

Meeting: Overview, Scrutiny and Policy Development

Date: 1st December 2014

Title: North Tyneside Local Plan – Further Consultation Draft

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Service: Environment and Leisure

Wards affected: All

1.1 Purpose:

This report presents Overview, Scrutiny and Policy Committee with an update on the preparation of the North Tyneside Local Plan. A Local Plan Sub Group was established by Overview, Scrutiny and Policy Committee in 2012 to review the findings of the Local Plan and report back its findings. A report was considered in September 2013 which set out 16 recommendations which were considered by full Council in September 2013 before Cabinet approval in October 2013 of the Local Plan Consultation Draft.

This report provides a summary of responses to the Local Plan Consultation Draft 2013 and details the range of work undertaken since that time to ensure the Local Plan evidence base is sound. It also sets out proposals for further public consultation on the draft Local Plan, which in accordance with the published Local Development Scheme, is expected to be undertaken early in 2015. The report also outlines for Overview, Scrutiny and Policy Committee the option(s) that the Authority's Cabinet will be asked to consider in selecting and approving a preferred level of growth in employment and housing for the Local Plan.

1.2 Recommendation(s):

It is recommended that Overview, Scrutiny and Policy Development Committee (the Committee) note the progress that has been made in the continued preparation of the North Tyneside Local Plan, consider the issues raised in this report and, where appropriate, make comments and/or recommendations on the proposals to the relevant Cabinet Member for consideration at the Cabinet meeting on the 12th January 2015.

2.1 Information:

2.2.1 Brief Update – Local Plan progress in 2014

The Local Plan Consultation Draft 2013

2.2.2 The Local Plan Consultation Draft 2013 (2013 Draft) was prepared in consultation with and following the recommendations of the Committee at its meeting of 2nd September 2013. The 2013 Draft was considered by Council on 27th September 2013, and considered and approved by Cabinet on 14th October 2013. It was

published on the 6th November 2013 and public consultation concluded on the 6th January 2014.

- 2.2.3 In accordance with the recommendations of the Committee, the 2013 Draft provided residents and stakeholders with an opportunity to consider and respond on a wide range of alternatives for the volume of housing growth and the full range of potential development sites that might be appropriate to meet the growth requirements. This was done so that the views of residents and stakeholders could be taken into account before any decisions were made about an appropriate, preferred level of growth for the Borough and any development site selection.

The Local Development Scheme, Update 2014

- 2.2.4 The Authority is required to publish a timetable that sets out the key steps in producing and adopting the Local Plan, within a document called the Local Development Scheme. At its meeting of 13th October 2014 Cabinet agreed to revise the timetable for preparation of the Local Plan. This revised timetable made provision for this Committee to further consider the Local Plan before it is considered by Cabinet in January 2015 in a process described as pre-scrutiny engagement.

Table 1 – Local Plan Timetable

Local Plan Stages	Local Plan Timetable (2014)
Local Plan Consultation Draft	November 2013
<i>Consideration of Further Consultation Draft as part of the Budget & Policy Framework</i>	December 2014 to February 2015
Overview & Scrutiny (Pre-Scrutiny)	December 2014
Cabinet (<i>Initial Proposals</i>)	January 2015
Overview and Scrutiny	February 2015
<i>Further Consultation Draft to consult on preferred options</i>	February to March 2015
Consideration of Final Publication Local Plan as part of the Budget and Policy Framework	February 2015 to July 2015
Overview and Scrutiny	July 2015
Cabinet	July 2015
Full Council – if Council do not accept Cabinet’s Final Proposals the plan can be referred back to Cabinet for further consideration.	July 2015
Publication of the Local Plan and formal pre-submission engagement	Aug to Oct 2015
Submission to the Secretary of State	November 2015
Examination in Public	February to March 2016
Adoption	July/August 2016

- 2.2.5 Preparation of the final 'Publication Draft' Local Plan (the final version of the Plan that would be presented to the Secretary of State with any suggested modifications) is now programmed for Autumn 2015. Before this stage there will be a further stage of public consultation to identify and seek views on the Authority's preferred development sites and preferred volume of housing, retail and employment growth. This is programmed to take place during February and March 2015. This additional stage of consultation will ensure that the preparation of the Local Plan can clearly demonstrate engagement by the Authority with residents and stakeholders on alternative options and the preferred strategy for growth and development. At an Examination in Public an Inspector would also check that the Local Plan has emerged from an open and transparent process that demonstrates on what basis alternative options have been considered and discounted and how the preferred strategy was reached.
- 2.2.6 The programme set out in the Local Development Scheme update 2014 would see the Local Plan considered at an Examination in Public by early 2016 and adoption of the Plan would follow in mid 2016, in the period 2016/17. A Local Plan must plan at least 15 years ahead from its date of adoption and consequently the life of the North Tyneside Local Plan has been extended from 2029/30 in the previous consultation draft to 2031/32. As a consequence, the next draft of the Local Plan must provide for an additional two years of growth.

