growth in jobs to 2032.	Lower than the Borough’s starting point set out in national population projections. This option reflects the impact of increased housing delivery in Newcastle and a reduced net out commute – housing delivery from Scenario 13 requires 562 homes per year.

Appendix 4 sets out the SA for the above Growth Options (marked as orange in the matrix). Growth Option A tends to perform well; it has either positive or neutral predicted impacts across the SA objectives. However, it does not perform well against the SA objective 15, as implementation of this Growth Option would require development on the Green Belt. Similarly Growth Option C performs well across all SA objectives apart from 6 and 8. This is because this Growth Option would not deliver the number of homes required to accommodate the projected population of the Borough and the implications this would have on the age profile of the Borough. Growth Option B comprises of a combination of three options (6, 9 and 10). Options 9 and 10 aim for lower job growth than the baseline estimate and so perform poorly against the Economic SA objectives but otherwise have predicted neutral or positive impacts. Option 6 has predicted neutral or positive impacts against all SA objectives.

6.5 Appraisal of Policies

The SA of proposed Local Plan: Consultation Draft 2015 policies was undertaken following the same matrix method as had been in the Local Plan: Consultation Draft 2013. Readers are directed to the relevant section above that outlines this. However, the method was amended from using a numerical scoring system to a “RAG” approach, where a red score

represents an envisaged negative impact, amber represents an envisaged neutral or insignificant impact and green represents an envisaged positive impact.

Most policies had seen little to no change since the Local Plan: Consultation Draft 2013 and it was possible to adjust their assessments, where a “1” or “2” score was changed to green, “0” was changed to amber and “-1” and “-2” was changed to red. The numerical conclusions were removed and replaced with a written conclusion. Some policies had seen some amendments that could be considered as material and they were reassessed. The SA of the policies can be found at Appendix 5.

The change from numerical scoring to the RAG system has come about for two main reasons:

- Some feedback received as part of the Local Plan: Consultation Draft 2013 consultation; and
- The approach was questioned in the consideration of a planning inquiry for a large housing development in North Tyneside.

Upon review, it was considered that whilst seeming clear and comparable, the numerical approach can become over-complicated, allowing for inconsistencies and a lack of clarity between the scoring of different policies/sites. For example, when does “negative” become “very negative”? Also, conclusions that are based on mathematical calculations are too rigid in their outcomes, when the issues and impacts they represent are generally not succinct in their nature and require a more discussion-lead conclusion.

6.6 Appraisal of Sites

The site selection process of the Local Plan can be highly contentious. Following feedback about the SA approach employed for the Local Plan: Consultation Draft 2013, especially that from proposed development site stakeholders, it was decided to adopt a new approach for the SA of sites that would be more in-depth and transparent.

The SA was undertaken in a database. Again, as outlined above, the RAG scoring system was used rather than numerical scoring and more emphasis has been placed on providing a commentary. In recognising that the decision-making process may not be transparent when undertaking an SA, and that SA objectives often can't be answered through one question alone, a small selection of relevant questions were formulated for each SA objective. To ensure that decisions were based on sound evidence rather than just judgement, a wide range of evidence was collated and fed into the database. This included deprivation data, viability data, feedback from the Council's Biodiversity Officer, site constraints and consultee feedback. A further change that was implemented in this version of the SA was that each officer undertook the assessment of an SA objective for all sites, rather than assessing a site for each SA objective. This was a recommendation made as part of the Planning Advisory Service training the team received and was deemed to better ensure consistency across assessments.

The sites that were assessed have mostly been introduced through the Strategic Housing Land Availability Assessment (SHLAA) process, meaning it is known that they are potentially suitable for housing development and have been assessed accordingly. As part of the appraisal, potential reasonable alternative uses were considered. Within or adjacent to centres, this was retail or employment use. In other cases, employment use was seen as the only realistic alternative. There are some occasions when the site's current was seen as a potential feasible alternative. Several large areas of available employment land were also identified and assessed accordingly. It is known that these sites are currently not available for any other uses or are deemed suitable for any other use and so were not assessed for an alternative use.

The SA of the sites can be found at Appendix 6.

7. SUSTAINABILITY APPRAISAL PRE-SUBMISSION DRAFT 2015

This chapter sets out the methodology for carrying out the SA for the North Tyneside Local Plan Pre-Submission Draft 2015. National guidance on the procedure for carrying out SA was again followed; however the process was tailored to reflect the particular circumstances of North Tyneside.

