

# North Tyneside Council

## Report to Cabinet

### Date: 8 October 2012

## ITEM 6a

Title: Area Action Plan  
Publication Draft: Initial  
Proposals

|                                 |  |                               |   |
|---------------------------------|--|-------------------------------|---|
| <b>Portfolio(s):</b>            | <b>Elected Mayor</b><br><br><b>Community and<br/>Regulatory Services</b>   | <b>Cabinet<br/>Member(s):</b> | <b>Mrs Linda<br/>Arkley<br/>Cllr George<br/>Westwater</b> |
| <b>Report from Directorate:</b> | <b>Chief Executive's Office</b>  |                               |   |
| <b>Report Author:</b>           | <b>Ken Wilson – Head of<br/>Regeneration, Development and<br/>Regulatory Services</b>  |                               | <b>(Tel: (0191)<br/>643 6091)</b>                         |
| <b>Wards affected:</b>          | <b>Wallsend, Northumberland,<br/>Riverside, Chirton, Tynemouth,<br/>Cullercoats, Whitley Bay,<br/>Monkseaton North, St. Mary's</b> |                               |   |

## PART 1

### 1.1 Purpose:

The purpose of the report is to:

- Describe the background to, and content of, the Area Action Plan (AAP) Publication Draft: Initial Proposals document for Wallsend (including the River Tyne North Bank), North Shields, and Coastal areas, and the steps carried out so far in the production of that document including consultation on Preferred Options; and
- Seek approval to progress the Publication Draft: Initial Proposals of the AAPs for Wallsend, North Shields and the Coastal area to Overview and Scrutiny Committee as part of the process towards Cabinet and Council approval of the Publication Draft Area Action Plan.

### 1.2 Recommendation(s):

It is recommended that Cabinet:

- (1) Approve the Area Action Plans for North Shields, the Coast and Wallsend Publication Draft: Initial Proposals document as the initial step in progressing such proposals through the Council's Policy Framework procedure rules.
- (2) Authorise the Head of Regeneration, Development and Regulatory Services, in consultation with the Chief Executive and the Elected Mayor, to make minor amendments to the AAPs as required as they progress through the Policy Framework process.

### 1.3 Forward Plan:

This report appears on the Forward Plan for the period 1<sup>st</sup> October 2012 to 31st January 2013.

### 1.4 Council Plan and Policy Framework:

#### 1.4.1 Council Plan

AAPs, as part of the Development Plan, form part of the Council's Policy Framework. They provide the planning framework for areas where significant change or conservation is needed or anticipated, and provide additional detailed policies and proposals to supplement the strategic framework set out in the Core Strategy. They therefore relate to many of the aspects of the Council Strategic Plan 2012 -15, but in particular to:

**Priority 2: Maintaining excellent education, training and employment opportunities, including apprenticeships and working in collaboration with partners**

**Priority 3: Providing affordable rented housing in partnership with the private sector and registered social landlords** – we will actively prepare a council and affordable housing building programme, using our existing brown field sites.

Action 2: We will use council owned brown field sites as our contribution to a partnership to provide affordable and rented homes.

Action 3: We will mould the Core Strategy to encourage more building work on brown field sites, to protect our green areas and open spaces.

**Priority 4: Introducing new income streams to maximise the benefits of our assets, not dispose of them forever**

**Priority 5: Work in Partnership to realise the full potential of the North Bank of the Tyne Regeneration** – we will work in partnership with local companies to ensure the employment and inward investment opportunities that a working river creates will boost the local and regional economy, through job creation, training and skills via a Multiversity Education Partnership. The resulting increased numbers of people using the town centres and riverside areas will assist in boosting the daytime and night time economy.

#### 1.4.2 North Tyneside Sustainable Community Strategy 2010/13

North Tyneside Strategic Partnership has an ambitious vision for the Borough, that it is a place of opportunity, prosperity and vibrancy; a place where people are happy, healthy, safe, able to participate in a flourishing economy and achieve their full potential.

