



North Tyneside Council

# Killingworth Moor and Murton Gap

Outline Development Framework

June 2016



North Tyneside Council

Part 01

# Part 01

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## 1.1 Introduction

### 1.1.1 What is the Outline Development Framework?

The Local Plan for North Tyneside sets out the next phase of growth within the Borough and will see the delivery of at least 17,000 new homes between 2011/12 and 2031/32. A key component of this growth will be the development of the Strategic Allocations at Murton Gap (approximately 3,000 homes) and Killingworth Moor (approximately 2,000 homes).

The Strategic Allocations cover a combined area of approximately 430 hectares in the northern part of North Tyneside.

The Outline Development Framework (Framework) is an important strategic document and will guide all future stages of the planning and design of the Strategic Allocations. It establishes a context for future detailed delivery frameworks, planning applications and site design guidance, which will follow on and contain more detailed proposals. The Framework will be a material consideration in the planning application process, and not an obligation for developers as would be required with a Supplementary Planning Document.

The Framework demonstrates the Council's commitment to the creation of high quality sustainable neighbourhoods. It has been prepared through collaboration between landowners, stakeholders and the Council. The Framework also acknowledges the need for social, physical and green infrastructure to support existing and new homes, residents and businesses whilst delivering viable development within the local housing market context.



Killingworth Moor and Murton Gap Sites Location Plan (Arup)



## 1.1.2 The Structure of the Document

The Framework is structured as follows:

### **Part 1 - Introduction**

### **Part 2 - Murton Gap**

Outlines the vision, opportunities and constraints for the site in addition to the design principles and strategies for the Framework Plan.

### **Part 3 - Killingworth Moor**

Outlines the vision, opportunities and constraints for the site in addition to the design principles and strategies for the Framework Plan.

### **Part 4 - Planning Delivery Process**

Outlines the process for progressing the planning and design of the sites.

## 1.1.3 How has the Outline Development Framework been Prepared?

The Framework has been prepared through the following four stage process:

### **Stage 1: Inception, Analysis and Scoping**

This stage ensured that the scope, content and status of the Framework is robust and fit for the intended purpose. The key output from Stage 1 was the preparation of a Scoping Report which drew together the findings and conclusions from the review of existing information.

### **Stage 2: Draft Framework**

Stage 2 began the process of developing the Framework document and plans. This focussed on articulating the vision for the sites through the development of the Development Framework plan, synthesising the existing baseline information and evidence into a coherent narrative and ensuring plans and strategies are deliverable and viable.

### **Stage 3: Review**

Stage 3 involved the invite, receipt and analysis of comments and feedback from stakeholders including landowners, developers and departments within the Council. The assessment of feedback resulted in recommendations for changes and amendments to the Framework.

### **Stage 4: Finalise**

This stage brought together the results of consultation and developed the final composite document.



#### 1.1.4 Who has Been Involved?

The Framework has been prepared by North Tyneside Council, in consultation with the landowners and developers promoting the sites through the Local Plan process. They have provided technical and supporting information to provide the basis for the Framework.

Key stakeholders including landowners, developers and departments of the Council were also consulted at key milestones in order to ensure that all parties were given the opportunity to input into the preparation of the Framework document.

Advice and guidance has also been provided by ATLAS (Advisory Team for Large Applications) which is part of the Home & Communities Agency.

There has also been an ongoing process of wider engagement with the local community through the preparation of the Local Plan. The results of the consultation and ongoing engagement processes have been taken into account in the preparation of the Framework.

Through discussions with the landowners and developers the future stages of the planning and design process have also been agreed.



# 1.2 Understanding the Context

## 1.2.1 Planning Policy

### National Planning Policy

National Planning Policy Framework (NPPF) (2012) includes a presumption in favour of sustainable development.

The NPPF states that planning should:

- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
- Promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions.
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.

### Local Plan Policy

The Submission Draft Local Plan identifies Killingworth Moor and Murton Gap as Strategic Allocations under Policy S4 to meet the Borough's future housing needs.

The key aims of the Local Plan include to:

- Provide an appropriate range and choice of housing to meet current and future needs.
- Diversify, strengthen and grow the local economy, providing excellent job opportunities for all.
- Protect and enhance the natural and built environment.



