

Tall Buildings Guidance for Newcastle upon Tyne
Supplementary Planning Document (SPD)



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Contents Page

1.0	PRELUDE.....	3
1.1	Purpose of Guidance	
1.2	Status	
1.3	What is a ‘tall building’?	
2.0	URBAN DESIGN GUIDANCE AND ASSESSMENT CRITERIA.....	4
2.1	Planning Permission	
2.2	Planning applications for new tall buildings	
2.3	Planning applications for existing tall buildings	
2.4	APPLICATION REQUIREMENTS.....	4
2.5	Assessment Criteria for Tall Buildings Applications.....	5
Criterion.1	Policy Context	
Criterion.2	Siting of Tall Buildings	
Criterion.3	Historical impact	
Criterion.4	Land use	
Criterion.5	Scale and Massing	
Criterion.6	Design quality and form	
Criterion.7	Urban Pattern, Alignment and Streetscape	
Criterion.8	Public Access	
Criterion.9	Accessibility	
Criterion.10	Open Space and Amenity	
Criterion.11	Climatic Impact	
Criterion.12	Sustainability	
Criterion.13	Transport and Infrastructure	
Criterion.14	Lighting	
APPENDIX.1	Glossary.....	19
APPENDIX.2	The Development Plan.....	22
APPENDIX.3	Statement of Consultation.....	26
APPENDIX.4	Sustainability Appraisal.....	29
APPENDIX.5	Screening Determination.....	33

1.0 PRELUDE

1.1 Purpose of Guidance

This supplementary planning document (SPD) provides policy and design guidance for tall buildings in Newcastle upon Tyne. It also supersedes the previous draft discussion document on Tall Buildings¹.

The document itself provides explicit assessment criteria on which all tall building proposals will be assessed. Additionally it provides design guidance for existing tall buildings in the city in terms of form, performance, appearance and the overall visual impact. It does not deal with issues such as structural safety, fire protection or means of escape; as these matters are dealt with by the Building Regulations.

However with this in mind it does acknowledge that such matters will have an essential influence on the structure of tall buildings and therefore must be fully considered in any proposal covered by this guidance.

This SPD is structured to examine all relevant issues related to tall buildings in the context of Newcastle upon Tyne from a local, regional and national perspective.

1.2 Status

Proposals for tall buildings should be made in accordance with the relevant policies of the Newcastle upon Tyne's Unitary Development Plan (adopted 1998) and all other relevant statutory documents associated with the location of any proposal put forward.

This document is therefore an important material consideration with significant weight in the decision making process. It is intended to refer to this SPD within Newcastle's Local Development Scheme to confirm SPD material consideration in the determination of planning applications.

SPD "Guidance for Tall Buildings in Newcastle upon Tyne" has been prepared as an SPD in accordance with PPS12 – Local Development Frameworks (2004) and the associated Town and Country Planning (Local Development) (England) Regulations 2004.

1.3 What is a 'tall building'?

Although no official definition of a 'tall building' exists for the purposes of this Supplementary Planning Document a ***'tall building' will be defined as any structure that breaks the skyline and/or which is significantly taller than its surrounding built fabric.***

¹ A Discussion Paper on Tall Buildings, Newcastle City Council, March 2002.

2.0 URBAN DESIGN GUIDANCE AND ASSESSMENT CRITERIA

2.1 Planning Permission:

Applicants will need to develop the scheme in sufficient detail to enable a Full Planning Application to be submitted.

With the design quality of tall buildings being critical, applicants will be discouraged from submitting outline planning applications (where design issues are often dealt with as reserved matters) and instead encouraged to submit a full planning application.

2.2 Planning applications for new tall buildings:

Submissions must include written and illustrative supporting information which will provide the evidential base and underlying policy justification for the chosen uses and proposed built form of the development.

A proposal for a 'tall building' will be required to follow the design process set out in section **2.4 Application Requirements**.

2.3 Planning applications for existing tall buildings:

Applications which result in major changes to the external appearance of existing Tall Buildings will be required to address criterion.6 (Design quality and form) and the 'visual impact' section of criterion.2.

Proposals which result in major changes to the scale and massing of existing tall buildings proposals will be assessed against the full assessment criteria (where applicable).

2.4 Application Requirements

For any new proposal whereby the definition 'Tall Building' is applicable it will be necessary for all applicants to address the following 14 themed criteria assessment:

- Criterion.1 Policy Context**
- Criterion.2 Siting of Tall Buildings**
- Criterion.3 Historical impact**
- Criterion.4 Land use**
- Criterion.5 Scale and Massing**
- Criterion.6 Design quality and form**
- Criterion.7 Urban Pattern, Alignment and Streetscape**
- Criterion.8 Public Access**
- Criterion.9 Accessibility**
- Criterion.10 Open Space and Amenity**
- Criterion.11 Climatic Impact**
- Criterion.12 Sustainability**
- Criterion.13 Transport and Infrastructure**
- Criterion.14 Lighting**

An application which answers all criteria will not necessarily mean consent for planning permission will be given. The SPD sets out the assessment criteria which will be used as a tool to help judge proposed development for Tall Buildings in the city.

2.5 Assessment Criteria for Tall Buildings Applications

It will be necessary for applicants to submit a document which chronologically works through the 14 themed assessment criteria included in this section.

Listed below is a more detailed breakdown of each criterion specifying exactly what the applicant will need to demonstrate as part of an application for a tall building.

Criterion.1 Policy Context

The UDP was adopted by the City Council on 28th January 1998. The new Planning Act “saved” all UDP policies till September 2007, or until superseded by all adopted DPDs in accordance with the programme of the Local Development Scheme (LDS). The current LDS review will specify how and when all existing policies will be replaced by which Development Plan Document (DPD). The gradual transition over the next few years will mean that various permutations of the UDP and DPDs will be current.

This SPD whilst not having development plan status is included within the Local Development Framework. It is used to expand policy and provide further detail to policies in development plan documents.

The development plan for Newcastle comprises of the Regional Spatial Strategy (RSS), formerly Regional Planning Guidance RPG1, for the North East adopted in November 2002 and the Unitary Development Plan (UDP) for Newcastle adopted in January 1998.

This SPD will be accorded significant weight as a material planning consideration in the determination of planning applications however this should be consistent with all national, regional and local policy.

