Newcastle City Council

Duty to Cooperate Statement of Common Ground (DtCSoCG)

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1. Introduction

1.1 This document has been prepared to support the submission of the Development and Allocations Plan (DAP). The DAP will form Part 2 of our statutory Local Plan. It includes non-strategic detailed site allocations and designations together with Development management policies. The Duty to Cooperate Statement of Common Ground (DtCSoCG) demonstrates how the Council has complied and continues to comply with the requirements of the Duty to Cooperate as set out in section 110 of the Localism Act. It sets out the strategic cross-boundary matters relevant to the administrative area of Newcastle City Council and details the engagement that has continued to take place between Newcastle City Council, its neighbouring local authorities, and other relevant public bodies.

1.2 The Duty to Cooperate was introduced through the Localism Act 2011 and is set out in section 33A of the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities and county councils in England, and prescribed public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan and marine plan preparation in the context of strategic cross-boundary matters.

1.3 This paper is accompanied by relevant Statements of Common Ground (SoCG). The SoCG are included in this report. They provide detail on the specific discussions that have taken place between Newcastle City Council and its neighbouring local authority areas. The SoCG identify issues; the evidence (including jointly prepared evidence) that has been produced to understand the issues; the comments made during plan preparation, and how these issues have been addressed. In accordance with the 2019 National Planning Policy
Framework (NPPF) and Planning Practice Guidance (PPG), SoCG document effective cooperation between local planning authorities on cross-boundary issues and contribute to demonstrating that the signatories have complied with the Duty to Cooperate.

1.4 This statement is a live document and reflects the progress of discussions with relevant prescribed bodies that have taken place up to the submission of the DAP.

1.5 The engagement between Newcastle City Council and neighbouring local authority areas has primarily been carried out to inform preparation of emerging Local Plan documents (this has comprised the work on the DAP). The DAP forms part 2 of the of the Council’s Local Plan. Part 1 of the Local Plan was adopted in March 2015 and is called the Core Strategy and Urban Core Plan (CSUCP).

1.6 The CSUCP adopted in March 2015 sets out the strategic issues and policies to address the strategic matters affecting Newcastle and Gateshead. The DAP deals with non-strategic issues. It provides more detailed policies to support the growth ambitions for Newcastle. The policies in the DAP will be used to make planning decisions on planning applications. The DAP allocates housing and employment sites and designates retail centre boundaries and sites for environmental protection, to support Part 1. As such the strategic matters were addressed during the preparation and examination of Part 1 of the Local Plan.

1.7 Once adopted, the DAP will provide Part two of Newcastle’s Local Plan. It sets out non-strategic policies that support the strategic objectives and policies set out in the CSUCP. Accordingly, while this Duty to Cooperate Statement considers the cross-boundary issues relevant to Newcastle’s Local Plan, the key strategic cross-boundary issues (including the quantity and distribution of housing and jobs growth) have been addressed within the CSUCP. The non-strategic nature of DAP is reflected in the relatively small number of comments received from neighbouring local planning authorities during consultation on DAP.

1.8 It is relevant to note that cooperation between local planning authorities is an ongoing process, and in this respect the cross-boundary issues identified and the engagement that takes place will develop over time to reflect latest evidence, the relationships between individual / groupings of local authorities and other public bodies, and procedural requirements. The 2018 NPPF introduced a formal requirement for strategic policy-making authorities to prepare and maintain SoCG which demonstrate effective and ongoing joint working. In consequence, the procedural and governance arrangements between local planning authorities have potential to evolve as SoCG are
prepared and reviewed, and as efficient and effective joint working practices are refined.

2. Legislative and Procedural Requirements of the Duty to Cooperate

National Planning Policy Framework

2.1 The revised (2018) NPPF retains the requirement for local planning authorities to cooperate with each other on strategic matters that cross administrative boundaries (paragraph 24). Paragraph 25 makes clear that “strategic policy-making authorities… should also engage with their local communities and relevant bodies including Local Enterprise Partnerships, Local Nature Partnerships, the Marine Management Organisation, county councils, infrastructure providers, elected mayors and combined authorities”. Paragraph 26 emphasises the importance of effective and ongoing joint working between strategic policy-making authorities and relevant bodies for the production of a positively prepared and justified strategy, and notes: “In particular, joint working should help to determine where additional infrastructure is necessary, and whether development needs that cannot be met wholly within a particular plan area could be met elsewhere”.

2.2 The 2018 NPPF (paragraph 27) introduces a requirement that: “in order to demonstrate effective and on-going joint working, strategic policy-making authorities should prepare and maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these”. Paragraph 35 sets out the tests of soundness that will be applied during examination of local plans and spatial development strategies. With regard to determining whether plans are “effective”, plans are expected to demonstrate they are “deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground”.

2.3 As the DAP sets out non-strategic policies, it is relevant to note that NPPF paragraph 36 states the tests of soundness “will be applied to non-strategic policies in a proportionate way, taking into account the extent to which they are consistent with relevant strategic policies for the area”.

Planning Practice Guidance

2.4 PPG guidance on plan-making sets out the government’s expectations regarding the scope and content of SoCG. Paragraph ID 61-002-20180913 states: “A statement of common ground is a written record of the progress made by strategic policy-making authorities during the process of planning for
strategic cross-boundary matters. It documents where effective co-operation is and is not happening throughout the plan-making process, and is a way of demonstrating at examination that plans are deliverable over the plan period, and based on effective joint working across local authority boundaries. In the case of local planning authorities, it also forms part of the evidence required to demonstrate that they have complied with the duty to cooperate."

2.5 Paragraph ID 61-003-20180913 makes clear that SoCG are expected to contain:
   a) A short written description and map showing the location and administrative areas covered by the statement, and a brief justification for these area(s);
   b) The key strategic matters being addressed by the statement, for example meeting the housing need for the area, air quality etc.;
   c) The plan-making authorities responsible for joint working detailed in the statement, and list of any additional signatories (including cross-referencing the matters to which each is a signatory);
   d) Governance arrangements for the cooperation process, including how the statement will be maintained and kept up to date;
   e) If applicable, the housing requirements in any adopted and (if known) emerging strategic policies relevant to housing within the area covered by the statement;
   f) Distribution of needs in the area as agreed through the plan-making process, or the process for agreeing the distribution of need (including unmet need) across the area;
   g) A record of where agreements have (or have not) been reached on key strategic matters, including the process for reaching agreements on these; and;
   h) Any additional strategic matters to be addressed by the statement which have not already been addressed, including a brief description how the statement relates to any other statement of common ground covering all or part of the same area.