The Partnership states that it “will work together to see that:

- The North Bank of the Tyne is established as a zone of global significance in the renewable and marine industries, where our economic renewal is supported by an innovative higher education offer:
- North Tyneside plays a full part in the renaissance of the North East as a prosperous, innovative and distinctive region;

- A diverse range of businesses across the Borough achieve their economic potential;
- Our children and young people have high aspirations, enjoy their childhood and acquire the skills to support their own and the Borough's wellbeing and prosperity;
- Our town centres are renewed, easily accessible and provide a wide range of shops and services;
- Our local environment is clean, green, attractive and sustainable;
- Our stunning coastal strip and unique cultural assets are enhanced and enjoyed by residents and visitors alike;
- Opportunities to engage and participate in sport, culture and the arts are available to all;
- Health inequalities are reduced and people receive the care and support they need to enjoy healthy lifestyles at all ages;
- Our Borough is welcoming and everyone has the chance to contribute to their community. Differences between people are valued and respected, and everyone has similar life opportunities;
- Neighbourhoods are friendly, inclusive, safe and connected, offering a range of quality housing options and local facilities; and
- People, young and old, feel a sense of pride in and belonging to our area, are involved in volunteering, and are engaged in shaping the decisions that affect their lives."

The Community Strategy sets out the following priority areas to improve the Borough and to encourage inward investment:

1. Regeneration
2. Quality of Life
3. Best Start in Life
4. Sense of Place.

### 1.4.3 Council's Policy Framework

The AAPs will form part of the Development Plan for the Borough. The Development Plan is part of the Council's Policy Framework and as such is subject to the Policy Framework Procedure rules. The AAPs will therefore be progressed in accordance with those rules. This will include:

- consultation and consideration of the proposals at various stages by Cabinet and Overview and Scrutiny Committee; and
- adoption in draft by a meeting of full Council, prior to submission to the Secretary of State for approval.

## 1.5 **Information:**

### Background to the Area Action Plans

- 1.5.1 The current Development Plan is made up of the North East Regional Spatial Strategy (RSS) adopted in 2008 and the North Tyneside Unitary Development Plan (UDP) adopted in 2002. Under the planning system introduced in 2004 that has recently been replaced, Area Action Plans (AAPs) were promoted as a tool to provide Development Plan Documents that gave a particular focus on specific areas of change, regeneration or conservation importance and therefore their focus is on previously developed land. North Tyneside's Area Action Plans, together with the Core Strategy would, on completion,

become a key part of the Development Plan for the Borough and together replace the policy and proposals of the UDP.