Applicants will need to:

- **Set out in a clear and concise fashion the underlying evidence and policy justification on which the development is based making reference to all relevant policy at a national, regional and local level.**

Criterion.2 Siting of Tall Buildings

Tall buildings should be sited in areas of the city that have minimal visual impact on sensitive historic environments. Retaining and enhancing key strategic views through the careful siting of tall buildings is a key objective.

Tall buildings should complement, not compromise, strategic views and important vistas in the city. Illustrations must include a range of explanatory drawings and illustrations; such as artist impressions, photomontages, CAD/VR images; to explain the three dimensional qualities of the proposal and capable of being easily understood and suitable for public consultation; they should illustrate any perceived negative as well as positive visual impact. The construction of a scale model will often be helpful in assessing this impact. The proposal should also have regard to its likely impact on the future of adjoining buildings and possible future new developments in the near vicinity, and on local topography.

A site analysis should be undertaken looking specifically looking at the site in terms of topography, character appraisal (attention should be paid to the City's emerging 'Character Assessment' 2007), the immediate and surrounding area, history of the site (if known), opportunities and constraints of the site and include any supporting concept drawings which will help justify the thinking behind the siting of the proposal.

Applicants will need to:

- **Demonstrate, by means of a townscape/landscape impact assessment, how the proposal sits within the existing townscape and landform.**
- **Describe the extent to which the proposal contributes to the creation of an attractive cluster of tall buildings (either existing or proposed) or creates an individual landmark.**

Visual Impact

Consideration must be made of the visual impact of any proposals from all the major approaches to the city centre (identified in UDP policy EN2) as well as along the river gorge and the river crossings.

Three view types should be utilised for more detailed consideration and possible protection from any development proposals:

- 1. Vista:** a view from a specific viewpoint looking to a specific building or structure.
- 2. Panorama:** a view from a specific viewpoint looking across a wide area at numerous buildings or structures within their settings.

3. View Corridor: numerous views from a variety of viewpoints looking at numerous buildings or structures within their settings.

Applicants will need to:

- **Present the proposal within the context of an urban design study, to include both immediate and wider areas. It should contain physical analysis and character assessments of the townscape as well as a 360 degree view analysis for short, medium and long distance views.**

- **Proposals should be shown using the following view types:**
 - Vista
 - Panorama
 - View Corridor

- **Illustrate through computer visualisations and photomontage techniques that consider, but are not limited to, the following:**
 - The built and natural environment
 - Key strategic views and approaches (As highlighted in the UDP, Tyne Gorge Study for example).
 - Conservation settings and listed buildings
 - A detailed urban design analysis of surrounding areas that details the positive and negative contributions that the proposed tall building makes to the visual quality of the area must be provided; the taller the building the more extensive the area of analysis.

In exceptional instances it may require a full Environmental Impact Assessment. The proposals should also include high quality images that provide accurate representations of the appearance of the building and realistic views from strategic viewpoints.

In all instances proposals will be expected to be compatible with existing Conservation Area Character Assessments and Urban Design Frameworks where they exist within the city.

Examples are East Quayside, Newcastle Great Park, Ouseburn Urban Design Framework, South of Central Station and St. James' Boulevard. Within such guidance there will be a level of flexibility towards building heights in the interpretation of detailed approaches to individual development sites.

Criterion.3 Historical impact

Tall building proposals within conservation areas or affecting the setting of listed buildings or conservation areas or registered historic parks and gardens will only be approved if applicants can demonstrate, through a conservation impact assessment, that the surrounding area's character or appearance or the setting of any listed building or historic park or garden will be preserved or enhanced.

In general new tall buildings should not be sited within conservation areas, nor should they visually impinge on the setting of/ or important views of listed buildings or conservation areas. This particularly applies to the backdrops of groups of historic buildings or the visual envelope surrounding single buildings such as churches. In areas adjoining conservation areas where new tall buildings may be appropriate, tall buildings should, in general, relate well to the unique urban grain, visual axes, general context, sense of place, and topography of the surrounding conservation areas, and this should be tested through detailed character and impact assessment.

Applicants will need to:

- **Demonstrate (if applicable) how the proposal will impact on :**
 - **the setting of the listed buildings**
 - **conservation areas**
 - **registered historic parks and gardens.**
 - **schedules ancient monuments**
 - **any archaeological remains**
- **Demonstrate, through a conservation impact assessment, that the surrounding area's character or appearance or the setting of any listed building or historic park or garden will be preserved or enhanced.**

Criterion.4 Land use

Tall buildings can contribute to maximising efficient use of the land. The inclusion of a mix of uses can help give greater vitality to the public realm and create activity throughout the day increasing a perception of greater safety.

Newcastle city council promotes mixed use development, and will encourage use diversity and social inclusion. Tall building proposals are encouraged to have some community or public function which can significantly help integrate new development with the surrounding communities. Therefore mixed use developments can moreover assist the regeneration of existing commercial sites or premises.

Applicants will need to:

- **Describe the land use mix.**

- **Describe how the proposed mix of land uses supports and complements the surrounding land use pattern and local community needs, and assists in delivering relevant housing and/or employment opportunities.**
- **a plan illustrating the relationship of the proposed site to surrounding tall buildings,**
- **an in-depth design statement that sets out the rationale for the proposal, its architectural intent and design philosophy and the particular qualities of the site that make it suitable for tall buildings.**
- **show evidence of exploration of the viability and appropriateness of other forms of high density development**

Criterion.5 Scale and Massing

Massing is the combined effect of the height, bulk and silhouette of a building. New tall buildings should have regard to the existing built form massing and maintain the area's sense of place. In general, bulky, dominant massing of new tall buildings should be avoided.

Applicants will need to:

- **Describe the massing strategy of the proposal.**
- **Describe how the massing of the proposal is integrated into surrounding development.**
- **Illustrate how the massing of the proposal creates an appropriate form.**

The perception of the scale of new tall buildings is an important key in integrating the new development into an established urban pattern and grain. New tall buildings should respond positively to surrounding building heights, depths, street frontages and provide an appropriate scale compatible with their surroundings.