2.6 PPG does not prescribe a specific approach that should be taken regarding the number of SoCG prepared to cover strategic cross-boundary issues. Paragraph ID 61-005-20180913 states: "Authorities are expected, wherever possible, to detail cooperation in a single statement. They may feel it is appropriate to produce more than one statement if they feel this would be the clearest and most expedient way to evidence joint working. This will depend on the matters being addressed and authorities and bodies cooperating with each other".

2.7 As Part 1 of the Local Plan the CSUCP dealt with many of the strategic issues and cross-boundary implications. Nonetheless, the Duty to Cooperate is an ongoing continuous process of cooperation and engagement that continues to run
through the implementation of the Local Plan. This statement has been prepared to demonstrate how Newcastle City Council has met the Duty to Cooperate in the preparation of its Part 2 Local Plan.

**What does the Duty to Cooperate mean in practice?**

2.8 The Duty to Cooperate requires local planning authorities (officers and members) to engage in proactive and sustained joint working to address strategic issues that cut across administrative boundaries from the outset of Local Plan preparation and come to agreements on solutions where possible. Consultation alone is unlikely to satisfy the requirements of the duty. It also requires local planning authorities to consider joint approaches to plan making, evidence gathering and infrastructure planning. There is no definitive list of actions that constitute effective cooperation under the duty. Nevertheless, parties must attempt to resolve strategic issues.

2.9 The Duty to Cooperate is both a legal and a soundness test, and LPAs are required to submit details at Local Plan examination of how they have complied with the duty.

2.10 The requirement for statement of common ground operate in tandem with the ‘tests of soundness’ (most notably the test of whether a plan is ‘effective’), set out in NPPF paragraph 35. These are used at local plan examinations to ensure that there is not only a proactive and positive approach to strategic planning matters across housing market areas, but that there is a clear (and agreed) approach to how these will be addressed in all relevant local plans.

2.11 The prescribed bodies which Local Planning Authorities’s (LPAs) must cooperate with are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. LPAs must cooperate with these bodies on issues of common concern in order to develop sound local plans:

- the Environment Agency;
- Historic England
- Natural England
- the Civil Aviation Authority
- Homes England
- Clinical Commissioning Groups
- The Office of Rail and Road
- Integrated Transport Authority
- Highways Authority
- The Marine Management Organisation

2.12 Local Enterprise Partnerships and Local Nature Partnerships are not subject to the requirements of the duty, but local planning authorities and county
councils in England, and prescribed public bodies must cooperate with them. Private sector utility providers are not covered by the Duty to Cooperate.

2.13 The list below sets out the relevant bodies which Newcastle has engaged as part of the Duty to Cooperate in relation to the DAP.

- Gateshead Council
- North Tyneside Council
- Northumberland County Council
- Sunderland Council
- Environment Agency
- Historic England
- Natural England
- Homes England
- NHS England
- Civil Aviation Authority/ Newcastle International Airport
- Office of the Rail Regulator
- Highways England
- Marine Management Organisation
- Nexus
- Integrated Transport Authority (North East Combined Authority)

3. Strategic Context of the North East

Housing and economy

3.1 The North East Local Enterprise Partnership (LEP) covers the seven local authority areas of Durham County Council, Gateshead Council, Newcastle City Council, North Tyneside Council, Northumberland County Council, South Tyneside Council and Sunderland City Council. The LEP is a strategic vehicle led by the private sector, responsible for promoting economic growth in the north east.

3.2 The North East LEP area has a population of almost 2 million residents (Mid-2017 Population Estimates), with 1.24 million / 63% of residents being of working age (aged between 16-64). Around 950,000 residents in the region are economically active, and the region accommodates around 880,000 jobs. Population and jobs are spread across the region, with a higher density of development within the five Tyne and Wear Local Authority areas (Gateshead Council, Newcastle City Council, North Tyneside Council, South Tyneside Council and Sunderland City Council), Durham City, and south east Northumberland.

3.3 The LEP covers an area of around 7,900km, and as such several discrete housing market areas can be identified, often reflecting the administrative
boundaries of the constituent local authorities. Nonetheless, there are several instances of housing market areas which cross administrative boundaries. Emerging and adopted Local Plans have responded to evidence of housing market areas, either by preparing joint planning documents, or through cross-boundary cooperation on identifying and planning to meet housing needs. The local authorities’ SHMAs consider a range of relevant information, including travel to work areas, house prices and affordability and patterns of household migration to define housing market areas.

3.4 The Newcastle Gateshead SHMA 2017 concludes that the three authorities of Gateshead, Newcastle upon Tyne and North Tyneside can be considered to be within a single HMA, with its centre on Newcastle upon Tyne. Connections between Gateshead and North Tyneside are relatively weak however. Based on the fact that North Tyneside has an adopted local plan the SHMA 2017 concluded not to include North Tyneside in its assessment. The other nearby local authorities of Sunderland, Durham, and South Tyneside, and Northumberland were not considered to be part of the HMA assessed in the SHMA.

3.5 There is no standard approach to defining functional economic market areas. PPG (Paragraph: 012 Reference ID: 2a-012-20140306) suggests it is possible to define them by taking into account factors including:

- The extent of any Local Enterprise Partnership
- Travel to work areas
- Housing market areas
- Flow of goods, services and information within the local economy
- Service market for consumers
- Administrative area
- Catchment areas of facilities providing cultural and social well-being
- Transport network

3.6 It should be recognised that functional economic market areas vary according to economic sectors, due to the heterogeneous nature of local economies. For the purposes of planning for strategic economic growth objectives and investment into the region, it may be appropriate to consider the North East LEP area, comprising the seven north east local authorities. The influence of the local labour market may be best represented through consideration of travel to work areas. However, when considering the supply of commercial sites and premises (particularly in terms of meeting the needs of smaller and locally-based operators) it can be appropriate to consider smaller geographical scales.

3.7 Given the complexities involved in understanding economic development
needs (and opportunities), the approach taken by the local authorities in the NELEP area has been to assess quantitative needs for employment land (B1, B2 and B8 uses) at the local authority level as a starting point. Where there is evidence of sector, or location specific cross-boundary implications, local authorities have worked together to develop an understanding of business needs, and identify suitable and available sites capable of accommodating development. Examples of this include the identification of commonalities in the demand for office premises in the Gateshead and Newcastle Urban Core, and the shared approach to identifying sites within the Gateshead and Newcastle Core Strategy and Urban Core Plan. In 2017 South Tyneside Council and Sunderland City Council adopted a jointly prepared Area Action Plan for an International Advanced Manufacturing Park (IAMP): a 150ha cross-boundary strategic employment allocation on former Green Belt land in the two local authority areas. The allocation seeks to meet demand from businesses operating in the automotive and advanced manufacturing sectors on land to the north of Sunderland’s Nissan car plant, close to the A19.

