

# North Tyneside Council

## Report to Cabinet

Date: 18 December 2017

### ITEM 3(b)

**Title:** To approve the Masterplan proposals for the Strategic Allocation of Murton Gap following engagement with the local community

**Portfolio:** Housing and Transport

**Cabinet Member:** Councillor John Harrison

**Report from Service Area:** Environment, Housing and Leisure

**Responsible Officer:** Phil Scott – Head of Environment, Housing and Leisure **Tel:** (0191) 643 7295

**Wards affected:** Collingwood, Cullercoats, Monkseaton North, Monkseaton South, St Mary's, Valley

## PART 1

### 1.1 Executive Summary:

On the 20 July 2017 Full Council adopted the North Tyneside Local Plan. This decision followed the recommendations set out in the report of an independent Planning Inspector appointed by the Secretary of State to undertake an examination in public regarding the soundness of Local Plan policies and proposals.

The conclusions of the Inspector's Report established that a proposed strategic allocation at Murton Gap was sound and should be included in the adopted Local Plan to enable the site to contribute to the evidence based needs for housing and employment in North Tyneside.

The adopted Local Plan consequently establishes the principle of development at Murton Gap as Council policy and provides further guidance on the requirements for consideration of planning applications at this site.

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

At the request of Cabinet in October 2017 public engagement has now been held with the local communities most affected by the proposals to listen to residents' views on the draft Masterplans. Following this engagement with the local community this Report presents the final proposed Masterplan for Murton Gap and requests Cabinet to adopt the Masterplan.

The Authority owns approximately 19 hectares of land within the strategic allocation, and this Report also requests delegated authority to enable appropriate steps to be taken to bring forward this land for development.

## **1.2 Recommendations:**

It is recommended that Cabinet:

- (1) note the responses received to the Draft Masterplan engagement requested by Cabinet in October 2017 and development proposals for the strategic allocation of Murton Gap;
- (2) agree that the final proposed Masterplan guidance and development proposals set out at Appendix 2 of this report should be published as the Authority's agreed Masterplan for the Murton Gap Strategic Allocation in accordance with Policy S4.4(c) of the North Tyneside Local Plan 2017; and
- (3) authorise the Head of Commissioning and Investment in consultation with the Head of Environment, Housing and Leisure, the Chief Executive, the Head of Law and Governance, the Head of Finance (as Section 151 Officer), the Elected Mayor and the Cabinet Member for Housing and Transport and Cabinet Member for Finance and Resources to agree all necessary steps, including the completion of appropriate legal agreements, to bring forward the Authority's land located within the strategic allocation for development, as and when required.

## **1.3 Forward Plan:**

Twenty eight days notice of this report has been given and it first appeared on the Forward Plan that was published on 13<sup>th</sup> November 2017.

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

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

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

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

## **1.5 Information:**

### **1.5.1 Background**

1.5.2 Cabinet, at its meeting of 13 October 2017 considered progress that had been made towards preparation of a Masterplan for the Strategic Allocation of Murton Gap. That Cabinet report set out the context for preparation of the Masterplan following adoption of the North Tyneside Local Plan by the Authority on 20 July 2017.

1.5.3 In particular it was noted that adoption of the North Tyneside Local Plan in July 2017 established the principal of residential development at Murton Gap. It also

established that the recommendations of an independent Planning Inspector acting on behalf of the Government who undertake the Examination in Public established that development at Murton Gap was necessary for the Borough to meet its housing requirements over the life of the Local Plan.