Applicants will need to:

- **Describe the strategy employed to integrate the building with the scale of its context.**
- **Indicate how the proposed design ensures a feeling of human scale at street level.**

Criterion.6 Design quality and form

(PPS1) Planning Policy Statement 1 - Delivering Sustainable Development makes it clear that designs which are inappropriate in their context should not be accepted. It is therefore important that an applicant demonstrates that their proposed development has emerged from a full assessment of a site's circumstances and characteristics.

Newcastle City Council requires for all development to meet the highest standards of design quality. This is paramount for the visual appearance and functioning of tall buildings.

Form will be influenced by the site's location, the use of the building and its status, and its contribution within the wider urban context, for example as a landmark focus or as a response to other established or emerging consistent townscape forms. The highest design quality of architectural expression and form is paramount to the creation of elegant and pleasing landmark buildings.

Applicants will need to:

- **Provide a statement that describes in detail the rationale for the form of the proposal. The statement should be accompanied with detailed elevations and three dimensional drawings in colour to show the visual richness of the design quality proposed. This should include precedents of the materials that are to be used and make reference to where these have been successfully used on other projects in the country.**
- **Describe and illustrate how the form of the roof top enhances the skyline of the city.**
- **Describe and illustrate how the building addresses the street.**
- **In the case of 'landmark' buildings the statement should take into account the following key points:**
 - **Inspiration**
 - **Silhouette**
 - **Articulation**
 - **Cultural and climatic reference**

Materials

New tall buildings should make reference to their physical, cultural and historic surroundings through their architectural language and high quality materials. Materials should show sensitivity to their surroundings and should aim to be of the highest quality, directly responding to the existing urban fabric, whether by utilising similar or sympathetic materials or by positive contrast.

Materials should also be chosen with regard to their performance in sustainable terms. The use of local or recycled materials, and/or materials from renewable resources is encouraged.

Quality Control/Maintenance

The maintenance of a tall building is critical to the image it projects within the public realm. Applicants need to have explored a variety of internal and external materials and finishes that have long lives, require low maintenance and which also meet the best practice requirements of sustainability standards. This is also of key importance for the management of spaces around tall buildings.

Applicants will need to:

- **Describe the palette of materials, and its association to the local character.**
- **Describe the appropriateness of the materials used, in terms of their sustainability.**
- **Provide supporting information (if applicable) on the method used to measure the materials' performance in sustainability terms, both initially and throughout the building's life cycle.**

Criterion.7 Urban Pattern, Alignment and Streetscape

Proposals for new tall buildings must take account of the intricacies of the broader context within which they sit, including the existing urban rhythms, local architectural language, the fine grain urban detail and the historic setting. New tall buildings should make reference to their surroundings through footprint, setback and street and building alignment. Aligning tall buildings to terminate visual axis or frame scenes can create a strong reference point, which enriches urban legibility and aids navigation.

Around the world, there are many examples of new tall building developments that deal effectively with these issues. This can be through the articulation of the lower floors of the building, to reflect the character of the street, or through the setback of the upper floors, to create the impression of a continuous streetscape, or through the use of materials that respond to or positively contrast with surrounding buildings. These approaches help to ensure that the streets remain legible, coherent and at a human scale.

New tall buildings should reflect their surroundings through the definition of their upper storey setback and by reinforcing the articulation of the streetscape.

Applicants should show a ground floor plan that illustrates all of the surrounding street spaces, demonstrating the flow of spaces inside to outside,

continuity or thresholds in materials, and extent of public access / controlled access, and all entrances & vehicle servicing points. Additionally sections through the lowest floors of the building, illustrating the linkages between streetscape and internal spaces should be shown.

Applicants will need to:

- **Describe how the proposal responds to and complements the prevailing urban pattern, through an analysis of the neighbourhood's sense of place, and how the development will contribute to or improve upon this.**
- **Describe how the proposal responds positively to any characteristic alignment and setbacks of surrounding buildings.**
- **Describe how the proposal contributes to the streetscape. Key issues for consideration include the need for:**
 - **active frontages and natural surveillance.**
 - **legible entrances**
 - **an understanding of the relationship of the proposal to the existing streetscape, and**
 - **a definition of the public realm.**

Criterion.8 Public Realm

Tall buildings need to be designed in such a way as to create safe, comfortable and attractive spaces around them, and to mitigate any harm to the wider public realm. New spaces between a collection of tall buildings should have their edges well defined by development and activated by public uses with flexible, transparent facades on the ground floors.

Tall buildings need to provide the public realm with a strong sense of spatial definition and robust character. At a detailed level, individual proposals should seek to create well orientated and lively spaces that contribute positively, day and night, to the wider public realm.

Applicants will need to:

- **Describe how the proposal has been designed to create high quality public spaces within the site and nearby.**

Particular consideration should be given to:

- High design quality**

- Art in the environment**
- Hierarchy of space**
- Climatic comfort**
- Need for light, sun and shade**
- Adjacent uses**
- Quality of materials**
- Describe the arrangements for long term maintenance and management.**

Criterion.9 Public Access

Public access to new tall building is encouraged, particularly mixed use or commercial buildings, helps to foster a more positive perception of the building and contributes to a stronger sense of community.

Any new tall building in Newcastle must comply with current building codes and current building regulations. New tall buildings should strive to be as accessible as possible to all people through the provision of ramps, lifts, gentle rising steps with landings, clear signage and branding, sensitive and appropriate lighting schemes, non slip surfaces, contrasting colour and texture schemes, automatic opening doors, appropriately placed seating, and clear and legible internal layouts. Attention should be paid to means of evacuating people with physical mobility and sensory impairments from the building in emergencies, and providing alternative means of access if a lift fails.

Applicants will need to:

- Explain how any tall building proposed, which comprises mixed or commercial uses, will encourage public access.**
- Demonstrate that their proposal will provide equal access for all.**
- Submit a Design and Access Statement**

Criterion.10 Open Space and Amenity

The Unitary Development Plan outlines requirements for the provision of open space within new developments. With regard to a tall building despite the potential small footprint of a building open space might be accommodated through roof terraces, balconies and internal courtyards, providing occupants with high quality green space. Some of the open space requirements could be accommodated through the development of private external spaces. However

these elements may not be sufficient to ensure that all residents and other users have access to adequate open space.