7.1 Appraisal of Local Plan Objectives

The Local Plan Pre-Submission Draft 2015 contains 12 objectives that set out the key components required to meet the overarching vision of the Plan. They have seen some minor word changes to aid clarity but have not materially changed since the previous version of the Local Plan. They are as follows:

- Ensure a sustainable future for North Tyneside with communities and infrastructure that are well placed to mitigate climate change
- Diversify, strengthen and grow the local economy providing excellent job opportunities for everyone
- Give all residents the opportunity to live free from crime and enjoy a healthy lifestyle, achieving their potential in work and education
- Provide an appropriate range and choice of housing to meet current and future evidence based needs for market and affordable housing
- Revitalise the town centres
- Regenerate the Coast
- Regenerate the Riverside
- Manage waste in order to minimise the amount produced and sent to landfill
- Protect and enhance the natural environment
- Protect and enhance the built and historic environment
- Ensure sustainable access throughout the Borough, with the wider region and beyond
- Enhance the image of the Borough

As these objectives have not materially changed, there is no need to reappraise them. Readers are directed to 6.1 of this document for a discussion relating to the sustainability appraisal of the Local Plan objectives.

7.2 Appraisal of Local Plan Growth Options

Readers are directed to 6.2 to 6.4 of this report that discusses the considerations and assessments relating to pursuing a growth option that would sustainably deliver the homes and jobs required for the Borough within the Plan period. The assessments and conclusions associated with the Local Plan: Consultation Draft 2015, as set out in 6.2 to 6.4, remain the same at this stage.

The following table sets out figures relating to housing forecasts that have been updated since the Local Plan: Consultation Draft 2015. This is due to an ONS update on calculating housing forecasts. The update makes small change to the figures; this is not considered to make a material difference to the Growth Options work already carried out.

These figures are expressed as annual requirements for the period from 2011 to 2032.

Growth Options	Housing Growth 2011 to 2032	Average Homes Per Year	Job Growth Per Year
1.High Plus	38,556	1,836	1,294
2.High Plus (Lower net out commute)	29,379	1,399	1,294
3. Jobs Led Higher	29,442	1,402	831
4. Jobs Led Higher (Lower net out commute)	20,979	999	831
5. Jobs Led Medium	25,977	1,237	654
6. Jobs Led Medium (Lower net out commute)	17,808	848	654
7. Jobs Led Lower	20,076	956	374
	17,682	842	233

8. 5 Year Migration Trend			
9. 10 Year Migration Trend	17,514	834	276
10. ONS Sub-National Population Projection 2012	16,842	802	204
11. ONS Sub-National Population Projection 2010	15,813	753	304
12. Jobs Led Lower (Lower net out commute)	12,348	588	374
13. 10 Year Migration Trend (Newcastle)	12,264	584	276
14. 10 Year Migration (Newcastle & Northumberland)	10,458	498	276
15. Natural Change	7,245	345	-272

7.3 Appraisal of Policies

The SA of proposed Local Plan Pre-Submission Draft 2015 policies was undertaken following the same matrix method as had been in the Local Plan: Consultation Draft 2015. Readers are directed to section 6.5 above that outlines this.

Most policies have seen little or no amendment since the Local Plan: Consultation Draft 2015 and the conclusions remain the same as previous . Some policies have seen some amendments that could be considered as material and they have been reassessed. These SAs are annotated accordingly in Appendix 5.

7.4 Appraisal of Sites

Very few of the sites in the Local Plan Pre-Submission Draft 2015 have changed since the Local Plan: Consultation Draft 2015 and in the main, previous conclusions remain. Readers are directed to 6.6 of this document that explains the process pursued in the SA of sites at that time and Appendix 6 that contains the SA of sites.

At this point in time, a small number of sites have changed. Some previously preferred sites in the Local Plan process have now obtained planning permission and therefore no longer require allocation in the Local Plan or can be subject to a SA. These sites are annotated in Appendix 6.

7.5 Strategic Sites

As part of meeting the level of growth required in North Tyneside, the Local Plan Pre-Submission Draft 2015 contains proposals to allocate the two strategic development sites at Murton Gap and Killingworth Moor.

It was previously the case that the strategic sites at Killingworth Moor and Murton Gap were each made up of several smaller sites. They are now both being considered as one site each. New SAs for the combined sites have been undertaken and are available to view in Appendix 6.