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

- 1.5.4 The allocation of Murton Gap Strategic Allocation is supported by Policies S4.4(a) and S4.4(c) within the Plan.
- 1.5.5 Policy S4.4(a) outlines the key principles that any development should reflect. The policy identifies that a strategic allocation is identified at Murton (Sites 35 to 41) to secure the delivery of around 3,000 homes during the plan period in a mix of housing tenures, types and sizes informed by available evidence of the housing needs of the Borough, and convenience retail provision of approximately 1,000m<sup>2</sup> net. The key principles for development of the Murton strategic allocation are illustrated on the Policies Map through an indicative Concept Plan, to be delivered where necessary in accordance with the requirements of the Infrastructure Delivery Plan, include provision of:
- a. New housing, retail and community facilities in the general development locations identified; and,
  - b. Primary and secondary access points suitable to accommodate evidence based traffic flows to, from and through the sites as appropriate; and,
  - c. Strategic transport route connecting Earsdon by-pass with New York Road and Norham Road; and
  - d. Education provision delivered, at locations indicatively identified on the Policies Map, providing a primary school located broadly to the south west of the site; and
  - e. A network of green and blue infrastructure that:
    - i. Enables provision of strategic open space breaks to avoid the joining together of Shiremoor with Monkseaton, whilst integrating with existing communities;
    - ii. Provides safe and secure cycle and pedestrian links through the site that ensure appropriate connectivity with the existing network; and,
    - iii. Retains, connects and enhances local, national and international biodiversity; and,
    - iv. Retains and enhances any important hedgerows or trees; and,
    - v. Provides well-integrated and strategic green spaces for recreation, which includes 'Suitable Accessible Natural Green Space' (SANGS); and,
    - vi. Incorporates sustainable drainage systems.
- 1.5.6 The supporting Concept Plan and wider Local Plan introduce a number of further principles to be delivered through the sites, that include;
- a mix of housing development, including 25% affordable homes and a range of house sizes and types reflective of the needs of residents is provided on the site.
  - no provision of vehicular access through existing communities to the east or west of the allocation at Monkseaton and Shiremoor.
  - provision of sufficient public transport to enable sustainable access to the site, including a potential new metro station.
  - provision for increasing the capacity of health facilities and other essential services.
  - provide appropriate buffers to the edges of the site at Shiremoor, Monkseaton and New York, to protect the character and identity of existing communities and create key viewpoints and vistas that maintain a sense of openness along key corridors into and through the site.

- ensuring that new areas of open space accessible for existing and new residents and supporting recreation, health and wellbeing of residents are provided.
  - protecting against, and preventing any increase in, flood risk for existing and new residents.
  - all new infrastructure is delivered in a timely manner to prevent harmful impacts for existing residents and ensure the overall sustainability of the development.
- 1.5.7 Policy S4.4(c) includes a requirement for any planning application at Murton Gap to be prepared in accordance with a comprehensive Masterplan that has been prepared collaboratively, and agreed, by the relevant development consortia and the Authority. Once adopted the Masterplan for the Strategic Allocation will consequently be a key material consideration in the determination of planning applications. Any proposals submitted for development that are not consistent with the agreed Masterplan would not be considered suitable for approval.
- 1.5.8 The Development Consortia at Murton Gap is comprised of Persimmon Homes, Bellway Homes and Northumberland Estates. The Authority is also a land owner within the strategic allocation with land holdings totalling approximately 19 hectares. Since adoption of the Local Plan in July 2017, the Authority has been working with the Development Consortia on development of Masterplan proposals to ensure that the principles of the Local Plan are achieved. The intention is for the Authority's land to be brought forward for development as and when required and this will include entering into any appropriate legal agreements required to do this. Any proposals for the Authority's land will be considered in accordance with Recommendation 3 as outlined in Section 1.2 of this report. Since adoption of the Local Plan in July 2017 the Authority has been working with the Development Consortia on development of Masterplan proposals to ensure the principles of the Local Plan are achieved.