- 1.5.2 With the publication of the National Planning Policy Framework (NPPF) in March 2012, and the introduction of the Localism Act 2011, the planning system has changed and is now in a period of transition. The Government intends to exercise its new power to abolish the RSS, and has introduced a system that enables one Local Plan to be produced covering the whole of a local authority's area, instead of a Core Strategy and other Development Plan Documents setting out more details. The Council therefore has the option if it wished, of including the policies and proposals of the AAPs with the Core Strategy once finalised to form one Local Plan for the Borough.
- 1.5.3 The Council is continuing with preparation of Area Action Plan documents as they are at an advanced stage.
- 1.5.4 The preparation of the three AAPs and their boundaries was agreed by Cabinet on 8<sup>th</sup> February 2010 in endorsing the North Tyneside Local Development Scheme 2010 (LDS 2010) for submission to the Secretary of State for approval (Minute CAB123/02/10 refers). The area of each AAP (as shown on the maps included in Appendix 1) is as follows:
- **The Wallsend AAP** includes Wallsend town centre and Willington Quay, and the riverside area from the administrative boundary with Newcastle in the west to the Tyne Tunnel in the east.
  - **The North Shields AAP** includes North Shields town centre and the Fish Quay/New Quay area and extends as far west as Royal Quays outlet shopping centre and as far east as Tanners Bank.
  - **The Coastal AAP** extends along the full length of North Tyneside's coast including Tynemouth in the south, Cullercoats, Whitley Bay and as far north as St Mary's Island. The boundary extends inland to take in Tynemouth Village and Whitley Bay town centre.
- 1.5.5 The preparation of the Area Action Plan Publication Draft Initial Proposals has involved extensive engagement with the public and stakeholders. This includes:
- Consultation on Issues and Options document for each of the three AAPs:
    - January 2008: Wallsend AAP Issues and Options;
    - July 2008: North Shields AAP Issues and Options;
    - November 2009: the Coastal AAP Issues and Options;
    - Consultation on a joint Preferred Options document for each of the three AAPs in February and March 2012;
    - Consultation on Major Proposed Changes to Housing Sites in September 2012.
- 1.5.6 The Issues and Options consultations were advertised in the local press and on the Council website. Documents and questionnaires were available at the relevant local libraries and customer service centres, and at Planning Reception. Documents were distributed to every property in the AAP areas and made available electronically on the Council website. Additionally, a series of drop-in sessions was held in local libraries and shopping centres to allow residents to meet planning officers and find out more about the AAPs.
- 1.5.7 Each of the Preferred Options was produced taking into account responses to the Issues and Options consultation; extensive evidence relating to issues which would affect the

areas and their future planning (e.g. retail and town centre issues, housing, employment land, and waste); and responses to that evidence as it has been published.

- 1.5.8 The consultation period extended from 13<sup>th</sup> February to 26<sup>th</sup> March 2012. Letters and emails were sent to all planning consultees, including previous respondents to the Issues and Options consultation. Letters were also sent to neighbours, residents and occupiers of specific properties identified as potential housing sites within the joint Preferred Options document. For information a Report of Consultation and its associated appendices outline in full the consultation undertaken and responses received. This is available at Appendix 2.
- 1.5.9 Final consultation on Major Proposed Changes was undertaken in September 2012. Responses to this consultation received by the morning of 26<sup>th</sup> September are included in an initial response schedule at Appendix 3. The final results of this consultation will be tabled as an Addendum to this report.
- 1.5.10 Key additional evidence that has informed the Area Action Plans is the substantial work carried out in the preparation of Regeneration Strategies for substantial parts of the areas of the three AAPs. All of these documents have also been subject to extensive consultation with residents and stakeholders. Those taking place in parallel with or since the consultation on the three Issues and Options documents include:
- River Tyne North Bank Strategic Framework 2009 (Consultants: GVA Grimley). Consultation on this document involved town centre traders, riverside businesses, and the wider community through meetings, workshops, and exhibitions.
  - The Coastal Strategic Development Framework 2010 (Consultants: SLR). Consultation on this document was undertaken in conjunction with consultation on the Coastal Issues and Options document set out above, and also included extensive engagement with a wide range of stakeholders.
  - The Retail Town Centres Strategy 2010 (Consultants: Arup). This included the centres of Wallsend, North Shields and Whitley Bay. The development of the Strategy involved extensive engagement with community and business stakeholders and public consultation events. In relation to Whitley Bay, again consultation on this document was undertaken in conjunction with consultation on the Coastal Issues and Options document set out above.
- 1.5.11 The AAP Publication Draft: Initial Proposals (attached as Appendix 4) provides the initial proposals for Cabinet to consider before onward consideration by Overview and Scrutiny Committee as required under the Policy Framework procedure rules, as part of the AAPs' journey to consideration by full Council.
- 1.5.12 The AAP Publication Draft: Initial Proposals have been prepared in light of the comments and representations made throughout the process of preparing the AAPs, and taking account of other changing circumstances such as evolving Government policy. As indicated in paragraph 1.4.3, the AAPs will be consulted upon and approved in accordance with the Council's Policy Framework Rules. Once the final proposals in respect of the AAPs have been approved by full Council, the Publication Draft will be subject to a statutory six week public engagement period. Following this the AAPs will be submitted to the Secretary of State for approval. The AAPs and any formal objections will be reviewed through an Examination in Public by an independent Inspector. As indicated in paragraph 1.5.2, further review of the exact form in which the policies and proposals contained within the AAPs are progressed to Publication and Submission and adoption is possible in light of the revised planning system and publication of the National Planning Policy Framework.