For each of the strategic sites, a “concept plan” has been prepared to give a clearer understanding to residents of the proposals and how they could support the Authority’s vision for North Tyneside (which protects and improves our natural environment, open spaces, wildlife corridors, town centres and creates safe and successful communities).

The concept plans are not suitable for the matrix-style SA process. However, the principles of sustainable development have been incorporated into their production. The conclusions of the SAs relating to the two sites have allowed for in-depth discussions and studies on various matters that have steered the concept plan in a way that manages the sustainability “unknowns” that were assessed. This includes:

- The incorporation of new areas of formal and informal open space (including landscape buffers);
- Measures to protect, create and enhance areas for wildlife and biodiversity;
- The provision of sustainable drainage solutions to address flood risk which can be integrated with open space and biodiversity;

- The broad locations for the ‘blocks’ of residential development (to include employment at Killingworth Moor) that allows for the protection of those most significant landscape and built environment features;
- The specific key infrastructure requirements and broadly where these could be located. This includes the provision of a primary school for Murton Gap and both a primary and secondary school for Killingworth Moor, the key points of access into the sites and the provision of community facilities / local centres.

A collection of policies (AS4.4a-c) is included within the Local Plan Pre-Submission Draft 2015 that supports the concept plans. This policy has also been subject to the SA process and this can be viewed within Appendix 5.

8. ASSESSMENT OF IMPACTS OF THE LOCAL PLAN POLICIES AND SITE ALLOCATIONS

8.1 General

This section discusses the assessed impacts of the Local Plan’s policies and allocations.

Policies and sites tend to “score” well when assessed against the SA objectives. At this stage, they have been through several rounds of SA, consultation and revision, and have seen some refinement that should allow for improved SA outcomes. The unmitigated conclusions can be neutral or even negative at times but suggested mitigation measures tend to improve this outcome. It is usually the case that the suggested mitigation is mandatory as part of the planning process and therefore will be implemented. For example, flood mitigation and high standards of design are often cited as mitigation measures that should be pursued; these are mandatory elements of development as set out in national planning policy guidance and in the Local Plan Pre-Submission Draft 2015.

The reasonable alternative development options assessed as part of the site assessment see a range of outcomes produced. However, it is generally the case, as above, that development generally can be considered sustainable given the appropriate mitigation and/or compensation is pursued. There are, of course, examples where adequate mitigation/compensation becomes more difficult to achieve, often due to a site's particular environmental sensitivity.

The outcomes of the SA assessments are very important in providing, in a transparent manner, an understanding of the potential sustainability of proposals, policies and sites, and the degree to which the effects of the Local Plan Pre-Submission Draft 2015 can effectively be mitigated. However, it is important to understand that the SA itself cannot singularly determine a particular direction the Local Plan Pre-Submission Draft 2015 must take. The Local Plan fits into a hierarchy of planning documents, and is therefore influenced by Government policy that has also been subject, in some cases, to some form of SA. In addition, the Local Plan is guided by suite of evidence that sets out and takes into account matters such as the aspirational objectives of the Borough, balanced against the realism and viability of the Plan being delivered. It is also the case that public consultation will play a role in the eventual adoption of policies and allocations of sites.

The SEA Directive requires the consideration of the temporal nature of proposals. These are looked at as part of the SA of policies. There is also the requirement for the consideration of the secondary, cumulative and synergistic effects of plans. These are defined as follows:

Secondary or indirect effects are effects that are not a direct result of the plan, but occur away from the original effect or as a result of a complex pathway. Examples of secondary effects are a development that changes a water table and thus affects the ecology of a nearby wetland; and construction of one project that facilitates or attracts other developments.

Cumulative effects arise, for instance, where several developments each have insignificant effects but together have a significant effect; or where several individual effects of the plan (e.g. noise, dust and visual) have a combined effect.

*Synergistic effects interact to produce a total effect greater than the sum of the individual effects. Synergistic effects often happen as habitats, resources or human communities get close to capacity. For instance a wildlife habitat can become progressively fragmented with limited effects on a particular species until the last fragmentation makes the area too small to support the species at all.*⁸

The tables in Appendices 5 and 6 set out the findings of the SAs. In summary, the main findings, along with consideration of the temporal, secondary, cumulative and synergistic effects of the Local Plan's policies and allocations:

8.2 Economic SA Objectives

Overall, the policies and allocations of the local Plan are highly compatible with these objectives and are likely to give rise to a cumulatively positive impact. In long term, the Local Plan will create high quality employment opportunities and develop a strong culture of enterprise and innovation by creating jobs and encouraging people to live and work in the Borough. The Local Plan supports tourism, which contributes greatly to the Borough's economy. It is envisaged that over time, growth in the economy would attract further growth.