3.8 In 2014 the North East LEP published a Strategic Economic Plan (SEP), updated in January 2017, and January 2019, which seeks to deliver 100,000 more and better jobs by 2024. The adopted and emerging Local Plans of the seven north east local authorities aim to support the SEP’s objectives and set out ambitious plans for growth. The allocation of employment sites in Local Plan documents complements the North East Enterprise Zones, which comprise of a collection of 21 sites across the region that offer opportunities for a wide range of development, and benefit from arrangements that help with up-front investment and the timely development of facilities.

Transport

3.9 The North East LEP area is a well-defined region with a transport network which consists of strategic road and rail links, plus an extensive network of local roads, bus and local rail/Metro services. There are two north-south corridors, one along the coast and the other further inland. The inland corridor includes the A1 and the East Coast Main Line, providing the link between Scotland and the south. The coastal corridor includes the A19 and Durham Coast rail line. Effective transport networks are a key to economic growth and opportunity for all, providing access to jobs and facilities for all sections of society and in promoting sustainable patterns of activity, development and movement within the Region and beyond.

3.10 The North East Combined Authority (NECA) produced a transport manifesto in 2016 which acknowledged the importance of working together to meet
people’s needs in the context of transport networks that cross council boundaries. A unified approach is advocated to the consideration of applications which impinge on neighbouring areas, and on the approach to public transport corridors. Councils need to make sure that development and regeneration plans are transport friendly and take account of the ability to change between different forms of transport. A revised draft Transport Plan for the area comprising the two combined authorities is being prepared and will be consulted on by NECA and joint approach to infrastructure will be considered.
Environment

3.11 The built and natural environment together are recognised as one of the region’s key assets. Protecting, creating, restoring and maintaining high quality and attractive environments should be integral considerations in decisions on development. The North East is rich in biodiversity and geodiversity: it contains many of the UK’s most important habitats, species
and geological features, and includes the Durham Coast Special Area of
Conservation (SAC), Northumbria Coast Special Protection Area (SPA) and
the Northumberland National Park. The conservation of biodiversity, and the
natural resources on which we all depend, is a key element of sustainable
development, and it is important that assets are not seen in isolation but are
considered as an integral part of the nature conservation resource across the
region.

3.12 The LEP area is covered by two wildlife trusts: Durham Wildlife Trust and
Northumberland Wildlife Trust, which play an active role in shaping policies
and projects in the area, and support cross-boundary cooperation on issues
that affect biodiversity assets. The Durham Biodiversity Action Plan,
Newcastle and North Tyneside Biodiversity Action Plan, and Northumberland
Biodiversity Action Plan identify priority habitats and species in the region. The
Local Biodiversity Action Plans are delivered through partnerships that involve
wildlife organisations, local authorities, businesses and other interested
parties.

3.13 Local wildlife partnerships and catchment partnerships inform cross-boundary
cooperation on biodiversity assets and water quality, often contributing to
maintaining, providing, or enhancing green infrastructure assets in the area.
Adopted and emerging Local Plan documents identify strategic wildlife
corridors and other environmental assets that cross administrative boundaries.
Local Plans also identify and protect areas of high landscape quality, with
cross-boundary implications taken into account.

3.14 Across the region a number of catchment-based partnerships (Tyne, Wear and
Tees) work collaboratively at a river catchment scale to deliver cross-cutting
improvements to the water environment. The catchment partnerships help to
manage flood risk and to deliver wider environmental benefits such as
enhancing wildlife and habitats, and improving water quality in accordance
with the Northumbria River Basin Management Plan. The partnerships are
made up of a range of organisations including: the Environment Agency,
Northumbrian Water, Rivers Trusts, Wildlife Trusts, Groundwork, Natural
England, Local Nature Partnerships and local authorities.
4. **Profile of Newcastle**

4.1 Newcastle is located at the heart of the north east region, and its urban core, in combination with Newcastle City Centre provides the cultural and economic centre of the north east. However, the majority of the local authority’s area (which comprises 14,231ha in total) is more rural in character. Newcastle sits at the heart of the north east region, acting as the regional capital. Newcastle City Centre forms the cultural and economic centre of the north east and is a hub for high profile office and business development in the region. Newcastle shares its Urban Core with Gateshead, situated on the South Bank of the River Tyne. Gateshead and Newcastle’s communities are structured concentrically and follow a pattern of development and population growth that took place in the 18th century. The Urban Core is compact and strongly defined around the bridging point of the river where the Tyne Bridge now stands. Newcastle is predominantly urbanised, with a relatively small rural hinterland to the north and west.

4.2 Newcastle borders four local authority areas: Northumberland County Council to the north, Gateshead Borough Council to the south, North Tyneside Council to the east, and South Tyneside Council to the east. The differing extent of these borders and the character of the areas mean the potential type, and significance of cross-boundary issues can vary substantially.
4.3 Close working between Newcastle City Council and Gateshead Council, including a recognition of the shared values, ambitions, opportunities and challenges of each local authority area resulted in a commitment from both Councils to begin preparing a shared planning framework for Gateshead and
Newcastle in 2009. The decision to prepare a Joint Plan reflected the economic and strategic advantage to both local authority areas of preparing a common planning framework. A coordinated approach allowed a more effective response to the challenges of delivering housing growth, supporting sustainable economic growth, protecting and enhancing our environmental assets, and improving infrastructure that facilitates growth at the heart of the north east region.

4.4 The CSUCP, adopted in 2015 demonstrates the pro-active approach taken by both Gateshead and Newcastle Councils to identify and address cross-boundary issues. The Inspector’s report into the CSUCP examination noted (at paragraph 9): “The very fact that Gateshead and Newcastle City Councils have jointly prepared a single plan for their combined areas is a strong demonstration of compliance with the duty. There was no compelling evidence that the two Councils had failed to co-operate on strategic cross-boundary issues – whilst small differences of approach and outcome are apparent on some matters, these appear to have had no significant effect on the overall strategy and do not threaten its implementation. Government advice in Planning Practice Guidance (PPG) indicates that a joint plan can be an effective means of addressing cross-boundary issues; the CSUCP serves as a commendable example of joint working”. Although Gateshead Council and Newcastle City Council are currently preparing separate land allocations and development management policies documents, both authorities have retained a strong commitment to collaborative working, jointly commissioning evidence-base studies to assess shared issues and sharing good practice examples in policy preparation.