#### Local engagement on the emerging Masterplan

- 1.5.9 Prior to the Authority reaching agreement on the Masterplan, Cabinet requested in October 2017 that engagement was undertaken with the local community. This importantly ensures the views of those potentially affected by, and the views of those that would in future access the open space, transport infrastructure and services provided as part of development of the strategic allocation, can be heard and help shape the development of proposals.
- 1.5.10 Through the period from 23 October to 20 November 2017 engagement was undertaken that included:
- Direct notification to all North Tyneside Local Plan consultees;
  - Press release and social media communications;
  - Poster displays at locations including supermarkets in the vicinity of the site, local libraries at Shiremoor, Monkseaton and Whitley Bay;
  - Three drop in events for residents to meet and discuss the proposals;
  - Online publication of all Masterplan documents providing an opportunity to respond online.
- 1.5.11 Through the engagement process 175 separate respondents wrote to the Authority expressing views regarding the emerging Masterplan. In addition, over the three drop-in events, it is estimated that more than 500 residents attended and discussed the emerging proposals with representatives of the Development Consortia and with Officers. In summary, the responses received are separated into the key issues as set out in Table 1 below.

**Table 1: Murton Gap Draft Masterplan Engagement: Outline of issues raised**

<b>Issue raised</b>	<b>Number of comments received</b>
Road and Transport Improvements	156
General Masterplan Comments	81
Development layout principles	50
Open space and recreation	49
Wildlife and ecology	49
Flood prevention and sustainable drainage	46
Schools, health and community facilities	40
Historic environment and heritage	35

### Final proposed Masterplan

- 1.5.12 Following completion of the Draft Masterplan Engagement the Authority and Development Consortia have worked jointly to review and consider all of the responses received. This process has sought to establish potential changes that might be made to enhance the Masterplan and seek to address concerns raised or explain where changes have not been possible.
- 1.5.13 An overarching outline of all the comments received the officer response to those comments and where appropriate potential amendments are set out at Appendix 1 “Murton Gap Draft Masterplan Engagement Summary and Response Schedule, December 2017”.
- 1.5.14 The final proposed Masterplan Guidance and Development Proposals set out at Appendix 2 of this report reflect all of the changes considered following the engagement process.

### Next Steps

- 1.5.15 Further work and engagement is required by the Authority to establish and implement delivery at Murton Gap in relation to land that forms part of the Housing Revenue Account. This report seeks appropriate delegated Authority for this work to proceed without bringing about delay to the overall programme for housing delivery at Murton Gap and to ensure the Authority can play a full and robust role as a delivery partner at Murton Gap.
- 1.5.16 Once the proposed Masterplan is agreed, future planning applications must be consistent with the principles it establishes. In this regard, the Masterplan layout is an indicative guide to future development at Murton Gap with appropriate flexibility provided when detailed proposals are assessed as part of planning applications. Such planning applications must be able to satisfy the Authority that they comply with the overall scale of delivery and provision of infrastructure envisioned in the Masterplan.
- 1.5.17 Submitted planning applications will be considered through the statutory process and will be considered by the Authority’s Planning Committee.
- 1.5.18 Throughout the development of the Murton Gap strategic allocation, monitoring and review of the effectiveness of the Masterplan and delivery will be undertaken. Updates will be provided to the Authority’s Cabinet and Planning Committee as part of the Monitoring Report process included within the Local Plan.

## **1.6 Decision options:**

The following decision options are available for consideration by Cabinet:

### Option 1

As recommended at paragraph 1.2 of this report, note the responses received to the draft Masterplan engagement and agree the final proposed Masterplan along with guidance and development proposals set out at Appendix 2.

### Option 2

To not to approve the recommendations in paragraph 1.2 of this Report to approve the proposed Masterplan along with guidance and development proposals and request the Head of Environment, Leisure and Housing in consultation with the Deputy Mayor, Cabinet Member for Housing and Transport, Cabinet Member for Finance and Resources and the Head of Law and Governance to review the proposed Masterplan.

Option 1 is the recommended option.

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

Option 1 is recommended for the following reasons:

- The preparation and agreement of a Masterplan is a key requirement of the North Tyneside Local Plan policy for the Strategic Allocation and will ensure effective implementation of the policies of the Local Plan;
- Failure to prepare and agree a Masterplan risks delaying or preventing the successful delivery of development at the Strategic Allocation severely impacting the Authority's ability to effectively manage future applications that might be submitted at the site;
- Delay to the delivery of housing development at the Strategic Allocation could arise should the Masterplan not be agreed that would risk undermining the Authority's supply of housing land, which would severely impact the Authority's ability to effectively resist applications for development elsewhere that are not allocated in the Local Plan.

