

TITLE OF REPORT: Gateshead Local Plan – Making Spaces for Growing Places (MSGP) (Development Management Policies, Allocations and Designations) – Submission Draft

REPORT OF: Anneliese Hutchinson, Service Director, Development, Transport & Public Protection

Purpose of the Report

1. To seek Cabinet approval to:
 - I. Publish the Making Spaces for Growing Places (MSGP) Submission Draft Local Plan document for consultation (see link at end of report) (in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012), which sets out detailed development management policies, land allocations and designations
 - II. Publish for consultation the Submission Draft MSGP Policies Map, which will be made available as both a printed 'hard-copy' document, and as an interactive web-based resource;
 - III. Publish for consultation the Plan's supporting evidence base; and
 - IV. Delegate authority to the Service Director, Development, Transport and Public Protection, following consultation with the Cabinet Members for Environment & Transport, Housing and Economy to make any changes necessary to MSGP and supporting documentation for public consultation.
 - V. Delegate authority to the Service Director, Development, Transport and Public Protection, following consultation with the Cabinet Members for Environment & Transport, Housing and Economy to prepare Duty to Co-operate statements and enter into a Memorandum of Understanding with surrounding authorities.

Background

2. The Council has a statutory duty to prepare a Local Plan. In March 2015 Gateshead Council adopted Planning for the Future Core Strategy and Urban Core Plan for Gateshead and Newcastle upon Tyne 2010-2030 (CSUCP), a Local Plan document which was prepared jointly with Newcastle City Council. The CSUCP forms Parts 1 and 2 of Gateshead's Local Plan, setting out borough-wide strategic policies (including the allocation of housing and employment growth sites), while providing a detailed policy framework supporting the development of Gateshead's Urban Core.
3. Progression of MSGP, which will form Part 3 of Gateshead's Local Plan, will ensure that Gateshead has the land use policies to meet our communities' needs, and deliver the Council's strategic ambitions. It will help to create and sustain thriving communities and a more prosperous economy. Development, including provision

for new homes, jobs growth and a portfolio of employment land, will be focused in sustainable locations predominantly in the built-up area. Specifically, MSGP will:

- Allocate a range of sites for housing development, further to provision within the CSUCP, to meet Gateshead's identified housing needs, including accommodation needs for Gateshead's elderly and disabled residents
 - Encourage jobs and investment through the designation of employment areas and the allocation of a range of employment sites
 - Designate the boundaries of district and local centres in Gateshead's retail hierarchy, and set a local threshold for retail impact assessments
 - Set out policies on the design and accessibility of development
 - Designate Gateshead's natural and built environment assets, including, for example, Conservation Areas, Areas of Special Character, Local Wildlife Sites and Wildlife Corridors
 - Designate settlement envelopes within the Green Belt.
 - Promote access to a healthier environment through, for example, the designation of green infrastructure and the setting of standards for open space and play facility provision, and through policies on climate change, flood risk and air quality
 - Make provision for the management of natural resources, including minerals, the restoration of former quarry sites and sustainable waste management
4. MSGP does not propose to include detailed policies for sites in the Urban Core (these are provided within CSUCP) or at Metrogreen (it is intended that a forthcoming Metrogreen Area Action Plan will establish a detailed policy framework for development of Metrogreen). However, some MSGP designations will apply to these areas, including some natural environment and heritage designations, and safeguarded land for transport schemes, for example. In addition to allocating housing and employment growth sites, the CSUCP also designated a revised Green Belt boundary to reflect the extent of these allocations, and other minor adjustments to the boundary as identified through the Strategic Land Review.
5. Minor revisions to the Green Belt are proposed by MSGP. This follows from the recommendation of the Inspector who conducted the Examination into the CSUCP that such sites, smaller than those considered through the CSUCP and not strategic in terms either of their effect on the Green Belt or the resulting scale of development in the relevant rural settlement, should be considered. A call for sites was undertaken in 2015 which allowed for such sites to be submitted. Of those brownfield Green Belt sites found suitable for housing and proposed for allocation, in only two cases, at Greenside, did this require a change to the Green Belt boundary.