Developing preferred options for growth

- 2.2.7 A key theme around the responses to the 2013 Draft, raised by both residents and stakeholders, was the importance of strengthening the evidence supporting growth in housing and employment. In early 2014 new national guidance was also published clarifying the process and requirements Local Authorities must fulfil in evidencing the growth proposed, in order to produce a robust Plan that can be considered sound by an independent Inspector at an Examination in Public.
- 2.2.8 Through 2014 officers have been working to update the Local Plan in response to comments received during the last stage of consultation, and ensure that the justification for the approach and strategy of the Local Plan will be informed by the best and most up to date evidence base. This will ensure that the right decisions can be taken and the Local Plan can provide a strategy to meet North Tyneside's needs for jobs and homes whilst providing an attractive, safe and sustainable Borough.
- 2.2.9 To assist with this, specialist consultants have been commissioned to provide independent evidence about the potential growth in employment and homes that North Tyneside should consider for the period to 2032. The work undertaken by these consultants has resulted in a range of scenarios for employment and housing growth.
- 2.2.10 In considering these scenarios and identifying a potential recommended approach to growth, officers have considered a range of matters to help determine the most appropriate for the Borough, including:
- The role of the Local Plan as a key tool in delivering the "Our North Tyneside" Council Plan priorities.
 - The ability of the Local Plan to meet the Council's ambitions for job growth;

- The boost it can provide to meeting our affordable housing needs;
- The continued protection of the Green Belt from development;
- Maintaining the size of the working age population, and ability to support a growing elderly population;
- Meeting the national projections for housing growth, so as to put the Council in a strong position to progress with adoption of the Plan;
- Continued cross boundary working with our neighbours, particularly Newcastle and Northumberland.

2.2.11 In January 2015, Cabinet will be presented with a report that will recommend the Authority's preferred growth option for the Local Plan. The option will propose delivery of 792 homes per year to meet an overall requirement of 10,900 new homes to 2032, in addition to the 5,727 homes which have either been built since 2011 or currently benefiting from planning permission. It will also identify the provision of sufficient employment land to support growth of at least 654 jobs per year. The option reflects ongoing work with our neighbours in Northumberland and Newcastle, with the number of new jobs created exceeding growth in the Borough's own working age population (recognising that North Tyneside can provide employment for residents who will live outside the Borough). If North Tyneside were to provide homes for all the jobs potentially generated under this option, without changes to the current balance of commuting to and from North Tyneside, approximately 1,200 new homes per year would be needed.

2.3.1 Local Plan Consultation Draft 2013 – Response Summary

2.3.2 The 2013 Draft was subject to an extensive and wide ranging consultation process from 6th November 2013 to 6th January 2014, involving direct engagement between Planning Policy Officers, Members of the Authority, residents and businesses of North Tyneside and other key stakeholders.

2.3.3 The following outlines key aspects to the approach to consultation for the Local Plan Consultation Draft 2013, and the overall level of response to the consultation:

- a) Summary leaflets distributed: All households in the Borough
- b) Direct post and email notification to consultees: **3,168**
- c) Community Conversation Events: **20 events at all wards**
- d) Town centre drop in events: **8 sessions meeting 341 residents**
 - The Forum Shopping Centre, Wallsend
 - Central Library, North Shields
 - Whitley Bay Customer First Centre
 - White Swan Centre, Killingworth
- e) Total number of respondents: **930**
- f) Total number of comments made: **6,530**
- g) Number of separate petitions received: **4**
- h) Number of petition signatories: **circa 9,500**

2.3.4 Appendix 1 sets out a summary of the responses made, and Appendix 2 sets out a full schedule of all the responses made to the consultation. As the Plan is progressed to Cabinet, it will also be necessary to outline how each comment has been addressed through revision of the Local Plan.