A number of policies in the Local Plan pose some restrictions on where development is likely to be permitted within the Borough, for example those relating to flood risk and the protection of biodiversity. However, it is considered that there is sufficient land required to support economic development over the Plan period without needing to use environmentally sensitive land. Also directing development to the most sustainable locations that would avoid such sensitivities is considered beneficial for the longer term.

The level of future population in the Borough will, in part, be determined by the level of job opportunities. A SA has been undertaken that assessed the different potential

⁸ A Practical Guide to Strategic Environmental Assessment Directive, 2005, ODPM

population/jobs/homes scenarios that the one that has been pursued in the Local Plan was shown to offer the most sustainable option in this respect.

8.3 Social SA Objectives

The majority of policies have a positive or in some cases neutral impact on the social objectives.

The Local Plan has to deliver sufficient homes to meet the housing needs of the Borough. The Local Plan supports this through a suite of housing-based policies and site allocation.

Housing site allocations represent a large demand on land. Over the length of the Plan period, along with any other development, land will be in great demand; it is the case that green field land will have to be utilised. The appropriate environmental protection addressed by Green Infrastructure, Open Space, Biodiversity and Flooding-relating policies could serve to inhibit the objective. However, it is considered that there is sufficient land required to support housing development over the Plan period without needing to use environmentally sensitive land. Also directing development to the most sustainable locations that would avoid such sensitivities is considered beneficial for the longer term.

The level of future population in the Borough will, in part, be determined by the housing delivery. A SA has been undertaken that assessed the different potential population/jobs/homes scenarios that the one that has been pursued in the Local Plan was shown to offer the most sustainable option in this respect.

There is the need to protect and enhance human health. There are some aspects of the Local Plan that could work together to damage health. Increased development can in itself create increased emissions and can cause more road traffic. This could bring increased pollution with associated health problems. Increased traffic will also create noise, vibration and other nuisances that together with emissions could affect the health of local residents.

There are also safety issues that could be associated with increased traffic. Poor spatial planning could create or exacerbate problems associated with safe housing and issues such as crime and vandalism. This in turn can affect health and quality of life. The Local Plan, in recognising these potential issues, contains policies that seek to prevent the causes and negative effects of climate change; promotes the location of development such that it maximises accessibility and encourages public transport and other alternatives to the car, such as walking and cycling; that ensures that public open space is protected; and that ensure good design that creates places where crime and the fear of crime are minimised.

As the number of homes in the Borough grows, along with employment development and tourist facilities, the demand on health, community and retail facilities would grow. The development of one, or two, or more, housing site may not create such demand to require new facilities but a number will be reached where synergistically it will. The Local Plan contains policies relating to such facilities that will be used in the Development Management process to ensure that this is taken into consideration before development can proceed.

8.4 Environmental SA Objectives

On the whole, the Local Plan offers a suite of policies to ensure environmental aspects are duly taken into consideration and protected appropriately. There are, however, some particular matters that represent an unknown/potentially incompatible impact or could give rise to cumulative or synergistic impacts.

Development that leads to increases in the number of houses and commercial premises, on the scale anticipated in the Plan, is likely to lead to an increased demand for water and wastewater treatment. Development also represents potential issues with regard to surface water management during construction and thereafter. In the long term, climate change could see more demand for water and a worsening of water quality through flooding. Together these represent a potential impact on water quality and management. Strategic

Flood Risk Assessments have been used to inform strategic policy and site allocations and policies included in the Local Plan aim to manage such issues on a strategic and site level.

Future development of such a scale will invariably have an impact on the amount of waste produced in the Borough. In the short term there may be more pressure on local land fill sites or those further a field adding to the burden of possible contaminated land, groundwater and atmospheric pollution. There may be knock-on effects on local biodiversity. There may be some rise in vehicle use associated with increases in the collection and transportation of waste, and increased car use by residents to reach recycling centres and depots. To overcome such potential impacts, the Local Plan advocates the principles of the hierarchy of waste management (i.e. prevention, recovery, reuse and recycling). Ensuring future development follows this principle can help eliminate the potential negative impacts of waste generation.