Content of the AAP Preferred Options consultation document

- 1.5.13 The AAP Publication Draft: Initial Proposals document includes three sections dealing with each of the three areas, as follows.
- 1.5.14 The Wallsend AAP Publication Draft Initial Proposals:
- a) Identify a number of housing sites across the plan area sufficient to deliver around 300 homes.
  - b) Consolidate the retail area of Wallsend Town Centre with investment in the core of the town, including support for the redevelopment of The Forum Shopping Centre and pedestrian environment of High Street West with new housing particularly at the eastern end of High Street East.
  - c) Identify residential streets in need of improved management and investment.
  - d) Undertake a scheme to improve the value and attractiveness of Wallsend Burn as a green link around Wallsend.
  - e) Support the role of Wallsend riverside in manufacturing associated with the Low Carbon Enterprise Zone and other renewable energy, marine and off-shore manufacturing and technology.
  - f) At Willington Quay, support development that enables the provision of new health facilities, and support enhancement and revitalisation of the industrial uses on the riverside, including activities as set out at e), with the objective of also improving residential amenity at Willington Quay.
- 1.5.15 The North Shields AAP Preferred Options outline proposals to:
- a) Identify a number of housing sites across the plan area sufficient to deliver around 625 homes.
  - b) Identify mixed use redevelopment sites that can be redeveloped to provide both housing and a continued employment role in the plan area.
  - c) Support redevelopment of The Beacon Centre shopping centre to attract and retain more visitors to the town.
  - d) Support heritage led regeneration of Northumberland Square, including conversion to housing, and investment in the public realm.
  - e) Support investment in North Shields Metro Station as a key entry point into the town centre.
  - f) Encourage regeneration at the Fish Quay to create a vibrant mixed community and undertake a scheme to improve management of the Fish Quay banksides to reflect their biodiversity value and maintaining views across the River and historic Fish Quay, providing context for the Fish Quay Neighbourhood Plan.
- 1.5.16 The Coastal AAP Preferred Options outline proposals to:
- a) Identify a number of housing sites across the plan area sufficient to deliver around 160 homes.
  - b) Working with partners, encourage tourism and other economic development that safeguards the natural and historic environment at the coast.
  - c) Restore Spanish City with facilities for everyone to enjoy that extends the holiday season.
  - d) Promote the information and guidance contained in Conservation Area Character Appraisals to improve the heritage and cultural assets at the coast.
  - e) Raise the overall appearance of the coast with a coordinated strategy on good quality street furniture (e.g. bins and seats) and street surfacing.
  - f) Promote a vibrant and lively Whitley Bay town centre that supports businesses with an appropriate proportion of shops and other town centre uses.
  - g) Create improved access for all visitors at the coast with better links to cycle ways and Metro stations.

h) Protect and enhance biodiversity, safeguarding wildlife links at Brierdene.

1.5.17 The Publication Draft Initial Proposals document for all three AAP areas includes a focus on identifying brownfield land with potential for development and so addresses the concerns of many of those who responded to consultations on the Core Strategy Preferred Options and Core Strategy Growth Options.

#### The AAP - Next Steps

1.5.18 The next steps for the AAPs are set out below. Taking into account the extensive consultation already undertaken these outline the key Council procedures necessary to take the AAPs (as part of the Policy Framework) through to Full Council for approval prior to a formal public Examination.