2.4.1 Housing and Employment Land Evidence Summary

- 2.4.2 It is a national requirement that the Local Plan must set out a locally derived Objectively Assessed Need; this is an evidence based assessment of the amount of housing, employment and retail growth needed over the Plan period. Determining the Objectively Assessed Need has come under particular scrutiny at the examination stage of other Plans across England since the introduction of the National Planning Policy Framework in 2012. This Authority can now benefit from formal guidance for establishing a local need for housing and employment growth which was published within the National Planning Practice Guidance in March 2014, and additional guidance on establishing Objectively Assessed Need published in July 2014 by the Planning Advisory Service.
- 2.4.3 During 2014 officers have worked closely with specialist consultants (Arup, Edge Analytics and Arc4) to provide expert, robust and impartial support in strengthening the Authority's evidence of its employment and housing needs. This includes an up to date and strengthened Employment Land Review (ELR), more specific and detailed North Tyneside Population and Household Forecasts, and a Strategic Housing Market Assessment. These documents are all central to ensuring the Local Plan addresses the Authority's Objectively Assessed Need for growth.
- 2.4.4 This evidence plays a crucial role in demonstrating that the Authority has considered its development needs when preparing the Local Plan, and, in responding to such evidence within the Local Plan, how it has sought to meet those needs.

The Draft Employment Land Review

- 2.4.5 The report of the Overview and Scrutiny Committee in September 2013 recommended that careful consideration be given to the allocation of sites to ensure there is enough industrial land in the right locations. The report's recommendations highlighted the developing off-shore wind industry and potential employment growth at a range of locations including the River Tyne North Bank and the A19 corridor.
- 2.4.6 Taking this recommendation into account the 2013 Draft proposed that 170 hectares of employment land be made available for the Plan period 2013 to 2030. This was based upon an annual average requirement of 10 hectares per year, supported by the then ELR undertaken in 2009 and observed historic trends in development of employment land. However, the 2013 Draft recognised that additional and more up to date evidence was necessary to strengthen the justification for this provision.
- 2.4.7 In 2014, Arup has led in the preparation of an updated ELR. It should be noted that the 2014 ELR is still being prepared and may be liable to change. Nevertheless, the emerging ELR has in part, focussed on developing three evidence based scenarios for potential growth in the level of jobs within North Tyneside and then to translate these into an amount of new floorspace which will be required for offices, factories and other industrial units and the area of land needed to enable development of that floorspace.

- 2.4.8 The job growth forecasts prepared by Arup have, to date, been 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 to 2024 across the seven NELEP Local Authorities, over and above the baseline.
- 2.4.9 In consultation with the NELEP, Arup has initially indicated what proportion of this growth it would be reasonable to attribute to North Tyneside and recommended job growth forecasts, with two of three options based on assumptions around the potential positive impact of the SEP upon the economy. These higher job forecasts consequently take into account the Authority's aspirations for additional jobs and land requirements that may arise as a result of investment that is planned or committed for the Borough's infrastructure and sectors such as off-shore marine and advanced manufacturing.
- 2.4.10 The job forecasts prepared by Arup at this stage, are set out at Table 2 below, indicating the number of jobs potentially created through the SEP above the baseline economic forecast. The Local Plan needs to provide sufficient employment land to accommodate this growth in jobs.

Table 2: Forecast Employment Growth 2014 to 2032

	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

Arup, draft North Tyneside Employment Land Review 2024

The draft Strategic Housing Market Assessment and Housing Forecasts

- 2.4.11 The report of the Overview and Scrutiny Committee in 2013 recommended that the Local Plan should look to the provision of between 10,500 and 12,000 homes, and continue to work with our neighbours on evidence that could lower the housing numbers for the Borough. Taking this recommendation into account, the 2013 Draft put forward these options, together with a higher figure of 16,269 homes that reflected population and household projections which were available at the time of drafting.
- 2.4.12 During 2014 Arc4 have led on preparation of the draft Strategic Housing Market Assessment (SHMA) that will provide up to date, stronger evidence of the housing requirements for the Borough. This draft SHMA includes a Borough wide Household

Survey which has informed the overall need for affordable housing in North Tyneside. It also incorporates a series of Housing Forecasts prepared by a specialist consultant (Edge Analytics). These are themselves informed by a range of demographic data, views on potential changes in migration and incorporate the implications for housing needs created by the suggested job forecasts prepared by Arup as part of the emerging ELR. This overall approach has been developed to take into account the methodology clarified by the publication of National Planning Practice Guidance in March 2014.

2.4.13 A wide range of potential housing forecasts were developed. Overall three broad options were identified as potentially reasonable alternatives. Each of the three broad growth options accord with one of the job growth forecasts developed by Arup, but also include 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. This is possible because today, North Tyneside has more workers than jobs, meaning some must commute out of the Borough for employment. It also reflects the significant opportunity for travel to work within Tyne and Wear and South East Northumberland utilising the excellent road, public transport, pedestrian and cycle links that exist and potential improvements over the period to 2032. This element of the options reflects ongoing cross-boundary working with Newcastle and Northumberland and the growth ambitions of those areas to provide more new homes over and above their identified needs. A full summary of these alternative forecasts and the identification of three broad options is provided at Appendix 3.