Development can pose a threat to open space and biodiversity. Whilst small amounts of development may not serve to lower the amount of available open space or serve to displace biodiversity, through all the proposed Local Plan development synergistically this could be the result. A cumulative impact could also occur with increased visitors to the Borough, especially in popular coastal areas. With the full and rigorous application of Local Plan policies relating to green infrastructure, biodiversity and internal site, any risks to open space and biodiversity should be removed.

Increases in housing, offices, commercial and retail premises and community facilities will lead to increases in electricity, gas and fuel oil use. Additional travel and journeys will also result in more fossil fuel use. These could lead to increases in CO₂ and other combustion gases emissions, which could add to the atmospheric burden and further contribute to climate change, acid rain and other air quality impacts. Cumulatively an impact is envisaged. Mitigation has to be implemented through Local Plan policies on climate change and design.

9. IDENTIFYING INDICATORS TO MONITOR LOCAL PLAN POLICIES

9.1 Introduction

The SEA Directive requires the significant environmental effects of implementing the plan or programme to be monitored in order to identify unforeseen adverse effects and to be able to undertake remedial action.

The significant effects indicators should be developed to ensure a robust assessment of policy implementation. The SA monitoring will cover significant social, economic and environmental effects.

Monitoring should assess whether:

- Assessment's predictions of sustainability effects are accurate;
- The Local Plan is contributing to the achievement of the desired SA objectives and targets;
- If mitigation measures are performing as well as expected;
- If there are any adverse effects and whether these are within acceptable limits or remedial action is desirable.

The responsibilities for carrying out the monitoring programme lie with the local planning authority; including through the monitoring report. There is a need for integration between the monitoring report and SA, including indicators which enable a link to be established between implementation of the Local Plan and the significant effects being monitored.

Local planning authorities are responsible for responding to any significant negative environmental effects of implementation of their plans. Similarly, local planning authorities are responsible for identifying and responding to unforeseen adverse effects of implementation of the plan, with help from the other bodies subject to the Duty to Co-operate.

9.2 Monitoring Framework

The table below sets out the proposed indicators for monitoring the effects of the Local Plan. Ongoing review of targets and indicators will be undertaken as any consequential revisions of the Local Plan are prepared. The monitoring programme will be available to view through annual monitoring reports prepared by the Council.

Economic SA objectives	<ol style="list-style-type: none"> 1. To create a diversified and forward looking economy with high and stable levels of employment where everyone can share and contribute to a greater and sustainable prosperity. 2. To increase the diversity and quality of jobs. 3. To create higher and more stable levels of employment with more local jobs within the Borough, particularly in the socially deprived areas. 4. To develop further a sustainable tourism sector.
Indicator	
<ul style="list-style-type: none"> • Net commuting outflow/inflow • Key tourist attractions • Number of visitors to the area • Annual tourism revenue • Number of jobs supported by tourism 	
Social SA objectives	<ol style="list-style-type: none"> 5. To improve access to a wide range of education and training opportunities. 6. To enable all people to have a choice of decent homes, in a range of tenures, sizes and types, to meet their needs, including affordable homes. 7. To create harmonious, crime free neighbourhoods with strong identities and high levels of participation in community activities. 8. To prevent disease, prolong life, promote health and support all residents to adopt healthy lifestyles, while targeting action to reduce health inequalities. 9. To afford everyone in the Borough with equality of access to the range of community facilities and services they require in meeting their needs.
Indicator	
<ul style="list-style-type: none"> • % of households within identified journey time thresholds for access to Primary School, Major Employer, Hospital and Fresh Food. • % of residents who think public transport has got better or stayed the same 	

- % of residents who think that their shopping facilities have got better or stayed the same
- Total net housing completions
- Number/% of affordable housing completions in the area
- Number/% of affordable housing commitments in the area
- Proportion of homes built on previously
- Housing land taken up by developers
- Average house price over the previous 12 months
- % of pupils achieving 5 or more GCSEs at A* to C grade
- % of residents with no, or low levels of qualifications
- % of adults achieving NVQ Level 2 or above
- Risk of being a victim of crime per 1000 population
- Number and types of crime
- Perception of crime
- % of the population living in the most deprived areas
- % of the population who claim DWP benefits.
- Life expectancy at birth (male/female)
- % of population whose health is deemed as poor
- % of population satisfied with their area as a place to live
- % of population feeling safe in their part of the borough
- % of population who say they belong to their local area
- % of population who agree the different groups of people get on well locally

Number of neighbourhood plans in the Borough

Environmental

10. To maintain and improve the quality of ground and surface waters.

SA objectives

11. Adapt to the impacts of climate change whilst addressing the contribution made by the Borough by reducing emissions of greenhouse gases and maintaining good local air quality through more efficient use of resources.