National Planning Policy Framework



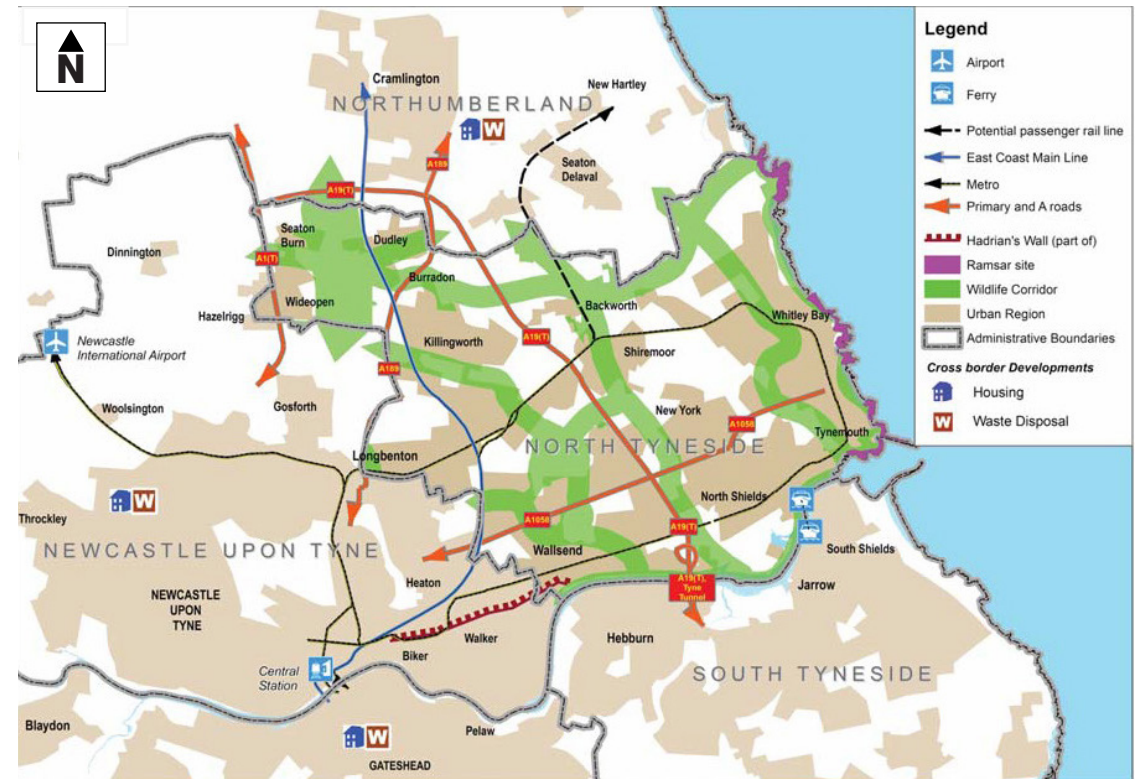
National Planning Policy Framework (Department for Communities and Local Government)

Policy S4.4(a) proposes a Strategic Allocation at Murton (Sites 35 to 41) to secure the delivery of approximately 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 1,000sqm.

Policy S4.4(b) proposes a Strategic Allocation is identified at Killingworth Moor (Sites 22 to 26) to secure the delivery of approximately 2,000 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, convenience retail provision of approximately 500sqm and 17 hectares of employment land.

Policy S4.4 (c) Applications for Delivery of the Strategic Allocations states that applications for planning permission will be granted where identified criteria are met. Criteria include consistency with a comprehensive master plan, conformity with the principles of the Concept Plans and phasing, delivery and transport strategy. In addition, the criteria includes a requirement that a landscape and visual amenity impact assessment is provided, identifying key features of note on each site and demonstrating an appropriate design response (e.g. the location, orientation, density of development and landscape/planting treatment). Design quality will be secured through the application and use of appropriate design standards agreed as part of the master plans.

Policy DM6.1 Design of Development states that applications will only be permitted where they demonstrate high and consistent design standards. Designs should be specific to the place, based on a clear analysis of the site characteristics, its wider context and the surrounding area.