- AAP Publication Draft: Initial Proposals submitted to Cabinet (current stage);
- Overview and Scrutiny; initial proposals and comments;
- Consideration of Overview and Scrutiny comments by the Elected Mayor;
- Overview and Scrutiny; second scrutiny on way to preparing final proposals;
- Cabinet: consideration of final proposals prior to submission to full Council;
- Full Council: consideration of final proposals prior to Publication.

1.5.19 Once the draft AAPs are approved by Full Council there will follow a formal six week consultation. Pending the outcome of this consultation the AAPs will be submitted to the Secretary of State with an examination by an Independent Inspector. Final adoption of the AAPs would then follow providing the Inspector's report permits this.

1.5.20 the advancement of the AAPs enables the introduction of a robust framework for the long term planning and regeneration of key priority areas in North Tyneside. It should also be noted that production of these individual documents would now be in advance of the Core Strategy that will, once adopted, provide proposals and policies to deliver the Council's key objectives for growth and development.

### **1.6 Decision options:**

The following decision options are available for consideration by Cabinet:

#### Option 1

Approve the recommendations contained in paragraph 1.2 of this Report.

#### Option 2

Approve the recommendations contained in paragraph 1.2 of this Report but with modifications to the content.

#### Option 3

Approve the Publication Draft Initial Proposals but in light of the issues highlighted in paragraphs 1.5.2 consider additionally the subsequent progression of a single Local Plan uniting the Area Action Plans and Core Strategy into a single document.

#### Option 4

Decline to approve the recommendations contained in paragraph 1.2 of this Report, and refer the content of the report to officers for further consideration.

Option 1 is the recommended option.

## 1.7 Reasons for recommended option:

Option 1 is recommended for the following reasons:

- 1.7.1 The content of the AAP Publication Draft: Initial Proposals document includes realistic policies and proposals that have been derived from a substantial evidence base. This evidence and the issues to which the AAPs need to respond have been the subject of consultation with the public and other stakeholders, as described at paragraphs 1.5.5 to 1.5.9. The Publication Draft would form the basis for setting out the Council's final proposals for completed Area Action Plans for North Shields, the Coast and Wallsend, pending any changes to the proposals that emerge from consideration of the proposals under the Policy Framework process.
- 1.7.2 Approval of the AAP Publication Draft: Initial Proposals now will permit the onward progression of the document to consideration by Overview and Scrutiny Committee. Uniting the AAPs and Core Strategy, whilst providing a viable option, would introduce delay into the progression of the AAPs to adoption.

## 1.8 Appendices:

Appendix 1: Maps of each AAP

Appendix 2: AAP Preferred Options: Report of Consultation February / March 2012

Appendix 3: AAP Major Proposed Changes: Initial Response Schedule

Appendix 4: The AAP Publication Draft Initial Proposals

## 1.9 Contact officers:

Graham Sword, Principal Planning Officer, tel: (0191) 643 6340

Martin Craddock, Planning Officer, tel: (0191) 643 6329

Peter Slegg, Planning Officer, tel: (0191) 643 6308

Geoff Bloxsom, Principal Planning Officer, tel: (0191) 6436339

Alison Campbell, Finance Business Manager, tel: (0191) 643 7038

## 1.10 Background information:

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

1. [Planning and Compulsory Purchase Act 2004](#)
2. [Planning Act 2008](#)
3. [Town & Country Planning \(Local Development\) \(England\) Regulations 2012](#)  
[National Planning Policy Framework 2012](#)
4. [Regional Spatial Strategy for the North East](#)
5. [North Tyneside Council Strategic Plan 2011-2015](#)
6. [North Tyneside Sustainable Community Strategy 2010-2013](#)
7. [North Tyneside Local Development Scheme 2010](#)
8. [North Tyneside Statement of Community Involvement 2010](#)
9. [North Tyneside Core Strategy Issues and Options Report 2006](#)
10. [North Tyneside Core Strategy: Preferred Options 2010](#)
11. [North Tyneside Core Strategy: Preferred Options Initial Report of Consultation, 11<sup>th</sup> October 2010](#)
12. [North Tyneside Core Strategy: Preferred Options Report of Consultation, August 2011](#)
13. [Wallsend Area Action Plan, Issues and Options, 2008](#)
14. [North Shields Area Action Plan, Issues and Options, 2008](#)