Location of tall buildings near open parkland must not harm the peaceful enjoyment of the park/public open space by others, or reduce its sense of space.

Regardless of the amount of open space that can be achieved, new tall buildings should strive to provide occupants with high quality private open space. Such spaces give occupants vital breathing space, and can contribute to a more human scale perception of the development.

Tall buildings in close proximity to neighbouring residential properties will impact on the amenities of occupants. Issues of aspect/outlook, privacy, daylight, sunlight, noise, light glare, and general good neighbourliness are planning considerations that will require careful assessment.

Applicants will need to:

- **Explain whether the proposal meets or exceeds the UDP requirement for the provision of public and private open space, and if so how?**
- **Developments should incorporate internal private, and in mixed use schemes with a large footprint, some public open space.**
- **Describe how the proposed development maximises provision of outdoor and indoor amenity space.**
- **Demonstrate how good quality private amenity space is provided in residential development.**
- **Describe and analyse the impact of the proposals on neighbouring properties.**

Criterion.11 Climatic Impact

Tall buildings over a certain height can adversely affect the environmental quality of surrounding areas through the diversion of high speed winds to ground level and through the overshadowing of adjacent residential buildings including public/private garden spaces. The impact of both of these elements can be mitigated through good design and sensitive siting. The impact of shadows at different times of the day and throughout the year will need to be assessed. The use of architectural devices such as screens, terraces and awnings and also facade setbacks can be adopted to minimise the effects of high speed wind at the bases of tall buildings. Individual proposals should seek to create well orientated and lively spaces that contribute positively to the wider public realm.

Applicants should seek to create a pleasant microclimate at the base of the building. In terms of the impact of wind, this depends on the local grouping of buildings and their orientation to the prevailing wind. The impact of wind is generally promoted by isolated buildings (of whatever height) and the creation of inappropriate open spaces between buildings. It can also be exacerbated by raising the building on pilotis. In terms of solar gain, it is beneficial to utilise a shallow plan, atria or shafts to allow the introduction of natural daylight and fresh air. Contrary to some attitudes and guidelines, it is possible to achieve high levels of natural light penetration with a tight urban form.

Applicants will need to:

- **Describe how the design has considered the local climate.**
- **Explain how the proposals address the climatic effects of the proposal on its surroundings. Issues to be considered will include:**
 - overshadowing**
 - the diversion of high speed winds to ground level**
 - heat islands**
 - glare reduction**

Criterion.12 Sustainability

Tall building proposals must be sustainable in every sense, taking into account social and economic impact, based on whole life costs and benefits. A heightened public awareness of environmental issues, advancements in construction technology and a raised awareness of design in general have paved the way for sustainability to be recognised as a crucial element in the future planning and development of cities.

Advances in construction technology combined with a growing body of architectural knowledge mean that, subject to quality specification and finishes, contemporary tall buildings can provide sensitive design responses to their setting. New contemporary tall building proposals should clarify any advantages that the technology used in their construction, has to sustainability including for example, renewable energy and/or to the building's architectural form.

Developers should be aware of relevant guidance derived specifically for tall buildings currently in place. This guidance incorporates the following key themes based around sustainability which should be taken into account where applicable.

Energy – Applicants should seek to maximise energy efficiency through:

- Adoption of appropriate building form and fabric e.g. through passive means such as increasing the availability of thermal mass.
- Specification of an energy efficient services solution e.g. through double facades which allow natural ventilation of spaces and access to openable windows;
- Use of clever vertical transportation solutions E.g. energy recovery from lifts;
- Use of renewable energy e.g. daylight integrated lighting systems, BIPV (building integrated photovoltaics), wind power and CHP.

Water – Applicants should seek to minimise water consumption through:

- Specification of low-flow appliances;
- Reduction of run-off through E.g. living roofs
- Sustainable drainage.

Materials – Applicants should seek to reduce the environmental impact of building materials.

Flexibility – Applicants should seek to create internal spaces, which are easy to adapt to ensure spaces do not become redundant over time, and can more easily adapt to changing social, technological and economic conditions. Maximise structural efficiency of the building with particular attention given to floor plate solutions, service cores and ability to sub-divide floors.

Applicants will need to provide a statement outlining how the proposal will apply to best sustainable practices. Particular consideration should be given to:

- **Energy management, including on-site production from renewable resources;**
- **Resource conservation, including the use of recycled aggregates**
- **Material specifications**
- **Waste management, including recycling**
- **Ongoing management and operation of the building and its performance;**
- **Achieved BREEAM or Ecohomes "very good" rating by the development;**
- **Lifetime Homes Standards**

- **Energy Efficiency best practice**

Criterion.13 Transport and Infrastructure

All new tall building proposals should assess the current capacity of local infrastructure and facilities such as the road network, waste water/sewage disposal systems, public transport services, open spaces, playgrounds, schools, and child and health care facilities to support the increase in local population that the development will bring to the city. Development proposals must contribute to the contribution of new facilities where there is a proven deficiency. The sequence /time scale of delivery of infrastructure in relation to new higher density developments must be made clear.

The development of more intense urban forms should encourage sustainable transport choices. In line with best practice, and in the interests of achieving an efficient urban form, intensification of development should occur in areas that are within walking distance of either rail stations or major bus routes. Concentrating tall building development in proximity to existing transport interchanges contributes to a more active and vibrant sense of place and strongly promotes a more sustainable approach to urban living.

Innovative approaches to dealing with parking are encouraged in order to avoid a negative impact to the streetscape.

Applicants will need to:

- **Assess the current capacity of local public infrastructure and facilities.**
- **Identify additional infrastructure and facilities required as a result of the proposed development, and how these will be achieved and delivered.**
- **Submit a detailed transport assessment/statement and travel plan (for non residential development).**
- **Provide information on the accessibility to existing transport services.**
- **Provide information on how the proposal fits into Newcastle City Councils accessibility model.**
- **Outline proposed interventions to mitigate any perceived lack of accessibility as shown by the model.**

- **Ensure that where a reduction in parking provision is proposed that all adjacent areas up to 25minutes walk distance have in place controlled parking restrictions.**
- **Provide revenue support towards the provision of public transport and other local transport objectives in return for allowing higher density development to take place.**
- **Submit a car parking strategy particularly for residential developments showing how the development can accommodate demand and how any reduction in provision will have impact on adjacent public car parks.**

Criterion.14 Lighting

The cityscape at night is as important as the daytime cityscape, especially for the city of Newcastle with its strong evening / night time economy. In 2002 the Council produced 'Newcastle City Centre Lighting Strategy' which includes a number of recommendations for any prominent new structure or building in the city specifically focusing on its night time appearance.