Preparing the Plan

6. Preparation of the Plan began in 2012 when Cabinet approved for consultation the Scoping Report on MSGP. The initial intention was to progress MSGP alongside preparation of the CSUCP, however, resources were ultimately focused on getting

the CSUCP progressed and adopted, at a time of significant change in national policy and legislation.

7. A Draft Plan was prepared and published for six weeks consultation from October to December 2017, following approval from Cabinet on 17th October 2017. The Council implemented a number of measures in consulting on the Plan including:
 - Direct mail to consultees
 - Consultation with Councillors
 - Use of the consultation Portal
 - Use of the Council website
 - An article in Council News
 - Council Info
 - Leaflets (appendix 5)
 - Drop in events at Birtley (14th November), Blaydon (6th November), Gateshead Civic Centre (22nd November) and Felling (27th November).
8. In addition to the more traditional methods of consultation the need to take advantage and maximise the engagement opportunities through the use of social media was also recognised. A virtual drop in event for the 15th November 4-5.30pm was undertaken on Twitter, with assistance from Newcastle University. The Council's social media accounts were also used to raise awareness of consultation on the plan and to publicise drop-in events.
9. The consultation yielded 431 responses and a summary of each is set out in the feedback report attached (see link in appendix 4). The main issues raised through the consultation include:
 - Concern regarding the impact on development viability of housing standards policies
 - Concern regarding the transport implications of new development
 - Concern over the adequacy of housing allocations
 - Objection to the potential harm caused by increased development on the natural environment
 - Concern from Historic England that the evidence supporting proposed housing and employment allocations does not make clear that potential adverse impacts on heritage assets can be avoided.
 - Objection to the level of regulation on air quality
 - Concern regarding the impact of policies requiring new open space on the viability of development
 - Concern that policies restricting uses on employment land might result in an inflexible approach to future development
 - Support for the overall sustainable approach of the plan

10. The Submission Draft Plan includes a number of amendments and updates, reflecting the comments received and updated evidence, and in particular on the viability and deliverability of sites, which will also be published to support consultation on the plan. A number of sites have been developed and are therefore no longer included in the Plan. A table setting out the changes to the plan, and reasons for, is included in appendix 5 – key changes include:
 - 2 employment sites no longer proposed to be allocated
 - Kingsway Interchange, Chowdene Bank
 - Land at Green Lane, Pelaw
 - 20 housing sites no longer proposed to be allocated (although this would not preclude housing development on those sites and there is ongoing work to try and bring these sites forward) including:
 - BAE Systems, Birtley/Lamesley
 - Highfield Primary School, Chopwell and Rowlands Gill
 - 15 new housing sites proposed to be allocated including:
 - North of Gullane Close, Pelaw and Heworth
 - South of Pelaw Metro Station, Pelaw and Heworth
 - Inclusion of a monitoring framework
11. A revised version of the National Planning Policy Framework (NPPF) was published in July 2018 and officers have taken into account the changes to national policy in preparing the Plan. The NPPF states that each Local Planning Authority must ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area (para 31). It includes a strong emphasis on housing delivery, a new definition for affordable housing, a requirement for viability testing at plan making stage and to undertake a review of Local Plans every 5 years. The CSUCP was adopted in March 2015 and a review will be carried out by March 2020.
12. The Council has worked to ensure that proposals and policies in the submission draft MSGP are informed by a proportionate and up-to-date evidence base, addressing the issues and needs relating to housing, employment, infrastructure, minerals, the natural and historic environment, health and well-being, and viability and deliverability. The Strategic Housing Land Availability Assessment (SHLAA) and Employment Land Review (ELR) provide key elements of the evidence base supporting MSGP: these documents identify suitable sites in Gateshead that are recommended for allocation for housing and employment development. It is important that these evidence base documents are based upon sound and up-to-date evidence. Accordingly, updated versions of both the SHLAA and ELR, which reflect a call for sites issued during the previous stage of consultation, have been prepared and published in support of the Plan, along with an updated viability and deliverability report.
13. In preparing the Plan the Council continues to work closely with colleagues in Newcastle City Council (who are at a similar stage in preparing their equivalent plan) in order to ensure alignment and conformity with policies in the CSUCP, and in updating joint evidence and in addressing common issues. Collaborative working has also provided opportunities to share resources. We have also held a number of

meetings with other neighbouring authorities and statutory agencies, as part of the Duty to Cooperate, to ensure cross-boundary and other issues arising from the Plan are adequately addressed.