Housing market

4.5 A 2017 Strategic Housing Market Assessment jointly commissioned by Gateshead Council and Newcastle City Council concluded that the combined area of both local authorities could be considered to constitute a shared housing market area, while Newcastle also shares strong connections with North Tyneside (connections between Gateshead and North Tyneside are relatively weak).

4.6 The joint Gateshead and Newcastle SHMA (2017) considered market signals and found that in terms of house prices, lower quartile prices were lower than the national average in both Gateshead and Newcastle upon Tyne, with lower quartile prices of £92,000 and £111,000 respectively compared to England’s £142,000 (based on 2015-16 prices). Lower quartile prices in the comparator area Liverpool and Knowsley was lower again at £76,800; the prices in comparator areas Sheffield and Manchester and Salford were £102,000 and £103,600 respectively; and lower quartile prices in Leeds were higher than both Gateshead and Newcastle upon Tyne at £115,000. Prices in Gateshead and
Newcastle upon Tyne have risen at a similar rate to most of the comparator areas and the national rate over the past 5 years; however there was a higher rate of increase in Manchester and Salford (20%) and a small reduction in lower quartile prices in Liverpool and Knowsley (-2%);

4.7 Average private sector rents in 2015-16 for both Gateshead and Newcastle upon Tyne were lower than the national average, they were however broadly in line with private sector rents in comparator areas. Newcastle upon Tyne had a higher historic rate of growth in rent than the national average (30% compared to growth of 18% in England as a whole) whereas the rate of growth in private sector rents in Gateshead was less than 1%;

4.8 In terms of the ratio between lower quartile house prices and lower quartile earnings (the affordability ratio), the ratio was much lower in both Gateshead and Newcastle upon Tyne than across England as a whole. In Gateshead this meant that lower quartile house prices were 5 times higher than the salary of a full-time workers whose earnings were at the lower quartile. Affordability ratios grew marginally “worse” since 2010, with the ratio in Gateshead increasing from 4.9 to 5.0 and the ratio in Newcastle upon Tyne increasing from 5.5 to 5.8. This is in line with the equivalent rate for England, where the ratio increased from 6.7 to 7.0, a change of 5%;

4.9 An analysis of the rate of development, in terms of increase in dwelling stock over a ten-year period, showed that rate of development in Gateshead had been lower than England (5.7% cf. 8.3%). The rate of development in Newcastle upon Tyne was lower again at 3.5%. Rates of development were higher in most of the comparator areas than both Gateshead and Newcastle upon Tyne with the rate of change in Manchester and Salford reaching 13.6% over the same period.

4.10 Analysis of overcrowding in terms of 2011 Census occupancy rates showed that 6.2% of households in Gateshead were assumed to be overcrowded based on an objective measure. This was lower than England (8.7%). The proportion of overcrowded households in Newcastle upon Tyne was slightly higher than England (9.1%). The proportion of overcrowded households in Newcastle upon Tyne was found to have increased over the 10-year period considered in the assessment, but at a lower rate than England (17% cf. 23%). Overcrowding had also increased in Gateshead but only marginally (1%). The proportion of overcrowded households and rate of increase identified in the SHMA was much worse in comparator areas Manchester and Salford and Sheffield.

4.11 The SHMA concluded that the level of Objectively Assessed Need should not be higher than suggested by household projections.
Economy

4.12 The latest data from the ONS (2017) indicates Newcastle accommodates 205,000 jobs, with a jobs density (ratio of total jobs to population aged 16-64) of 01.02, substantially higher than the north east average (0.73). In addition to a diverse range of business uses within the Urban Core (the primary location for new office development in Newcastle), the city accommodates several industrial estates, including the Key Employment Area of Walker Riverside. The bulk of the city’s industrial estates are located in areas of historical industrial activity concentrated along the banks of the Tyne, although there are several well-established industrial areas in other locations including Shields Road, the Airport and Fawdon Industrial estates.

4.13 Newcastle International Airport offers services to a range of national and international business centres as well as many holiday destinations. Passenger numbers doubled in the decade to 2007 and have now stabilised at around 4.3 million per annum.

4.14 As noted in section 2 of this statement, there is no prescribed method to determine functional economic market areas, and it would be possible to identify different market areas being relevant depending on which sectors of the economy are being considered.

4.15 The CSUCP recognises the strong economic relationship between the administrative areas of Gateshead Council and Newcastle City Council. Accordingly, the Councils have worked collaboratively in assessing demand for employment and other commercial land, including commissioning joint studies on the commercial property market in Gateshead and Newcastle, and comparison and convenience retailing.

Transport

4.16 Due to its location at the heart of the region, Newcastle accommodates transport infrastructure assets of regional significance. Newcastle benefit from high levels of accessibility by various transport modes, particularly public transport. Traffic congestion affects a small number of locations including the A1 and the main approaches to the Urban Core.

4.17 The A1 runs through Gateshead, crossing the Tyne into Scotswood and running through the west of the city into Northumberland. Other key transport corridors in the city include the A167 which provides access to the heart of the city. The A1058 Coast road is the primary east west link between Newcastle and North Tyneside. The A696 provides an important link to Newcastle International Airport. Newcastle is the main rail hub for the north east, with links to the wider region and the rest of the country. The East Coast Main Line runs north east
through the city providing access to Northumberland, while the Durham Coast Rail Line and Newcastle-Hexham Rail line provide to Carlisle, Sunderland and Middlesbrough. The Tyne and Wear Metro network includes metro stations in the Urban Core and throughout the city, complementing other public transport (bus) links throughout the city as well as providing an indispensable public transport link to Sunderland.

Environment

4.18 Newcastle has a diverse range of environmental assets. The principle of protecting and enhancing the city’s Strategic Green Infrastructure Network and the requirement to plan positively for the creation, enhancement and management of networks of biodiversity and green infrastructure is set out in CSUCP Policy CS18 and UC15.

4.19 DAP Policy DM27 – Protecting and Enhancing Green Infrastructure, supports the strategic goals set out in CS18 and provides a detailed policy to ensure that green infrastructure is protected and enhanced. The Strategic Green Infrastructure Network is made up of six main corridors which link important green spaces. Within these areas priority will be given to addressing gaps in the network that limit wildlife movement or access by people. The following corridors are designated on the Policies Map:

1. Seaton Burn and Prestwick Carr;
2. Gosforth Park and Weetslade;
3. Ouseburn to Walbottle Dene;
4. Wallsend Burn to Haddricks Mill;
5. Town Moor and Woolsington;
6. Tyne Corridor.