15. [Coastal Area Action Plan, Issues and Options, 2009](#)
16. [Joint Area Action Plan Preferred Options Consultation Document, 2012](#)
17. [Joint Area Action Plan Major Proposed Changes to Housing Sites, 2012](#)
18. [North Tyneside's Strategic Housing Land Assessment](#)
19. North Tyneside's Strategic Housing Market Assessment  
[Full Report 2009](#)  
[Key Elements Update 2011](#)
20. [North Tyneside's Employment Land Review](#)
21. [North Tyneside's Green Infrastructure Study](#)
22. [North Tyneside's Green Space Strategy](#)
23. [North Tyneside's Strategic Flood Risk Assessment](#)
24. [North Tyneside's Preliminary Flood Risk Assessment](#)
25. [North Tyneside's Retail and Leisure Study](#)
26. [River Tyne North Bank Strategic Framework](#)
27. [The Coastal Strategic Development Framework](#)
28. The Retail Town Centres Strategy  
[North Shields Town Centre Report](#)  
[Whitley Bay Town Centre Report](#)

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

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

The staff, printing, and other costs to produce the AAPs will be met from within existing revenue budgets. The Development Plan is part of the Council's Policy Framework and subject to the Policy Framework Procedure Rules. The AAPs represent a longer term vision for each area and as such are aspirational. As elements of the Action Plans come forward to be included in Budget proposals the financial implications will be costed and details included for approval within the Financial Planning and Budget setting process.

### **2.2 Legal:**

The Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) and associated regulations require the Council to keep under review matters affecting planning and development, and to make any necessary changes to Local Development Documents.

### **2.3 Consultation/community engagement:**

#### **2.3.1 Internal Consultation**

In preparing the AAP Publication Draft Initial Proposals, consultation with relevant Council officers was undertaken. This includes officers in the Regeneration Team, Highways Traffic and Rights of Way Management, Planning Development Management, Housing Strategy, Consumer Protection, Arts Tourism and Heritage, the Town Centre Manager Business and Employment and Environmental Services,

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

Section 1.5 of the report identifies the nature and extent of the consultation undertaken to date on the matters to included in the AAP Publication Draft: Initial Proposals document, and sets out the consultation proposed to be undertaken on that document.

**2.4 Human rights:**

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

**2.5 Equalities and diversity:**

Any further consultation will be undertaken in accordance with the Council's equality and diversity procedure.

**2.6 Risk management:**

The risks associated with the preparation of, and ensuing engagement on, the AAP Publication Draft: Initial Proposals have been considered. These and any risks identified as the project proceeds will be managed using the Council's risk management process as appropriate.

**2.7 Crime and disorder:**

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

**2.8 Environment and sustainability:**

As initial proposals for discussion towards a final adopted AAP, the AAP Publication Draft document has no direct environmental and sustainability implications. It is however part of the process leading to the adoption of the Development Plan for the Borough which will affect the environmental quality and sustainability of the borough through its policies and proposals. Therefore the AAP Publication Draft: Initial Proposals document will have indirect environmental and sustainability implications. The proposals suggested within it will as part of the plan preparation process be the subject of formal sustainability appraisal carried out in accordance with a statutory Scoping Report which was itself subject to consultation.

**PART 3 - SIGN OFF****Chief Executive****Mayor/Cabinet Member(s)****Chief Finance Officer****Monitoring Officer****Strategic Manager for Policy  
and Partnerships**