2.4.14 If comparing the housing implications of the options with the figures set out in the 2013 Draft, it must be noted that the core projections and evidence informing the forecasts prepared in 2014 are different to the evidence available to the Committee and the Local Plan Sub-Group in 2013. Not least, the estimates of requirements in 2013 did not take account of the potential implications of job growth and commuting, and were based on interim 2011 population projections that have since been replaced by new Population Projections published by the Government in May 2014.

2.4.15 In Tables 3 and Table 4 below the annual requirement for each option is set out, with the number of homes required over the full plan period from 2011 to 2032. It also sets out the number of homes that would need to be planned for with approximately 1,220 homes built since 2011 and 4,507 homes now benefitting from planning permission on sites such as Scaffold Hill and Whitehouse Farm. A summary of the forecasts, and the assumptions used to develop them, is set out at Appendix 3.

Table 3: Previous Housing Growth Options 2013, updated to 2014

Consultation Draft 2013 Options	Homes Per Year	Homes required 2011-2032:	Minus 5,727 homes built / permitted
Local Plan 2013 – 16,269 homes	957	20,097	14,370
Local Plan 2013 – 12,000 homes	706	14,826	9,099
Local Plan 2013 – 10,500 homes	617	12,957	7,230

Table 4: Updated Housing Growth Options 2014

Growth Options 2014	Homes Per Year	Homes required 2011-2032:	Minus 5,727 homes built / permitted
2014 Option A – based on the increased growth in jobs to 2032	953	20,013	14,286
2014 Option B – based on increased growth in jobs over the SEP period to 2024, followed by baseline growth to 2032	792	16,632	10,905
2014 Option C – based on baseline growth in jobs to 2032	562	11,808	6,081

Capita North Tyneside, Arc4 and Edge Analytics

2.5.1 Considering the Growth Options and Identifying Preferred Growth

The Council Plan – “Our North Tyneside”

2.5.2 The Council Plan “Our North Tyneside” is crucial in helping to shape the vision and objectives for the North Tyneside Local Plan and is a key consideration in recommending the preferred level of growth, ensuring the Local Plan supports the key outcomes around:

- Our people
- Our places
- Our economy
- Our partners

2.5.3 During October and November 2014, having developed the broad evidence informing potential growth, officers undertook a range of engagement with lead members and stakeholders on the Local Plan.

Stakeholder Engagement

2.5.4 A key stakeholder event held on 22nd October 2014 provided a useful forum for debate about the options available to the Authority. The role of the workshop was to consider the evidence prepared in the ELR and SHMA. In particular, discussion focused upon the impacts, constraints and potential benefits of a range of growth options for North Tyneside. Appendix 4 provides a more detailed summary of the 22nd October stakeholder event and discussions held.

Recommended Growth Option

2.5.5 In finally determining the preferred level of growth, the following criteria have been identified as primary considerations.

	Growth Option A	Growth Option B	Growth Option C
Would it meet our ambitions for job growth?	Yes	Yes	No
Would it help to meet our affordable housing needs?	Yes	Yes	No
Would our schools cope without additional investment?	No	No	Yes
Would we need to lose any employment land?	Yes (140 hectare)	Yes (49 hectare)	Yes (32 hectare)
Would it require using the Green Belt?	Potentially	No	No
Does it support growth in working age population (to support job growth, expenditure in shops, schools roll numbers)?	Yes	Yes	No
How much housing could go onto brownfield land?	32%	31%	49%
Would it meet National population projections and be more defensible at Examination?	Yes	Yes	No
Would it provide a realistic rate of housing delivery?	No	Yes	Yes
Would it require continued cross boundary working on housing delivery?	Yes	Yes	Yes

2.5.6 Based upon the considerations above, the available evidence and discussions with relevant stakeholders, the view of Officers is that Growth Option B would be most appropriate for North Tyneside. This would provide:

- 954 homes per year, requiring the Local Plan to identify provision for 10,905 homes,
- At least 654 new jobs per year, requiring provision of at least 45 hectare of employment land,
- Continued cross boundary working with Northumberland and Newcastle in relation to additional housing provision in those areas and additional employment growth within North Tyneside.