4.20 Newcastle’s historic and built environment assets are a valuable local resource that can influence the design and setting of new development. The topography and strategic significance area including Gateshead Quays and Newcastle’s Quayside within the Gateshead and Newcastle Urban Core means that development within the Tyne Gorge is expected to consider its influence on the landscape. The Newburn Ford Battlefield is a shared asset, located in Gateshead and Newcastle, and the Councils work closely with Historic England in protecting and enhancing the significance of the battlefield.
5. **Governance Arrangements**

5.1 Cross-boundary meetings on planning issues have taken place for many years in the North East. The creation of the North East Local Enterprise Partnership (NELEP) in 2011 and the North East Combined Authority (NECA) in 2014 formalised these working relationships.

5.2 Since 2016 Newcastle, North Tyneside and Northumberland councils have been working to form a new mayoral combined authority (MCA). A draft devolution deal was agreed with the government in November 2017. The new North of Tyne MCA formally came into being in November 2018. Whilst this simultaneously saw the three Councils withdraw from the North East Combined Authority the “LA7” councils continue to work together to deliver the transport, infrastructure and economic growth priorities of the region. Whilst the governance arrangements for sub regional working change over time, the relationships and collaboration persist.

### Regional Governance

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<th>Seven Local Authorities (LA7)</th>
<th>Newcastle City Council</th>
<th>Durham County Council</th>
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<td>Northumberland County Council</td>
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<td>North Tyneside Council</td>
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<td>Sunderland City Council</td>
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<th>Two Combined Authorities</th>
<th>North of Tyne Mayoral Combined Authority</th>
<th>North East Combined Authority</th>
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<tr>
<td>Newcastle City Council</td>
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<td>Northumberland County Council</td>
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<td>Sunderland City Council</td>
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<th>One Transport Committee</th>
<th>North East Joint Transport Committee</th>
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5.3 At a practical level, the “LA7” authorities continue to work together to deliver the transport, infrastructure and economic growth priorities of the region. While the governance arrangements for sub-regional working change over time, the relationships and commitment to effective cooperation persist.

**Governance arrangements for strategic planning in the North East**

5.4 The North East Combined Authority was established in April 2014 and brought together the seven councils which serve County Durham, Gateshead, Newcastle, North Tyneside, Northumberland, South Tyneside and Sunderland.

5.5 By the Newcastle upon Tyne, North Tyneside and Northumberland Combined Authority (Establishment and Functions) Order 2018 the boundaries of NECA
were changed on the 2 November 2018. As a result of these governance changes the boundaries of NECA now cover the Local Authorities of Durham, Gateshead, South Tyneside and Sunderland.

5.6 NECA and the NTCA will work closely together on a number of matters to support the region, including Transport, Planning and Economic Development. All seven local Authorities will remain members of the North East Local Enterprise Partnership, the North East Joint Transport Committee, and support Invest North East England. An interim Mayor has been appointed to oversee the North of Tyne Combined Authority until a mayor is elected in May 2019.

5.7 The initial focus of the North of Tyne Combined Authority was set out in the Deal agreed with government in November 2017. This identifies six priority “portfolios”
- Economic Growth
- Business Competitiveness
- Place & Productivity
- Education & Improvement
- Employability and Inclusion
- Housing and Land

5.8 Newcastle City Council participates fully in each of these portfolios and has the lead on the Business and Competitiveness, and Employment and Inclusion portfolios.

5.9 Withdrawal from the North East Combined Authority has not meant the end of cooperation with the four authorities to the south of the River Tyne; the “LA7” regional partnership, facilitated by NELEP, brings officers from all seven of the region’s councils together to collaborate over economic, transport, infrastructure and planning priorities. Northumberland County Council is active in each of these networks.

**North East Joint Transport Committee**

5.10 The North East Joint Transport Committee brings together a total of seven members from each of the Constituent Authorities of the region; four Members from the North East Combined Authority and three Members from the North of Tyne Combined Authority in accordance with the Order that was created on the 2 November 2018.

5.11 Transport is of strategic importance to the North East, and the collaborative working of both Combined Authorities allows effective decision making across the region, which ensures that the local needs and priorities are delivered.
5.12 The way the Joint Transport Committee, and its subsequent committees are structured is detailed in the following diagram:

**North East Local Enterprise Partnership (NELEP)**

5.10 The NELEP covers the seven local authority areas of Northumberland, Newcastle, Gateshead, North Tyneside, Durham, South Tyneside and Sunderland. A strategic vehicle led by the private sector, it is responsible for promoting economic growth in the North East.

5.13 One of the main areas of work since the establishment of the NELEP has been the preparation of the Strategic Economic Plan (SEP) for the North East which has involved partnership working between the private, public and voluntary sectors. The SEP was first published in 2014, and sets out a vision and investment programme for the area to 2024 with the aim of strengthening the area’s economy and providing more opportunities for businesses and communities. Its overarching vision is to deliver 100,000 new jobs across the NELEP area, and ensure that at least 70% of the jobs growth is in better jobs. The SEP is being refreshed in 2019, with a focus on providing updated data and considering new policy drivers rather than developing new targets.

5.14 NELEP is also leading on the development of a local industrial strategy (LIS) for the region which is being informed by the economic priorities of the seven councils and two combined authorities. The LEP is collating evidence from each council and commissioning a productivity study to articulate the region’s sectoral strategy and response to the government’s “Grand Challenges”.
5.15 Work has been undertaken by the North East LEP and the Cities and Local Growth Unit in Government to design an approach to developing the North East LIS. It has been agreed that the document should be outward looking and enhance coordination between Government and the region, and with other areas of the country. It will build on the Strategic Economic Plan and occupy a space between the SEP and the UKs Industrial Strategy, developing proposals which can address North East productivity performance and standards of living through our Programme of Delivery and identifying how North East assets can contribute to national industrial strategy priorities.

5.16 NELEP facilitates the LA7 Economic Directors, Transport Officers and Planning Leads networks, supporting the work of the seven LAs with expertise and resources, coordinating collaborative funding bids for Enterprise Zones, Transforming Cities Fund, Local Growth Funding, European Funding and other strategic infrastructure projects of shared regional benefit.

**LA7 North East Heads of Planning Group**

5.17 The North East Heads of Planning Group consists of the Heads of Planning from the LA7 group of north east local authorities. The group was formally established on 19 January 2012, meeting at least quarterly to discuss high-level, cross-boundary planning issues and share strategic and procedural best practice.

5.18 The Heads of Planning Group reports to the LA7 Economic Directors Group and then onwards to the Chief Executives and Leadership Board (comprising the seven leaders and Elected Mayors).