Applicant will need to:

- **Address key issues highlighted in the 'Newcastle City Council Lighting Strategy' with regards to the context of the lighting, legibility and effects on night time views from key panoramic viewsheds.**

APPENDIX.1 GLOSSARY

Area Appraisal An assessment of an area's land uses, built and natural environment, and social and physical characteristics.

Atria A rectangular court which contains a skylighted central area.

Awning - a canopy made of canvas to shelter people or things from rain or sun.

Background Buildings A building that forms part of the general townscape and which lacks the attributes of a landmark building.

BREEAM (Building Research Establishment Environmental Assessment Method). A system for assessing the environmental performance of buildings.

Building Line The line formed by the frontages of buildings along a street.

CABE Commission for Architecture and the Built Environment Funded by central government departments (Department of Culture Media and Sports and Department of the Office of the Deputy Prime Minister, Local Government and the Regions) to promote quality in the built environment in England.

Conservation Areas Conservation Areas are "areas of special architectural or historic interest."

Context The setting of a site or area, including factors such as traffic, activities and land uses as well as landscape and built form and character.

Core Cities The eight major English cities outside London - Birmingham, Liverpool, Manchester, Newcastle, Leeds, Sheffield, Nottingham and Bristol.

Design Statement A written and illustrative document which justifies the underlying evidence for a proposal using urban design techniques for a particular site. Clause 42 of the Planning and Compulsory Purchase Act 2004 says that all relevant planning applications must be accompanied by a statement about the design principles and concepts that have been applied to the development.

DPD Development Plan Document

Environmental Impact Assessment The process of identifying, measuring and evaluating the impacts (beneficial and detrimental) that a proposed development could have on the surrounding environment. The findings of the EIA may be presented in an Environmental Statement that may accompany the outline planning application

Focal Building A landmark building of local rather than strategic importance

Floor Plate The gross floor area of a single storey of a building.

Historic Parks and Gardens The register of parks and gardens of special historic interest and that the grading of the park is dependant upon the historic interest therefore grade I parks are of exception historic interest, II* are of great historic interest and grade II such as those in Newcastle are of special historic interest. Grading is independent to that of any listed buildings located within the park.

Landmark A building or structure that stands out from its background by virtue of height, size or some other aspect of design. Landmark buildings, in townscape terms effectively act as pointers to guide people around a city and make a significant contribution to local distinctiveness.

Listed Building A building which is acknowledged by the Secretary of State for Culture, Media and Sport to be of 'special architectural or historic interest'.

Legibility The degree to which a place can be easily understood.

Massing The combined effect of the height, size and outline of a building or group of buildings.

Mixed Use A mix of different uses within a building, on a site or area. This can be horizontal- where the uses are side-by-side or vertical- where the uses are on different floors within the same building.

Morphology The study of the built form (of buildings) that make up an areas' context and identity.

NCC Newcastle City Council

PAN Policy Advice Note

Perimeter Block Development blocks defined by a grid of streets, with a clear distinction between public fronts and private backs. Blocks can vary in size. They can accommodate a range of building types and densities. In city centre locations or Victorian suburbs, buildings tend to form a continuous edge to the block and are generally of a higher density than blocks found in the outer suburbs where blocks often comprise of detached or semi-detached. Buildings

Pilotis The cylindrical concrete stilts or pillars used to carry a building, raising it to first floor level and leaving the ground floor free and open

Section 106 Agreement of the Town and Country Planning Act 1990 allows a local planning authority (LPA) to enter into a legally-binding agreement or planning obligation, with a land developer over a related issue.

SCI Statement of Community Involvement

SPD Supplementary Planning Document

SPG Supplementary Planning Guidance

Strategic View The line of sight from a particular point to an important landmark or skyline.

Sustainability The principle that the environment should be protected in such a condition and to such a degree that ensures new development meets the needs of the present without compromising the ability of future generations to meet their own needs

Tall Building – any structure that breaks the skyline and/or which is significantly taller than its surrounding built fabric.

Travel Plan This is a plan developed within an organisation to reduce dependence on private cars for travelling at, to or from work

Typography A description or representation of artificial or natural features of an area or site on or of the ground

Urban Design Framework Used to show policies in the development plan may be applied to a specific area, identifying the design principles, and providing a basis for development control.

Urban Grain The pattern of the arrangement and site of buildings and their plots in a settlement; and the degree to which an area's pattern of street blocks and street junctions is respectively small and frequent, or large and infrequent.

Vantage Point A deliberate point of standing or movement from where a view is perceived

Vernacular The way in which ordinary buildings were built in a particular place, making use of local styles, techniques and materials and responding to local economic and social conditions

Visual Amenity The value of a particular area or view in terms of what is seen

Visualisation Computer simulation, photomontage or other technique to illustrate the appearance of a development

APPENDIX.2 THE DEVELOPMENT PLAN

Until September 2004 the UDP was the Development Plan. Under the provisions of the Planning and Compulsory Purchase Act 2004 the approved/adopted statutory Development Plan for the City now comprises two documents:

1. Regional Spatial Strategy (RSS), and
2. The UDP.

In due course it will comprise:

1. Regional Spatial Strategy (RSS), and
2. Adopted Development Plan Documents (DPDs) of the Local Development Framework.

REGIONAL SPATIAL STRATEGY

This is at present **RPG1 Regional Planning Guidance for the North East** issued by the Secretary of State November 2002. This guidance, though not written as such, became Regional Spatial Strategy (RSS) in September 2004.

The new emerging RSS is called **View: Regional Spatial Strategy for the North East**. It is being produced by the North East Assembly, and its current stage is the Submission Draft June 2005. The Examination in Public took place in March-April 2006.

July 2006 – EIP Panel report published. October 2006 – consultation on proposed change. February 2007 – publication of revised RSS.