North Tyneside and Connections with Neighbouring Authorities (North Tyneside Local Plan 2015, Pre-submission Draft, November 2015)

## 1.2.2 Local Population and Housing Market Factors

The 2011 census reports that there are a total of 94,528 dwellings and a total of 91,295 households in North Tyneside. In summary:

- 68.3% of properties are houses, 21.7% are flats/maisonettes 9.5% bungalows, and 0.5% are other property types (e.g. caravans).
- Over a third of properties (37.4%) were built before 1945, a further 40.5% were built between 1945 and 1984, and the remainder (22%) have been built since 1985.
- 64.8% of properties are owner-occupied, 22.0% are affordable (social/affordable rent and intermediate tenure) and 13.2% are privately rented.

The Population and Household Forecasts undertaken as part of the Strategic Housing Market Assessment (SHMA, 2015) have provided evidence of the potential population growth in North Tyneside over the life of the Local Plan.

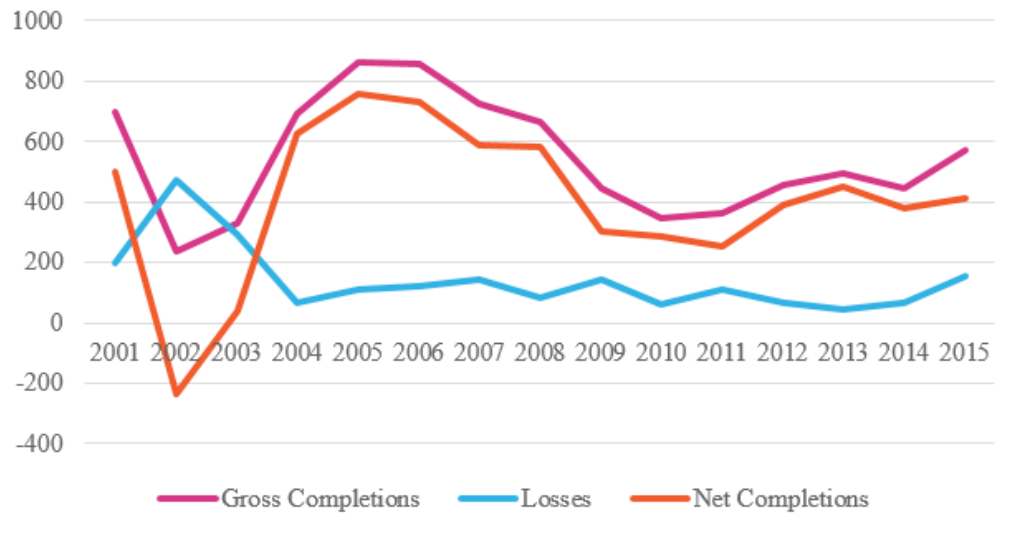
The population of the Borough was estimated at approximately 201,200 in 2011. Over the period 2001-10 the population of North Tyneside grew by 3.4% - faster than growth of 3.0% in Tyne and Wear. If current trends continue the latest Sub National Population Projections published by Office for National Statistics in 2014, indicate that the population of the Borough is expected to rise by about 21,000 people, to over 222,000 by 2032.

The Borough has experienced strong demand for housing, with average completions of around 500 homes per year since 2001, of which over 70% were on previously used or brownfield land. North Tyneside's housing market links to a wider market, including Newcastle, south east Northumberland and to a lesser degree, the rest of Tyne and Wear.