2.5.7 This officer advice will be set out as part of the recommendation to Cabinet at its meeting on 12th January 2015.

2.6.1 Potential Development Sites

2.6.2 The next consultation on the Local Plan will also set out the preferred sites that will be proposed as allocations required to meet the recommended level of growth which is selected from the options set out above. The process of considering these sites will involve and take into account:

- The range of responses received to the Local Plan Consultation Draft 2013, set out in summary at Appendix 1;
- The evidence and constraints affecting the potential delivery of sites including issues such as flood risk, capacity of schools and health facilities, transport and traffic, viability and overall scope for delivering homes on the sites;
- Ongoing engagement with bodies such as the Environment Agency, Natural England and the Highways Agency, landowners, developers and planning professionals; and,
- A process of Sustainability Appraisal and Habitat Regulation Assessment.

2.7.1 **Proposals for consultation on the next stage of the North Tyneside Consultation Draft**

2.7.2 In accordance with the approved Local Development Scheme 2014, a further additional stage of consultation on the North Tyneside Local Plan is planned to commence on 9th February 2015.

2.7.3 Through this consultation the Authority will maintain its commitment to engaging as widely as possible with residents, businesses and all those who may be affected by or have an interest in the Local Plan. As part of this, the following key engagement processes are planned:

- Member Engagement** – prior to the launch of the public consultation, all members will be notified of the forthcoming consultation and provided with an opportunity to be briefed on the purpose of and proposed content of the Local Plan consultation draft;
- “Our North Tyneside” residents’ newsletter** – An article was included in the Winter 2014 edition of the residents’ newsletter to make residents aware of forthcoming consultation. The timing of publication of the next edition of the newsletter is such that it does not provide an opportunity for the publication of more detailed information about the Local Plan consultation;
- Press release** – upon the launch of the consultation a press release setting out the purpose of the consultation and details of events and how to find out more, will be published on the Authority’s website and distributed to local news organisations;
- Direct mail leaflet** – as with the 2013 consultation, a summary leaflet would be distributed to all 95,000 homes in North Tyneside. This will include a plan showing the proposed development allocations, areas of major existing and new open space, and key infrastructure investment. It will also provide information about the role and objectives of the Local Plan and details about how to find out more about the Local Plan, including public events and a simple tear off questionnaire with details about how to also respond online or in writing;
- Direct notification to respondents** – Over 2,000 respondents to earlier stages of the Local Plan consultation will be contacted directly by email or letter to ensure they are aware of the opportunity to comment on this latest draft;
- Mayor’s Events** – Information about the Local Plan will be presented to three Mayor’s Events scheduled to take place during the Local Plan consultation period in early 2015.

- g. **Public Drop-In Events** – At accessible and well visited locations across North Tyneside, such as shopping centres, drop-in sessions will be held to increase the public profile of the Local Plan and provide an opportunity for residents to find out more about the proposals directly from Planning Policy Officers. Events will be held at a range of times and days including lunchtimes, evenings and weekends;
- h. **The Council Website** – as with the previous Local Plan consultation, the next draft of the Local Plan along with all of the supporting evidence and background information will be available to view from the Authority's website. Specialist software allows people to view and directly respond to any of the policies and proposals.
- i. **Information Availability** – copies of the Local Plan Consultation Draft 2015, consultation leaflets and posters providing information about how to get involved and respond will be displayed and made available at a range of buildings including the Council's main offices, Libraries and Customer Service Centres across the Borough.
- j. **Equality and Diversity** - The Planning Policy Team will work closely with the Communications and Engagement Team and Youth Engagement Team to ensure that the views of groups such as young people, the elderly, disabled and ethnic minorities are heard as part of the consultation. This will include direct engagement with the Youth Council.

3.1 Appendices

- Appendix 1 – Consultation Report and summary responses made regarding proposed growth and potential development sites.
- Appendix 2 - Schedule of the responses made to the draft policies of the Local Plan Consultation Draft 2013.
- Appendix 3 – Employment and Household Forecasts Summary and Options.
- Appendix 4 – Stakeholder Workshop: October 22nd 2014, summary note.

3.2 Background Papers

- [Local Plan Sub Group, Overview and Scrutiny Report, 2nd September 2013](http://www.northtyneside.gov.uk/pls/portal/NTC_PSCM.PSCM_Web.download?p_ID=547072)
http://www.northtyneside.gov.uk/pls/portal/NTC_PSCM.PSCM_Web.download?p_ID=547072
- [National Planning Policy Framework](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf)
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf
- [National Planning Guidance](http://planningguidance.planningportal.gov.uk/)
<http://planningguidance.planningportal.gov.uk/>
- [Objectively Assessed Need and Housing Targets - Planning Advisory Service](http://www.pas.gov.uk/documents/332612/6549918/OAN+technical+note/a37fbd9e-6353-44e1-abe4-afd6d05f0d72)
<http://www.pas.gov.uk/documents/332612/6549918/OAN+technical+note/a37fbd9e-6353-44e1-abe4-afd6d05f0d72>