## **1.8 Appendices:**

The following Appendices are now available and copies have been deposited in the Group rooms:

Appendix 1: Draft Murton Gap Masterplan Engagement Summary and Response Schedule

Appendix 2: Murton Gap Masterplan Guidance and Development Proposals

The appendices have also been published on the Authority's website.

## **1.9 Contact officers:**

Jackie Palmer, Planning Manager (0191 643 6336)

Martin Craddock, Principal Planning Officer (0191 643 6329)

Colin Macdonald, Regulatory Services Manager (0191 643 6620)

Alison Campbell, Senior Business Partner (0191 643 7038)

## **1.10 Background information:**

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

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

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

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

The proposed Masterplan will result in minimal costs related to finalising presentation materials and publication online which can be met within existing budgets.

Regarding the Authority's land interests at Murton Gap future costs and receipts associated with potential development will be addressed in accordance with the delegated authority proposed in this Report and the Authority's formal procedures.

### **2.2 Legal**

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

Regarding the Authority's land interests at Murton Gap formal legal agreements will be required with neighbouring landowners. Such agreements will be governed through the delegation sought by this Cabinet report.

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

#### **2.3.1 Internal Consultation**

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

In accordance with the Cabinet resolution (July 2015), the Local Plan Steering Group was formally established in July 2015 and has met regularly through 2015, 2016 and 2017. The Steering Group comprises the Deputy Mayor, the Cabinet Member for Housing and Transport, the Cabinet Member for Finance and the Head of Environment, Housing and Leisure and is supported by a cross-departmental team of officers. The Local Plan Steering Group has been fully engaged in preparation of the Local Plan that allocated this Strategic Allocation. Subsequently Local Plan Steering Group has been fully involved in development of Masterplan proposals for this Strategic Allocation.

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

The Planning Inspector's Report into the Local Plan concluded specifically that the Authority had taken a thorough but proportionate approach to engagement that ensured residents and stakeholder with an interest in the Plan were able to respond to the consultations.

The North Tyneside Local Plan evolved through three formal and extensive engagement periods with local communities and key stakeholders, an examination in public attended by a range of participants from the local community, development industry and agencies, and further formal consultation on Main Modifications.

An ongoing constructive dialogue has been maintained with the adjoining local authorities of Northumberland County Council and Newcastle City Council in accordance with the duty to co-operate and with key infrastructure providers in the preparation of the draft Infrastructure Delivery Plan.

Engagement related specifically upon the emerging Masterplan proposals was undertaken with the local community and consultees between 23 October and 20 November 2017. This engagement involved direct leaflet notifications to all households in the communities of Wellfield, Monkseaton, Preston and Shiremoor. In addition events were held in three venues during the engagement at Monkseaton High School, Shiremoor Library, and St Aidan's Church Hall at Billy Mill Lane. In total over 180 written responses were received making a range of comments regarding the Masterplans. All of the comments received have been considered and officer response prepared for each.

## **2.4 Human rights**

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

## **2.5 Equalities and diversity**

There are no direct implications arising from this report. The proposal seeks to implement policy and procedures already adopted by the Authority such as the Local Plan Strategic Allocation and Transport and Highways Supplementary Planning Document.

## **2.6 Risk management**

The risks associated with the preparation of the Masterplan are associated with preparation of the Local Plan, which have previously been assessed. The risks identified have been added to the relevant risk register. They are managed using the Authority's risk management process. These include changes in Authority priorities and available resources, the capacity of external consultees and the nature of responses received.

If there is a delay to the agreed work programme development may be delayed or abandoned, coordination of development and infrastructure would be more difficult and the public and other stakeholders may lose confidence in the plan making process.



## 2.7 Crime and disorder

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

## 2.8 Environment and sustainability

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

## PART 3 - SIGN OFF

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