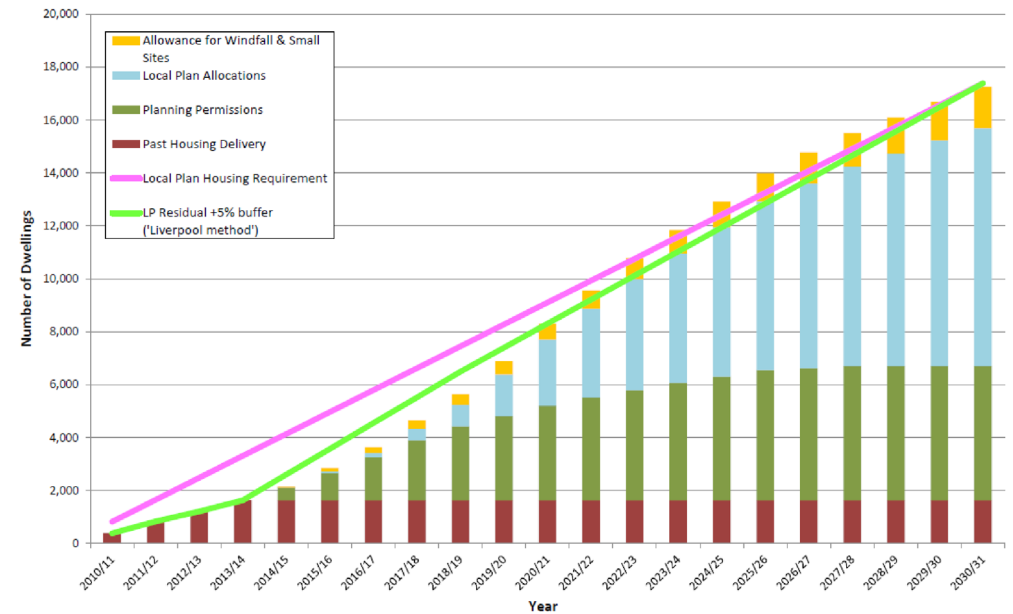
The Local Plan sets out that in order to provide for the growth and development needed in North Tyneside to meet the Borough's Objectively Assessed Need for new homes, provision is made for the development of approximately 17,000 homes from 2011/12 to 2031/32 at an annual average of 828 new homes per year (see housing trajectory overleaf). It is important to note that this is a very significant increase on the historic levels of development which over the last 15 years has averaged 546 units per year and has only exceeded 828 units per year twice (2005 and 2006) (see new homes delivery graph overleaf).

In March 2015, over 5,000 homes already benefited from planning permission, and approximately 1,600 homes have already been built. There is therefore a need for at least an additional 10,500 homes across North Tyneside, to provide the homes required for current and future residents over the Plan period. The Murton Gap and Killingworth Moor sites therefore consequently have the potential to deliver a significant proportion of the overall needs for growth within North Tyneside in the period up to 2032.

This level of house building will be challenging, and the difficulties in bringing forward large strategic sites of the type of Murton Gap and Killingworth Moor are well recognised. Based on the work undertaken to inform the Local Plan, the key issues of delivery, viability and the requirements for strategic infrastructure are considered to be achievable over the Plan period.



Delivery of New Homes (Table H2 (Page 73) North Tyneside Council, Authority Monitoring Report 2014/15, December 2015)



North Tyneside Housing Trajectory to 2032 (North Tyneside Local Plan 2015, Pre-submission Draft, November 2015)

### 1.2.3 Supporting Information

The Framework has drawn on a wealth of existing studies and baseline evidence. This has been reviewed and summarised within this document. In summary this includes:

- Strategic Concept Framework Plan (Pick Everard, 2015).
- North Tyneside Local Plan Submission Draft (November 2015).
- North Tyneside Local Plan evidence based and supporting documents.
- Murton Gap developer consortium representations and Delivery document.
- Killingworth Moor developer consortium representations and Delivery document.

A complete list of documents is included within Appendix A of this document.



View of typical residential street and housing in the wider site area (Arup)

# 1.3 Delivering Quality Places

## 1.3.1 The Vision

Paragraphs 7.34 - 7.43 of the Submission Draft Local Plan outline the emerging vision for development of the sites.

“Walkable, connected village neighbourhoods, within a green, natural environment”. Furthermore the Local Plan Pre-submission draft states that the overarching priority in delivering new development at the Strategic Allocations, will be to meet the development needs of the Borough, taking a key opportunity to:

- Secure overall improvements to the character, identity and community cohesion of this area of North Tyneside.
- Enhancing residents’ accessibility to open spaces and the countryside; and provide quality places to live and visit.



Example of contemporary housing development

### 1.3.2 Key Principles

Paragraph 7.41 of the Submission Draft Local Plan also states that the proposals for the sites have been developed in accordance with a range of key principles that will remain relevant for consideration and inform further detailed master planning and development proposals.

- Integrate the two sites into a well-connected, wider neighbourhood, whilst maintaining the unique and varied characters and identities of existing areas and settlements whilst maintaining an appropriate level of 'separation' and avoiding the 'merging' of settlements.
- Create sustainable and balanced communities.
- Facilitate and encourage healthy, safe lifestyles and quality of life.
- Create a coherent, unique and distinctive 'place', comprised of a range of character areas, experiences and environments.
- Maximise the integration and benefits/uplift for the wider existing communities, settlements and environments.
- Ensure the provision and access to appropriate education facilities, community facilities and services.
- Create an effective and efficient local transport and highway network.
- Appropriately protect and enhance the natural environment, ecology and biodiversity, whilst balancing this against the need to also achieve the wider objectives.
- Encourage sustainable modes of transport: walking, cycling, Metro and buses.
- Create adequate access to local jobs (new and existing) for new and existing residents and the wider workforce.
- Allow for, and facilitate viable and feasible phased delivery.
- Encourage variety in design responses.