5.19 The first key product of this group was the creation of a formal Memorandum of Understanding (MoU), which set out jointly agreed approaches to strategic planning matters across the NELEP/NECA area. The MoU was signed off by Chief Executives and Leaders of the seven Local Authorities in June 2014. A signed copy of the MoU is attached at Appendix 1.

5.20 A Joint Position Statement, Spring 2013 (Appendix 2) was also prepared and appended to the MoU that sets out the strategic planning issues of agreement amongst the seven Local Authorities in respect of the Duty. The position statement recognises that each authority’s Local Plan is at a different stage of preparation. However, the seven authorities are all seeking to promote sustainable economic growth, meet objectively assessed needs, retain their working age population and address population ageing. The statement acknowledges that it may be necessary for some authorities to seek a claw back of economically active households from adjoining areas.

5.21 The LA7 Planning Officers group has aspirations for a collaborative spatial
planning framework for the region which, whilst delayed during the development of the North of Tyne Combined Authority, remains a shared priority of the LA7.

**North of Tyne Working Group**

5.22 Newcastle City Council has an active working relationship with North Tyneside Council and Northumberland County Council. This is cemented through a formal North of Tyne Working Group which sits below the Heads of Planning Group and runs parallel to a South of Tyne Policy Officers Working Group (comprising of the remaining four North East authorities).

**Gateshead and Newcastle CSUCP Review Board and Working Group**

5.23 Collaborative working arrangements between Gateshead Council and Newcastle City Council that were established during preparation of the CSUCP have been sustained proportionately during preparation of the Council’s separate land allocations and Development Management Policies documents. The two Councils commissioned a joint SHMA and a Gypsy Traveller Accommodation Assessment (both published in 2017) to reflect evidence of a shared housing market area, with findings used to inform preparation of relevant policies in each Council’s emerging Local Plan documents. Other shared evidence documents commissioned to support DAP and Gateshead Council’s emerging Making Spaces for Growing Places (MSGP) plan include a Newcastle and Gateshead Employment Land and Property Demand Assessment, a Gateshead and Newcastle Viability and Deliverability Report and a Convenience Retailing Commentary on Market Position Study.

5.24 Officers from the two Councils met and engaged frequently during the commissioning, preparation and interpretation of joint evidence studies. Ongoing engagement has continued throughout the preparation of MSGP and the DAP, with regular (bi-monthly) meetings between planning policy officers, and the ongoing sharing of information and good practice examples in plan preparation.

5.25 The need to review the policies of the CSUCP by March 2020 (in accordance with the requirements of NPPF paragraph 33, and Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012) also requires maintaining a close working relationship between the two Councils. To facilitate the CSUCP review, and to support close working between the two Councils on cross-boundary strategic issues, a CSUCP Review Board has been established.

**North East Minerals and Waste Planning Policy Officers Group**

5.26 The North East Minerals and Waste Planning Policy Officers Group meet bi-annually. The group includes all North East authorities, Cumbria County Council, North Yorkshire County Council and relevant stakeholders such as the Environment Agency and the Marine Management Organisation. The group
discusses issues of mutual interest in relation to planning for minerals and waste, collaborates on evidence preparation where relevant, and updates on progress with policy development.

5.27 The group started in 2015 and incorporates and supersedes the Northern Counties Planning for Minerals and Waste Group and the North East Waste Planning Group which met prior to this.

5.28 The group has supported joint working on the evidence-base relating to waste arisings, capacity and cross boundary movements which has led to the production of the following evidence base studies: ‘Model of Waste Arisings and Waste Management Capacity (July 2012)’, ‘Production and disposal of low level radioactive waste (August 2013)’ and ‘Waste Capacity Update Note (January 2016)’.

**North East Aggregates Working Party**

5.29 The North East Aggregates Working Party (AWP) meets at least once a year. The North East AWP covers a cluster of thirteen Mineral Planning Authorities in North East England over the sub-regional areas of County Durham, Northumberland, Tees Valley, and Tyne and Wear. It is one of a number of similar groups throughout England and Wales. Its membership is made up of the thirteen Mineral Planning Authorities, Ministry of Housing, Communities and Local Government (MHCLG), the Marine Management Organisation (MMO) and the aggregates industry.

5.30 The AWP has a role in helping to plan for a steady and adequate supply of aggregate minerals through providing data on sales, reserves and planning permissions for aggregate minerals and providing technical advice on the supply and demand for aggregates from their areas. The AWP publishes an annual monitoring report as well as scrutinising and providing advice on the Local Aggregates Assessments produced by the Mineral Planning Authorities.

**Catchment Partnerships**

Across the region a number of catchment-based partnerships (Tyne, Wear and Tees) work collaboratively at a river catchment scale to deliver cross-cutting improvements to the water environment. The catchment partnerships help to manage flood risk and to deliver wider environmental benefits such as enhancing wildlife and habitats, and improving water quality in accordance with the Northumbria River Basin Management Plan. The partnerships are made up of a range of organisations including: the Environment Agency, Northumbrian Water, Rivers Trusts, Wildlife Trusts, Groundwork, Natural England, Local Nature Partnerships and local authorities.

**Tyne Estuary Partnership**
5.31 The Tyne Estuary is a focal point for a significant amount of economic activity and development along the river. It supports thriving business and over the years it has benefited from significant investment to improve the quality of the Tyne. Support for improvements to the River Tyne has led to an ambition to develop a strategic partnership to progress further improvements to the river and to benefit businesses, communities, and the environment over the next 10 years.

5.32 The partnership aims to identify opportunities for sustainable environmental and economic improvements to the Tyne Estuary. It seeks to unlock investment to ensure that River Tyne continues to be an internationally significant river.

5.33 Partnership events have been held in 2018 and will be held in 2019, to discuss and refine enhancement opportunities and develop a joint vision for the Tyne Estuary. A report will be produced in Spring 2019 with projects commencing later in 2019.

**North East England Nature Partnership (NEENP)**

5.34 The commitment to establish Local Nature Partnerships was made by the UK government in 2011, through the Natural Environment White Paper in 2011. Their purpose is to work strategically to ensure the value and function of nature is considered in local decision making and develop a local environmental strategy. The NEENP’s priorities include;

1. Communicating the important role of nature across the course of our lives.
2. Working strategically with North of Tyne Combined Authority, South of Tyne Local Authorities & Local Enterprise Partnerships to achieve Environmental Growth.
3. Developing a Natural Capital Investment Map.
4. Driving regional delivery of Government initiatives and policy such as the Clean Growth Strategy and 25 Year Environment Plan to ensure that they contribute to achieving Environmental Growth.
5. Advocating the importance of biodiversity and the danger of the continuation of current trends resulting in an overall decline.
6. Greening the Economy of North East England - GENEE

5.35 Public bodies have a statutory duty to take account of conservation of biodiversity/ ecologically coherent planning, retaining the protection and improvement of the natural environment as core objectives of the planning system.
6. Duty to Cooperate with Newcastle’s Neighbouring Local Authorities

6.1 Newcastle’s neighbouring local authorities are at different stages of plan preparation. A summary of Local Plan documents relevant to strategic cross-boundary issues is set out below.