CORE STRATEGY PREFERRED OPTIONS REPORT: GENERAL CONFORMITY WITH REGIONAL SPATIAL STRATEGY POLICIES

Core Strategy Preferred Options Report		RPG1 Regional Planning Guidance for the North East to 2016	View: Shaping the North East Regional Spatial Strategy for the North East Submission Draft
EN4	CHARACTER AND LOCAL DISTINCTIVENESS	ENV6, ENV8, ENV9, ENV10, ENV13, ENV13, ENV14, ENV15, ENV17, ENV18, ENV19, ENV20, ENV21, ENV22,	1 a, b, c. 2 a, b, c, d, e, f, g, i, j, k, l, n, o, p, r, s, v, w. 3 a, b, c. 9 a, b, c, d, g, h, i, l, m. 10 a. 16 a, b, c, f, g. 24 f, j. 25 d 33 c, d. 34 a, b, c, d, f, g, h, l, j. 39 a, b, c, d

EN2			40 a, b, c 41 a, b, c, d, f, i, j.
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THE UNITARY DEVELOPMENT PLAN

The UDP was adopted by the City Council on 28 January 1998. The new Planning Act “saved” all UDP policies till September 2007, or until superseded by all adopted DPDs in accordance with the programme of the Local Development Scheme (LDS). The current LDS review, led by Colin Percy, will be required to specify how and when all existing policies will be replaced by which Development Plan Document (DPD). The gradual transition over the next few years will mean that various permutations of the UDP and DPDs will be current.

The Proposals Map also has to be updated where and when it is changed by the adoption of each DPD. We have not yet got round to considering fully the practical implications of this. There is some consolation in that new interactive software should facilitate keeping track of changes between versions.

THE LOCAL DEVELOPMENT FRAMEWORK

The LDF timetable is being reconsidered in review of the LDS. The key DPD is the Core Strategy, which links local policies to the existing and new RSS. Its Preferred Options Report May 2006 was subject to public consultation from 19th May - 30th June 2006. The date for publishing the Submission Draft early in 2007 is being considered.

Area Action Plans are at various stages for Walker Riverside, Benwell Scotswood, and the City Centre. By the end of 2006, we will have started production of city wide DPDs for Site-specific Land Allocations, and new Development Control policies.

When required to cite Development Plan policies and proposals, it may therefore be necessary at different times to refer to a number of documents and maps, e.g.: RPG1, RSS; UDP and latest Proposals Map; Core Strategy; any relevant Area Action Plan, or other DPD.

Planning Policy Team will provide updated guidance and information as required.

General Policy Considerations

PPS1 – Creating Sustainable Communities

PPS3 – Housing

PPS 9 - Biodiversity and Geological Conservation

PPG 13 – Transport

PPG15 - Planning and the Historic Environment

PPG 16 – Archeology and Planning

PPS22 – Renewable Energy, Plus Companion Guide

RSS1 – Regional Spatial Strategy for the North East (November 2002)

Relevant Unitary Development Plan Policies

Population and Housing (Protection of Residential Amenity)

H2 - Principles A, C, D and E. Para. 3.85, 3.86, 3.89.

Population and Housing (New Housing Design)

H4 - Principles A to C. Para. 3.98, 3.100.

Sustainable Development

SD1.1 Principles A, B and E, F

SD1.4 Principles A, B and D

Built Form and Landscape (Design)

EN1

EN1.1 - Principles B to H, J and K. Para. 4.33, 4.34.

Built Form and Landscape (The Appearance of the City)

EN2 - Principle B. Para. 4.39.

EN2.1 - Principles A, B, C and E. Para. 4.40, 4.41.

EN2.2 - 1 to 5, 7 and 8. Para. 4.42.

EN2.3 - 1 to 17.

Built Form and Landscape (Rivers and Riverside)

EN4 - Principles A to C. Para. 4.55, 4.56, 4.57.

Conservation of Historic Environments (Conservation Areas)

C3

Mineral Extraction and Unstable Land (Unstable Land)

MIN8. Para. 4.198, 4.199, 4.200, 4.201.

Parking (Control over Development)

T4.5 - Principles A to C. Para. 5.121, 5.123, 5.124, 5.125, 5.126, 5.127.

Provision of Transport Infrastructure (Control over Development)

T7.1 - Para. 5.184, 5.185.

T7.2 - Principles A to D. Para. 5.186, 5.187, 5.188, 5.189.

Telecommunication on Development

ED 6

Development Control

Para. 6.8, 6.9, 6.10, 6.11.

Supplementary Planning Guidance (SPG) and Development Briefs

Para. 6.12, 6.13.

Infrastructure, Planning Obligations and Developer Contributions (Infrastructure)

Para. 6.34, 6.35.

IM4.

IM6 – Principles A and I. Para. 6.42, 6.43, 6.44, 6.45

Development Control Policy Statements

DCPS 17 – Spacing Standards for Residential Development

DCPS 19 – Landscaping

DCPS 22 – Noise and Vibration

DCPS 23 – Parking Standards

Interim Policy Guidance on Housing

Policy IPG H1

Applications for planning permission for housing development will be judged against the criteria set out in paragraph 31 of PPG3 Housing. The degree to which the development would meet each criterion will be taken into account in assessing the planning benefits of the scheme.

IPG Policy H2

Planning permission will not be granted for housing development of 10 or more units unless it meets one or more of the following criteria:

1 It directly supports the renewal of housing markets and helps to sustain existing communities in areas of low demand or market failure;

2 It forms all or part of a scheme brought forward through Single Regeneration Budget programmes at Newbiggin Hall, Throckley and West Denton;

3 It comprises a scheme for affordable housing for which Housing Corporation Approved Development Programme (ADP) or Recycled Capital Grant (RCGF) funding is being made available;

4 It forms part of a mixed use scheme which will support regeneration in the Central Conservation Area or the Ouseburn Conservation Area;

5 It provides other exceptional planning benefits, which cannot be secured by other reasonable means and which would outweigh any harm to housing market renewal objectives.