### 1.3.3 Innovation

North Tyneside Council believe that everyone should have the opportunity to live in sustainable communities, with quality and affordable homes, that reflect high standards of design and construction, with easy access to open space, leisure and recreation facilities.

It is important that the development of the sites identify, explore and take advantage of new technology and innovation, to ensure that they not only meet the needs of the existing population, but are sustainable and remain responsive to the future needs of the Borough.



Example of contemporary housing development



## **Housing**

Meeting housing needs will be integral to the successful development of Murton Gap and Killingworth Moor. The Council remain committed to providing approximately 3,000 affordable homes by 2024 and the development of Murton Gap and Killingworth Moor can play a significant role in helping to achieve this target. Homes for affordable rent will be developed to help those in the greatest housing need access the suitable housing they require.

Alongside this, the development of Murton Gap and Killingworth Moor will also seek to contribute to improve home-ownership opportunities in North Tyneside in line with Government aspirations. Through the provision of Starter Homes and shared-ownership products, those who previously could not buy their own home will be given the opportunity to get onto the housing ladder.

A range of housing developers from across the sector, such as established traditional builders, small and medium enterprise builders and self-builders, will contribute to the delivery of new homes on the sites. These new homes will be a mixture of different types and tenures to reflect the housing need of the Borough. A diverse offer across the development sites from flats to executive homes will enable the creation of a sustainable and thriving community.

It is also important that the housing offer takes into account North Tyneside's ageing population and provides housing that is suitable for residents with specific housing needs or who require access to enhanced care and support services.

The development of Murton Gap in particular offers the opportunity to explore innovative specialist housing options. There are opportunities to develop an attractive housing offer for all that would offer a choice of accommodation in an accessible and supportive environment, allowing residents to live healthy and independent lives for longer.

## **Health and Wellbeing**

North Tyneside faces several public health challenges for the future. From an ageing population to the obesity epidemic, the Council is committed to confronting these challenges using innovative solutions. It is crucial that key parts of the system from healthcare and education, to urban planning and transport understand their potential to contribute and ensure that public health principles are embedded within the emerging developments.

Whilst working with existing communities plays an important role in preparing for and tackling some of these long term issues, the development of the sites present an unparalleled opportunity for the Council to consider how environments can influence residents' health and wellbeing for the future. The developments will seek to be inclusive of residents of all levels of physical and mental health in recognition of increased life-expectancy and our ageing society. Well connected open spaces and community areas will also be designed to encourage resident interaction and the development of strong social capital in recognition of how residential environments can influence mental health.

## **Energy**

The development of the sites can play a critical role in helping North Tyneside to adapt to and mitigate the impact of climate change, including flood risk. Development should seek to provide the opportunity for residents to minimise their energy and resource consumption and maximise the benefits afforded to them by improvements in the renewable energy sector. This applies to all aspects of the development and not just the home. For example, consideration should also be given to exploring sustainable transport. By promoting a positive approach to energy consumption residents will be able to feel the financial benefits, but the wider Borough will benefit from reduced greenhouse gas emissions and an improved resilience to climate change.

## **ICT**

The construction of new homes and associated infrastructure works provides the opportunity to embed an effective ICT network from the outset and make the most of technological advances that can make residents' lives healthier, happier and easier. From simple, low cost, but effective solutions to ideas that will initially appear radical, but will come in to their own in the future. As society changes it will be important that the Council explores the wide range of opportunities to ensure the sites realise their potential. As the community continues to develop and grow, it should be able to benefit from improvements in available technology.