14. A policies map has been prepared to set out the plan's proposed designations and site allocations. An interactive version of the map will also be available through the Council's website.
15. Once adopted MSGP will form part 3 of the Council's development plan and guide decisions about development proposals. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.

Existing UDP Policies

16. The policies once adopted would supersede any remaining saved policies originally published as part of the Unitary Development Plan (UDP) in 2007.

Proposal

17. It is proposed that Cabinet notes the content of the submission draft MSGP Local Plan document and agrees that it can form the basis for public consultation starting 29th October and ending on 9th December 2018.

Recommendations

18. It is recommended that Cabinet approves:
 - (i) The publication for consultation of the Making Spaces for Growing Places (MSGP) Submission Draft Local Plan document (Appendix 2).
 - (ii) The publication for consultation of the Submission Draft MSGP Policies Map (Appendix 3).
 - (iii) The publication for consultation of the Plan's supporting evidence base, including an updated Strategic Housing Land Availability Assessment (SHLAA) and Employment Land Review (ELR), and a new Viability and Deliverability Report (see link under background at the end of this report).
 - (iv) Delegating authority to the Service Director, Development, Transport and Public Protection, following consultation with the Cabinet Members for Environment & Transport, Housing and Economy to make any changes necessary to MSGP and supporting documentation for public consultation.
 - (v) Delegating authority to the Service Director, Development, Transport and Public Protection, following consultation with the Cabinet Members for Environment & Transport, Housing and Economy to prepare Duty to Co-operate statements and enter into a Memorandum of Understanding with surrounding authorities.

For the following reason:

To progress the development of the Gateshead Local Plan as required by government policy and statutory obligations under Planning and Compulsory Purchase Act 2004, Localism Act 2011 and Town and Country Planning (Local Plans) Regulations 2012 (as amended).

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Policy Context

1. Work on producing a Local Plan for Gateshead that is in accordance with the NPPF is ongoing, the current focus being on the preparation of the MSGP Local Plan document, following on from the adoption of the CSUCP in 2015.
2. As part of the Local Plan, MSGP will contribute to and help deliver both Vision 2030 and the Council's pledge of making Gateshead a place where everyone thrives. MSGP will allow us to plan for economic and population growth, and to support health and wellbeing, through provision for employment, housing (particularly family homes), and all related facilities in ways that will ensure a sustainable and positive future for Gateshead. This means directing development to accessible, sustainable locations (on previously developed land or along transport routes) benefiting and sustaining our villages and neighbourhoods, the wider economy and the environment. Gateshead Council's ambition is for a range of housing types in different locations to meet housing need and ensure that there is a competitive housing market in Gateshead.

Background

3. MSGP has been prepared in the context of the adopted CSUCP, which sets out the broad approach to development within Gateshead and Newcastle to 2030, and was referred to in the Inspector's Report as an inherently sustainable strategy. The CSUCP was prepared in the context of a shared vision set out in a Bridging Document - Developing Sustainable Cities – which confirms that:

By 2030 Gateshead and Newcastle will be prosperous and sustainable cities that are unique and distinctive places - where people choose to live, work and visit because everyone can realise their full potential and enjoy a high-quality lifestyle.

4. As an overarching spatial plan, the CSUCP adopts a presumption in favour of sustainable development which means all development will be expected to be:
 - fully inclusive, irrespective of cultural background, ethnicity and age, to meet the diverse needs of all residents and communities;
 - well-connected and accessible by sustainable modes of transport;
 - well designed to promote community cohesion, and wellbeing, and to reflect and enhance the area's character and natural environment; and
 - contributing towards the reduction of carbon emissions and adapted to the effects of climate change
5. The Plan will ensure that the role of Gateshead Centre, as part of the Urban Core, is strengthened, and that development needs are accommodated in the most appropriate locations.
6. MSGP, once adopted, will complement the CSUCP by bringing forward and updating designations and allocations of land currently set out in saved Unitary Development Plan policies. MSGP will provide the detail against which planning applications for development can be considered and determined, ensuring that the impact of proposals on flood risk, health and the natural and historic environment, for example,

are fully taken into account. The Plan is supported by a robust evidence base including an assessment of viability and of the infrastructure needed to support proposals in the Plan.