Additional Information

Urban Landscape Study of the Tyne Gorge (Final Report January 2003)

Guidance on Tall Buildings, English Heritage and CABE, (2003)

Tall buildings & Sustainability, Faber Maunsell, (2002)

Better Streets, Better Places: Delivering Sustainable Residential

Environments: PPG3 and Highway adoption - ODPM

Parks and Green Spaces (April 2004)

Developer Contribution Model

Tour Wildlife (2003)

Interim Planning Guidance on Release of Land for Housing (October 2004)

Buildings in Context – English Heritage and CABE (January 2002)

Places, Streets and Movements (1998) DETR

APPENDIX.3 STATEMENT OF CONSULTATION

Tall Buildings Supplementary Planning Document

Introduction

This statement of consultation is considered to be in accordance with Newcastle City Councils Statement of Community Involvement (to be adopted July 2006) to ensure that effective community involvement has taken place.

Throughout the production stages of the draft SPD there has been a consultation process undertaken by the Local Planning Authority to ensure that public participation requirements have been met as set out in Planning and Compulsory Purchase Act 2004 and The Town and Country Planning (Local Development) (England) Regulations 2004.

This statement sets out how the people have been consulted prior to the initial draft and how the community will be involved in the development and production of the supplementary planning document (SPD) for Tall Buildings Guidance.

The steps taken to ensure effective community involvement are explained below:

1. Scoping of the Exercise

- 'Thinking Big? Tall Buildings Seminar'

As part of Architecture Week (22nd June 2005) Newcastle City Council hosted a Tall buildings seminar/workshop at the Civic Centre. The guest speakers included Lora Nicolaou Director, Urban Strategies (Architect DEGW/Member of CABE enabling panel) and Catherine Dewar (English Heritage). The audience included a cross-section of professionals from the built environment, universities, local authorities and local councillors. Following the presentation a number of group workshops took place exploring a range of issues associated with the topic of Tall Buildings.

- Newcastle University student workshop

Working with Newcastle University on 29th March students from the Landscape, Planning and Architecture department took part in a student project based around the location of Tall Buildings in the city and potential areas where they would be appropriate or not.

-Scoping/Consultation Document

The scoping document went out to consultation and acted as an opening scoping/consultation paper to discuss the relevant issues/themes and potential format of the Tall Buildings Guidance for Newcastle upon Tyne. This built upon the initial discussion document (A Discussion Paper on Tall Buildings 2002) and formed the initial stage of the process towards developing the SPD and the generic framework for the guidance.

To start the process of developing the SPD guidance people were asked to read the scoping/consultation document and comment.

Essentially this document was a starting point looking at all the issues, what other cities around the country are doing and what this means for Newcastle upon Tyne.

The document was in 2 parts:

Part.1 Scoping Document

This builds upon the previous tall buildings document (*A Discussion Paper on Tall Buildings, Newcastle City Council, March 2002*) and acts a prelude to the consultation document. It gives a general background into issues associated with Tall Buildings at a national and local level and it also outlines the proposed process for delivering the SPD.

Part.2 Consultation Document

Outlines 4 potential options the document could be shaped around. **It is this document which people were asked to select one of the 4 options and to give comments.**

2. EXTERNAL CONSULTATION

Draft SPD

The consultation period for the draft ran for a period of 5 weeks from 28th September – 2nd November 2006.

The consultation comprised of:

- 1) An advisement placed in the local press.
- 2) Copies of the draft SPD, SPD Matters and Consultation Statement, and Draft Sustainability Appraisal available on the internet. [www.newcastle.gov.uk], at the Customer Service Centre at the Civic Centre.
- 3) Letters to statutory consultees including copies of the draft SPD
- 4) Letters to a wide range of professionals in the built environment, local authorities and major stakeholders in the city.
- 5) Letters to all Ward Members.

Statutory Consultees:

- Government Office for the North East
- The Countryside Agency
- The Environment Agency
- Highways Agency
- English Nature
- Northumbria Water
- English Heritage
- Historic Gardens Society
- Victorian Society
- Georgian Society

- Twentieth Century Society
- Council for British Archaeology
- North of England Civic Trust
- Northumberland and Newcastle Society
- One North East
- NE Assembly
- Nexus
- Newcastle Partnership
- IHBC
- CABE

Consultation Responses

All responses and action taken have been audited and are kept on file.

APPENDIX.4 SUSTAINABILITY APPRAISAL

The Sustainability Appraisal (SA) for the Tall Buildings Guidance SPD (Supplementary Planning Document).

1 Sustainability Appraisal and SEA

- 1.1 The purpose of sustainability appraisal (SA) is to promote sustainable development through the integration of social, environmental and economic considerations into the preparation of planning documents
- 1.2 Under Section 39(2) of the Planning and Compulsory Purchase Act 2004, a sustainability appraisal is required for Local Development Documents, including Supplementary Planning Documents (SPD). Government guidance enables the SA to be combined with the European Directive 2001/42/EC requirement for a Strategic Environmental Assessment (SEA)
- 1.3 The Environmental Assessment Regulations 2004 (EA Regulations) provide for exemptions to the SEA requirement. This sustainability appraisal is not fully SEA compliant, as it was considered that the detail to be added to existing policy by the SPD is not likely to result in significant environmental effects beyond those resulting from the impact of policy EN1.1 of the UDP itself.
- 1.4 Consultation on this matter was carried out in accordance with the Environmental Plans and Programmes Regulations 2004 and the Screening Determination is attached to this document as Appendix 5.

2. Sustainability Appraisal of Supplementary Planning Documents – Methodology

- 2.1 The Sustainability Appraisal relies on the SA framework developed for the City Centre Area Action Plan. The review of relevant plans and programmes, the identified baseline information and the identified key sustainability issues has informed this Supplementary Development Document.
- 2.2 In this instance, as the impact of the proposed SPD on the identified SA issues was considered to be of a low level, a simple application of the sustainability objectives identified for the City Centre Area Action Plan (CCAAP) was considered appropriate.
- 2.2 The SA processes has five stages:
 1. Setting the context and objectives, establishing the baseline and deciding on the scope: for this the appraisal relied on the CCAAP SA Scoping Report; the context of the SPD within the Development Plan is outlined in Appendix 2.
 2. Developing and refining options: the appraisal has assumed two scenarios, Option 1 relies solely on the existing policies in the UDP (especially Policy EN1.1) and Option 2 uses the SPD in addition to the policies in the UDP.