## **Waste**

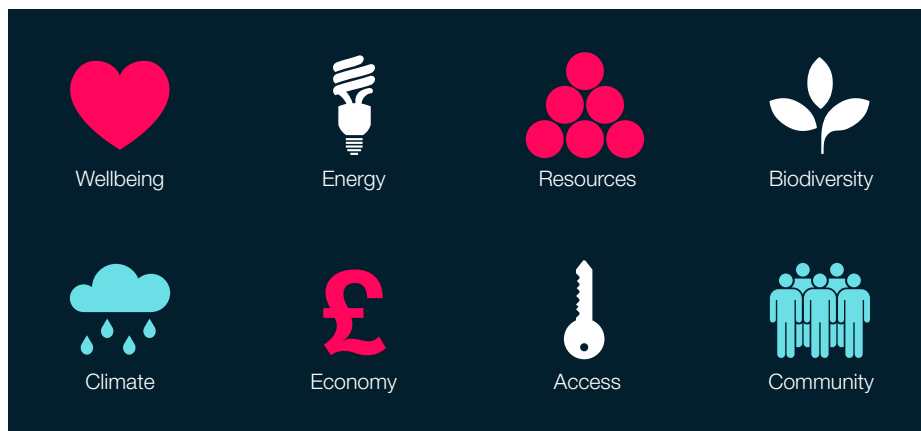
The development of the sites will also need to consider the increase in waste produced and make arrangements for the storage, collection and management of waste appropriate for a development of this size. Alongside exploring the opportunities to reduce the amount of waste created and increase the potential for recycling both at home and in the community, it will be important that the Council explore innovative approaches to waste management; approaches that have the potential to increase waste storage capacity and make services more efficient.

### 1.3.4 Shaping Sustainable Neighbourhoods

The sites are of strategic importance to North Tyneside and provide significant opportunities, over the Local Plan period, to deliver essential new housing in the area. Individually they are capable of achieving developments which are sustainable, attractive and beneficial in their own right, but which also achieve significant benefits for existing communities and environments.

From the outset, sustainability principles and objectives have informed the design process. It is an expectation of the Council that the schemes will deliver environmental and sustainable low carbon solutions, in built fabric, energy supply, use and distribution and sustainable transport.

The key sustainable development objectives against which the design process will be progressed are as follows:



Shaping Sustainable Neighbourhoods (Arup)

#### **Access**

Reducing vehicle use, provide accessible and affordable public transport, prioritise pedestrians and cyclists, and encourage accessible essential services and digital inclusion.

#### **Well-being**

Excellent air quality, low noise environment, accessible and quality green spaces, a safe, secure, healthy and enjoyable place for all.

#### **Resources**

Minimise resource use, maximise value from waste, sustainable procurement and consumption.

#### **Climate**

Buildings, infrastructure, businesses and communities resilient to climate change and severe weather events.

#### **Community**

Integrated thriving communities, improved social inclusion and increasing social capital, a strong sense of place and belonging.

#### **Biodiversity**

Increasing biodiversity and connectivity of all habitats, overall feeling of green, natural places, and allowing an appreciation of nature.

#### **Economy**

Enabling a diversified local economy, encouraging enterprise and entrepreneurship, increasing employment opportunities and skills and maximising economic value for the local community.

The principles of sustainability will be embedded in every aspect of the proposals for Murton Gap and Killingworth Moor.

**At this Outline Development Framework stage, these include the following:**

- To meet local housing needs by ensuring that everyone has the opportunity to live in a decent, affordable home.
- The developments will be built upon the principles of sustainability and resource efficiency, and will minimise water consumption and carbon emissions arising from operational energy use in new and existing buildings and infrastructure, including transportation.
- The integration of Sustainable Drainage Systems into the network of open spaces.
- Reduce traffic congestion and associated air pollution by encouraging sustainable modes of transport: walking, cycling, Metro and buses through the distribution of uses and network of places and connections.
- Enhancement of safe, attractive community connections between the distinct settlements, which encourage sustainable modes of movement, especially walking and cycling.
- Where appropriate encourage higher density, higher populations in key areas such as the Metro stations, bus corridors and mixed-use hubs to support sustainable transport, commercial viability and vitality, safe connecting streets and visual legibility.
- Create a network of safe and attractive connections for pedestrians and cyclists to encourage use, and the potential modal shift towards sustainable transport modes.
- Investigating the potential for on-site energy generation and encouraging design responses that reduce the reliance on grid energy.
- Improve the health and wellbeing of the population and reduce inequalities in health.
- Provide adequate green infrastructure, leisure and recreation opportunities and make these readily accessible for all.
- Increase energy and resource efficiency (including minimising waste) and renewable energy, with the aim of reducing the impact of climate change.