Next Steps

7. The proposed timetable for progressing the Plan is set out in the Local Development Scheme. Following consultation on the submission draft document between October to December 2018, full Council will be asked to consider the representations and authorise submission to the Secretary of State under Section 20 of the Act. Following submission there will be a public examination of MSGP which is likely to take place summer 2019.

Proposed Timetable	
Consultation on draft plan (Regulation 18)	October – December 2017
Analysis of Representations	December – January 2017/18
Preparation of Submission Draft DPD	January – May 2018
Consultation on Submission Draft DPD (Regulation 19)	October – December 2018
Consider modifications / Prepare Submission Document	December – February 2018/19
Submission of DPD to Secretary of State	February 2019
Pre-Hearing	May 2019
Examination hearings	June 2019
Receipt of Inspector's final Report	August 2019
Considered by Full Council	October 2019
Adoption	October 2019

8. In accordance with the Planning and Compulsory Purchase Act 2004 (as amended), once adopted, the Plan will form part of the statutory Gateshead Local Plan for the area and will be a material consideration when determining planning applications.
9. The Development and Allocations LDD will be a more detailed and locally specific planning document for Gateshead, which will allocate and designate land to ensure its future protection and include robust policies for the management of development.
10. Gateshead's Local Plan will ultimately consist of 4 Parts:
 - Part 1 Strategic Policies (CSUCP Plan)
 - Part 2 Urban Core Policies (CSUCP Plan)
 - Part 3 Development Management Policies, Designations and allocations (MSGP Plan - anticipated adoption in 2019)
 - Part 4 Metrogreen Policies (Metrogreen AAP currently being progressed)

Alternative Options

11. There are no realistic alternatives other than to proceed with consultation and progression of the draft MSGP document. The consequence of relying on out of date policies is that they may only be accorded limited weight. Given the age of the saved UDP policies this would increase the likelihood of new developments being assessed and decided in an unplanned way and reduce the ability of Gateshead to resist inappropriate development.

Implications of Recommended Option

12. Resources:

- a) **Financial Implications** – The Strategic Director, Corporate Resources confirms that the costs associated with consultation will be met from existing resources.
- b) **Human Resources Implications** – There are no human resource implications arising from this report.
- c) **Property Implications** - There are no direct property implications arising from this report.

13. **Risk Management Implication** – Progressing and ultimately adopting MSGP will ensure Gateshead's Local Plan has full weight when it comes to planning decisions and will help to ensure the delivery of sustainable development in Gateshead, supporting economic and housing growth and providing greater certainty to local communities and the development industry on where and how development should take place. A consequence of not progressing and consulting on MSGP would be a reliance on out of date policies that may only be accorded limited weight. This would increase the likelihood of new developments being assessed and decided in an unplanned way and reduce the ability of Gateshead to resist inappropriate development.

14. **Equality and Diversity Implications** – The Sustainability Appraisal for MSGP incorporates an Equality Impact Assessment which has determined that the Plan meets the Council's Equality Duty.

15. **Crime and Disorder Implications** – There are no crime and disorder implications arising from this report.

16. **Health Implications** - The Sustainability Appraisal for MSGP incorporates a Health Impact Assessment and the Plan contains proposals designed to improve health and wellbeing.

17. **Sustainability Implications** - The Sustainability Appraisal for MSGP assesses the sustainability implications of the Plan.

18. **Human Rights Implications** - There are no human rights implications arising from this report. As part of the Local Plan process the Council has a Statement of Community Involvement in place which will be complied with in consulting and engaging with the local community.

19. **Area and Ward Implications - All**

Appendices

Copies of the Appendices will be available in the Members' room and will be accessible on-line.

2. [Submission Draft MSGP Local Plan document](#)
3. [Submission Draft MSGP Policies Map](#)
4. [Consultation Feedback Report](#)
5. [Amendments to Draft MSGP](#)

Background Documents

6. [Updated Evidence](#)