12. To reduce the need to travel, encourage sustainable transport options and make the best use of existing transport infrastructure.

13. To avoid adverse effects to the area's ecological network, including designated wildlife sites and protected species, and to protect and enhance biodiversity and geodiversity.

14. To reduce waste and improve waste management by encouraging re-use, recycling and composting.

15. To maintain and enhance areas of Green Belt and network of multifunctional green infrastructure as a community resource to support local wildlife initiatives and for amenity and recreation.

16. To preserve, conserve and enhance North Tyneside's landscape character, cultural and historic environment, maintaining and strengthening local distinctiveness and sense of

place.

17. To reduce Flood risk to people and property.

18. To avoid the loss of the area's best and most versatile agricultural land and bring contaminated land back into beneficial use.

19. To reduce noise pollution.

Indicator

- Distance travelled by mode of transport per person per annum
- Proportion of trips undertaken by different modes of transport
- Levels of car ownership
- Area of protected nature conservation sites in improving or favourable condition.
- Number of sites of nature conservation importance
- Number of Tree Preservation Orders
- Area of LNR per 1,000 population
- Number of species plans and habitat plans in the LBAP
- Number of listed buildings
- Number of locally registered buildings and parks
- Number of conservation areas
- Number of scheduled monuments
- Number of assets on the Historic England Heritage at Risk register
- Number of locally designated assets on the local Heritage at Risk register
- Number of conservation areas with up to date character appraisals and management plans
- Number of entries on the Historic England register of historic parks and gardens
- Condition of the archaeological remains of the Hadrian's Wall World Heritage Site
- Number of applications affecting the OUV of the WHS approved against specialist advice
- %of area covered by historic landscape/urban characterisation studies
- Number of Heritage Open Day visits
- % of planning proposals for which archaeological investigations were required prior to approval
- %of planning applications where archaeological mitigation strategies were developed and implemented
- Number and extent of public realm audits
- Site and area of contaminated land
- Key landscape/recreation features of note
- % of households within suggested suitable walking distance of a equipped children's play space
- % of households within suggested suitable walking distance of a Park
- % of households within suggested suitable walking distance of a local semi-natural greenspace
- % of properties within suitable suggested walking distance of amenity green space

- Length of cycle/footpaths
 - Amount of public rights of way
 - Participation in cultural activities
 - Attitudes of population towards culture
 - River water quality
 - Coastal water quality
 - Amount of household recycling
 - Amount of waste sent to landfill
 - Amount of waste incinerated
 - Area subject to flood risk (ha)
 - Number of planning applications requiring mitigation measures identified through a flood risk assessment
 - Number and % of new developments with Sustainable drainage Systems (SuDs) installed
 - Amount of CO2 generated per household
 - Building for Life Assessments outcomes
 - Average annual electricity consumption
 - Average annual gas consumption
 - Total number of applications approved containing an element of renewable energy supply
 - Renewable energy capacity permitted a) as a stand alone site, b) as on-site generation
 - Number of households affected by airport noise
 - Number of households that are exposed to high levels of noise from road and rail networks.
- Number of planning applications approved against the advice of the Environmental Health team.

10. NEXT STEPS

This SA Report, with the Local Plan Pre-Submission Draft will now be subject to a formal six week consultation. Following the close of this consultation, all responses will be logged and analysed. In the event that the consultation raises serious legal compliance or soundness issues, it may be necessary to amend the Local Plan and carry this stage out again.

In accordance with the Council's Local Development Scheme (July 2015), the Local Plan will be formally submitted alongside the whole evidence base and the representations made during this consultation to the Secretary of State for examination in May 2016.

It is expected that the Local Plan examination will start in September 2016 before an independent Planning Inspector who will then prepare a report that will recommend any changes to the final version of the Local Plan. Subject to the examination process, it is expected that the Local Plan will be adopted March 2017.

At any point, should the Local Plan be subject to any material changes, it will again be subject to the SA process.

11. APPENDICES

A suite of Appendices is available as an additional document (Appendix 3b)