<table>
<thead>
<tr>
<th>Local Plan Document</th>
<th>Status</th>
</tr>
</thead>
</table>
| **Northumberland County Council** | Northumberland Local Plan  
*Strategic and non-strategic policies, and land allocations for Northumberland* | Pre-Submission draft (reg. 19) January 2019 |
| **North Tyneside** | North Tyneside Local Plan | Adopted July 2017  
Community Infrastructure Levy (CIL) Charging Schedule | Approved November 2018 |
| **Sunderland City Council** | Core Strategy and Development Plan  
*Strategic and non-strategic policies and land allocations for Sunderland* | Submitted in December 2018 |
| | Allocations and Designations Plan  
*Site-specific allocations and designations for Sunderland* | Consultation draft anticipated in 2019 |
| | International Advanced Manufacturing Park Area Action Plan  
*Allocations and site-specific policies for delivery of a large advanced manufacturing park on land to the north of the existing Nissan car manufacturing plant, within the administrative areas of South Tyneside Council and Sunderland City Council.* | Adopted November 2017 |
| **Gateshead Council** | Core Strategy and Urban Core Plan | Submission draft consultation ended December 2018 |
| | Making Spaces for Growing Places (MSGP) Local Plan Document (LDP) |

**Cross boundary strategic matters**

6.2 The CSUCP sets out the strategic issues and policies to address the strategic matters affecting Newcastle and Gateshead, while the DAP deals with non-strategic issues. As such the strategic matters were addressed during the preparation and examination of Part 1 of the Local Plan.

6.3 The Council continues to work proactively with relevant bodies and its neighbours on a number of strategic matters. The matters discussed below demonstrate how the Council continues to engage and cooperate with relevant bodies.
6.4 The non-strategic nature of DAP is reflected in the relatively small number of comments received from neighbouring local planning authorities during consultation on DAP;

Population and Housing: Setting Future Housing Requirements

6.5 The Spring 2013 Position Statement set out the estimated housing requirements for each of the LA7 Local Authorities based on the latest evidence available at May 2013. Due to the stage of plan preparation reached by several local authorities, some housing requirements were identified as a range rather than a specific plan period, or annualised requirement.

6.6 The estimated housing requirements set out in the Spring 2013 Position Statement were identified during a period where there was no prescribed method to calculate housing needs. The 2018 revised NPPF establishes a requirement for strategic policies to be informed by a local housing need assessment, using a standardised method set out in planning practice guidance. The housing needs associated with the standardised method, and the latest Local Plan targets (in adopted or emerging Local plan documents) are set out below.

Housing Requirements of North East Authorities

<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Local Housing Need (standard method calculation (dwellings per annum))</th>
<th>Annualised Local Plan Housing Requirement (Adopted Emerging)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gateshead</td>
<td>447</td>
<td>475</td>
</tr>
<tr>
<td>Newcastle upon Tyne</td>
<td>1,019</td>
<td>960</td>
</tr>
<tr>
<td>North Tyneside</td>
<td>817</td>
<td>790</td>
</tr>
<tr>
<td>Northumberland</td>
<td>717*</td>
<td>885</td>
</tr>
<tr>
<td>Sunderland</td>
<td>570</td>
<td>745</td>
</tr>
</tbody>
</table>

Note: The Local Housing Need calculations above are derived from the 2014 based subnational household projections as aligned to the updated PPG (February 2019)
* As per Northumberland Publication Draft Local Plan January 2019

6.7 It was agreed in the 2013 position statement that all 7 authorities are seeking to retain or encourage growth to support sustainable economic growth, maintain a proportion of economically active population, accommodate the trend of ageing population profiles and to meet their objectively assessed needs. In some instances it was acknowledged that it may be necessary to claw back
economically active households from adjoining authorities

**Gypsies and Travellers and Travelling Showpeople**

6.8 The updated Gateshead/Newcastle Gypsy and Traveller Accommodation Study estimates that between 2013 and 2018 there would be no need for provision in Newcastle and no need for additional pitches in Gateshead. Therefore, the existing site provided by Gateshead Council at Baltic Road has a capacity that meets the identified needs for the plan area.

6.9 The needs and provision in Northumberland with respect to Gypsies and Travellers and Travelling Showpeople are contained within the County. There are also currently no sources of need for the provision of Travelling Showperson yards in North Tyneside. Whilst there are cross boundary movements of travellers, no cross boundary issues have been identified.

**Economic Growth and Planning for Jobs**

6.10 As set out in the Spring 2013 position statement the A1 and A19 corridors along with the urban cores of the Tyne & Wear conurbation and Durham City remain the key employment foci for the region. Although it is also acknowledged that there are other key locations away from the Tyne and Wear urban cores. Current planning and economic growth policies and proposals protect and expand on these locations and opportunities. Additionally the new Enterprise Zone sites along the A19, North Bank of the River Tyne and at the Port of Blyth along with potential accelerated development zones, offer opportunities to boost regional growth. The NELEP has set out the vision for the area to become ‘Europe’s premier location for low carbon, sustainable, knowledge-based private sector-led growth and jobs.’ Local Authorities across the NELEP area are committed to supporting growth and acknowledge how the labour market and supply chains are linked across the wider area, including cross-NELEP links with Tees Valley.

6.11 All 7 local authorities have used economic growth modelling in their employment land studies to forecast how many jobs they would potentially need to provide job growth and how much land would be required to accommodate these jobs. They have also considered the quantity and quality of their portfolios of sites and premises to meet future demand. To ensure job forecasts are aspirational but realistic, a number of methods are utilised such as: Econometric growth scenarios; employment targets, linking in with population projections and migration rates; Historic take-up rates; and consultation with businesses and the commercial development industry.
Transport and Infrastructure

6.12 Newcastle will continue to work effectively with its neighbouring Local Highway Authorities, Newcastle International Airport and Highways England. The sub regional governance structures noted in section 5, and in particular the North East Joint Transport Committee is key to this engagement. In addition to this, discussions related to the scale of development and understanding potential market impacts linked to the scale of proposed development whilst ensuring the delivery of strategic sites across the North of Tyne area will continue to take place as preparation of the Local Plan for Northumberland evolves.