3. Appraising the effects: Option 1 and 2 were appraised against the Sustainability Objectives identified in the Scoping Report for the SA of the City Centre Area Action Plan.
 4. Consulting on the plan and SA report: this appraisal will be consulted on alongside the Draft SPD.
 5. Monitoring implementation of the plan.
- 2.3 The appraisal (Stage 3) was undertaken by the Urban Design Section of the City Council with advice from other sections, including Planning Policy. The result of the appraisal is reproduced in the table below.

3 Context

- 3.1 The SPD is designed to provide an interim measure for assessing Tall Building applications.
- 3.2 In June 2001 English Heritage and the Commission for Architecture and the Built Environment (CABE) publishing a consultation document "*Guidance on Tall Buildings*" which advises local authorities on a more rigorous assessment procedure.
- 3.2 Newcastle City Council was asked for comments on the Tall Buildings paper and a number of group meetings, discussions and seminars were organised to assist in formulating a comprehensive response. Further to this a recommendation was made to draw up a Supplementary Planning Document as a mechanism for providing positive design guidance.
- 3.3 Following this advice NCC produced a discussion¹ document in 2002 and more recently produced a scoping/consultation² document in 2005.
- 3.4 It was decided that a more proactive approach was needed and that guidance would be based 14 theme-based criteria which collectively play a major part in the suitable location for a Tall Building.

SA OBJECTIVES	OPTIONS	1	2	ASSESSMENT COMMENTARY
SOCIAL				
1. To promote strong and inclusive communities, involved in decision making for the area in which they live, work or visit		0	0	Public consultation on proposals for tall buildings will assist with community ownership of the outcomes
2. To improve health and well-being while reducing inequalities in health		?	?	
3. To ensure that a range of housing is provided in the City Centre which includes decent and affordable housing		0	+	Development which would respond positively to the guidance could mean that Tall buildings may include residential accommodation as part of the overall proposal, including a proportion of affordable housing for example would contribute positively to this objective.
4. To ensure good accessibility for all jobs, facilities, goods and services in the City Centre whilst reducing the need to travel		0	+	Locating any new tall building within an accessible location, close to essential services, facilities, places of work and attractions can assist with this by reducing the dependency on the need to travel by having tall buildings located next to major transport nodes.

SA OBJECTIVES	OPTIONS	1	2	ASSESSMENT COMMENTARY
5. To protect and enhance the City Centre's cultural heritage and diversity		+	0	The assessment criteria takes into account the importance of Newcastle's cultural heritage and how this must be retained and where possible improved. The visual impact assessment will help to judge whether such proposals will have a positive, negative or neutral impact on the city and its designated conservation areas for example.
6. To improve skill levels of those employed in the City Centre		?	?	
7. To reduce crime and the fear of crime in the City Centre		+	+	Well designed schemes which abide by 'Secured by Design' (the UK's Police flagship initiative) supporting the principles of 'designing out crime' by use of effective crime prevention and security standards which should be integrated into the creation of secure, quality places where people wish to live and work.
ENVIRONMENTAL				
8. To reduce the impacts of climate change and our contribution to the causes		+	+	Sustainability and climatic impact are key issues highlighted in the guidance advocating sustainable approaches to design such as minimising water consumption, energy, using materials and dealing with modern methods of construction which have a reduced environmental impact and also looking at flexibility in design.
9. To make better use of our resources		0	+	Appropriate tall buildings could make better use of brownfield sites
10. To reduce the amount of waste produced and increase the amount recycled		0	0	
11. To improve local air quality for all		+	+	Relative air quality affects good health. Locating any new tall building within an accessible location, close to essential services, facilities and attractions can assist with this by reducing the dependency on the need to travel by having tall buildings located next to major transport nodes. Additionally contributions towards public transport improvements and/or the pedestrian environment and to provide limited car parking will have a positive effect on the number of visitors/occupants driving motorised vehicles.
12. To protect and enhance the quality of the City's ground, river and surface waters		0	0	
13. To protect and enhance the City Centre's biodiversity		0	0	
14. To protect and enhance the quality, value and diversity of the City Centre's urban land, landscape and townscape		+	+	The guidance identifies paying attention to local context and character as an important criterion in the assessment. Essentially the guidance work as a hybrid with the 'Newcastle Character Assessment' which NCC is developing for 160 areas of the city.
ECONOMIC				
15. To ensure high and stable levels of employment so everyone can share and contribute to greater prosperity		0	+	Development which would respond positively to the guidance could provide a range of development options within the city which may be considered to enhance the economic potential of Newcastle which could contribute towards employment and greater stability.

SA OBJECTIVES	OPTIONS	1	2	ASSESSMENT COMMENTARY
16. To achieve high and sustainable levels of economic growth		0	+	Development which would respond positively to the guidance could mean that significant new investment arising from major development projects within the city centre is a positive response to this objective. However it should be equally appreciated that alternative forms of development, which accommodate the same floor space volume, may well have a similar positive impact.

APPENDIX.5 SCREENING DETERMINATION

NEWCASTLE CITY COUNCIL - LOCAL DEVELOPMENT FRAMEWORK TALL BUILDINGS Supplementary Planning Document

DETERMINATION UNDER THE PROVISIONS OF THE ENVIRONMENTAL
PLANS AND PROGRAMMES REGULATIONS 2004

Determination:

The Newcastle City Council has determined that it is not required to carry out or secure the carrying out of a Strategic Environmental Assessment, for the preparation of the Tall Buildings supplementary planning document of the Local Development Framework for Newcastle, in accordance with Part 3 of the Environmental Plans and Programmes Regulations 2004.

The statutory consultation bodies were consulted in accordance with Regulation 9, before this determination was made.

Reasons for Determination:

This decision reflects the requirements of paragraph (6)(b) of regulation 5, as the SPD will provide only minor modifications to the policies in the Newcastle upon Tyne Unitary Development Plan it relies on. It is therefore considered that the SPD is unlikely to have significant environmental effects, beyond the relevant policies in the UDP.

A sustainability appraisal of the SPD has been carried out and is included in the appendix.4.

Date of Determination: 1/12/06.

Address:

Newcastle City Council
Civic Centre
Barras Bridge
Newcastle upon Tyne
NE99 1RD

Web address: <http://www.newcastle.gov.uk/core.nsf/a/ldsspd>

For further information contact:

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