6.13 The North East Regional Transport Team (RTT) covers all seven local authority areas and is responsible for a number of functions, both statutory and process in nature, with a varied workload. Active projects include:

• Delivery of the activities in the North East Strategic Economic Plan’s transport connectivity programme.
• Managing the Local Growth Fund transport programme which consists of 17 schemes, including a package of 15 LSTF capital schemes. The overall package of schemes is profiled over the financial years 2015/16 to 2020/21.
• Producing a North East Transport Plan.
• Working with partners to produce a draft North East 10-year Cycling and Walking Strategy.
• Contributing to the development of a regional Low Carbon Strategy.
• Delivering the Go Ultra Low North East programme which will deliver a series of interventions across the north east which are aimed at encouraging the uptake of Ultra Low Emission Vehicles. The interventions include the construction of two EV filling stations (one to be delivered at Newcastle Helix and wholly owned by Newcastle University) and eleven rapid charging clusters. The NECA secured £1.53m of funding from the Office for Low Emission Vehicles (OLEV) and £1.5m from the European Regional Development Fund (ERDF) for the project.
• The Regional Transport Team provides considerable input in to the development of Transport for the North’s (TfN) work and played a key role in the production of TfN’s Strategic Transport Plan and Investment Plan.
• Working on behalf of the region to input into the planning and development of the Strategic Road Network (roads managed by Highways England) and the newly defined Major Road Network (MRN).
• Representing the region at a number of rail meetings including the East Coast Main Line Authorities’ Consortium (ECMA) and the East Coast Mainline All Parliamentary Rail Group meetings.
• Charing and overseeing the North East Freight Quality Partnership.
• Participating in the Air Quality Working Group meetings for Newcastle,
Gateshead, and North Tyneside.
• Preparing and submitting funding bids, including European funding bids
• Responding to consultations on behalf of the seven Local Authorities
• Co-ordinating meetings and joint activities of the seven Local Authorities and Nexus
• Supporting work with the National Infrastructure Commission
• Inputting in to the development of the Local Investment Strategy

6.14 The promotion of the reopening of the existing freight only line between Ashington and Newcastle for passenger services (“The Northumberland Line”) is a shared regional and sub-regional priority with Northumberland County Council as lead partner and with support from Newcastle City Council, North Tyneside Council, Nexus and Transport for the North. It is included in the NTCA plans/ aspirations and in the Transforming Cities Funding Bid being submitted through NELEP. Northumberland County Council is currently working through the GRIP process with GRIP2 (Feasibility) recently completed. Anticipated entry on to the Department for Transport’s Rail Network Enhancements Pipeline in Spring 2019 and a subsequent bid for Transforming Cities Funds in the Summer of 2019.

6.15 The LEP acknowledges that ‘In order to achieve the vision set out in the Strategic Economic Plan, it will be necessary for people to travel and for goods to be transported within, into and out of the area. Without this, the economy cannot function effectively and commercial competitiveness and social inclusion both suffer’. The Northumberland Line scheme will improve local, regional and national connectivity. In addition, by linking into the Tyne & Wear Metro system at Northumberland Park the scheme will also be compatible with the ambitions of Nexus in its emerging ‘Metro and Local Rail Strategy’ which articulates a vision of existing and disused local rail corridors combining with the Metro network to create a single Metro and local rail network.

Minerals and Waste
6.16 There are no major issues of contention in the respect to minerals and waste matters between Newcastle City Council and the other relevant authorities.

6.17 Newcastle City Council is part of the joint Aggregate Working Group with the other North East Councils which meet regularly to prepare an annual Aggregates Assessment to look at demand and supply of aggregates for the North East Region. There are very limited aggregate resources in Newcastle itself.
6.18 This Local Aggregates Assessment (LAA) has been jointly prepared by the eight mineral planning authorities in County Durham, Northumberland and Tyne and Wear. It is updated on an annual basis and this version has been updated using sales and reserve data from 2016.

6.19 The LAA monitors the provision of aggregates and likely future demands and provides supporting evidence for the preparation and review of Minerals Local Plans.

6.20 Newcastle is not rich in minerals other than coal. The whole of the plan area lies within a shallow coal field, however, much of the area is developed, which precludes scope for working sites to extract coal. The City contains limited deposits of non-energy materials, mainly sand and gravel, but these deposits are of poor quality and poorly located. There is no hard rock and very limited supplies of brick shale and brick clay which are only likely to be extracted as part of an application for opencast coal extraction.

6.21 The CSUCP sets out the Council’s objectives for Minerals with the main priority being to ensure the sustainable supply and management of our minerals resources to support development needs and the wider economy.

6.22 A call for sites by Newcastle City Council in 2015 to inform the emerging DAP led to one response proposing that a site at Dewley Hill, near Throckley be considered. The land is within the Green Belt and is in proximity to land allocated for future housing development at Lower Callerton. Newcastle City Council undertook a site selection and appraisal of potential minerals sites as part of the preparation of the emerging DAP.

6.23 There is one current approved opencast coal extraction site at Brenkley Lane with passed working and restoration of the site planned until 2021 with an estimated 2.9 million tonnes of coal and 270,000 tonnes of fireclay to be extracted.

6.24 The North East Aggregates Working Party has identified that the Tyne and Wear Sub-region, including Gateshead and Newcastle, will need to make provision of 3.1 million tonnes of sand and gravel to meet local demand. Newcastle’s ability to contribute to this target is, however, extremely limited by virtue of the fact that there are only small pockets of known sand and gravel deposits and these are poorly located.

6.25 There are three areas where there is known sand and gravel reserves in the City, including the Newburn Riverside corridor, a large site in Gosforth and at
Prestwick Carr to the north west of Dinnington. The extraction of minerals from these sites would be environmentally unacceptable by virtue of their location, landscape value and nature conservation importance and also the impact on designated archaeological sites or their proximity to established built up areas. The quality of the sand and gravel reserves is unknown and also given the various constraints affecting each area, it would be uneconomical to extract the identified reserves.

6.26 There are no proposed specific sites or preferred areas proposed to be safeguarded for aggregate extraction in Newcastle. The provision of sand and gravel required to meet the Region’s requirement will therefore have to be met by other authorities in the Tyne and Wear sub-region.

6.27 There are approximately 270,000 tonnes of fireclay to be won from Newcastle’s active opencast coal extraction site at Brenkley Lane. Fireclay is currently supplied to the local brickworks in Throckley. There is also potential for winning of fireclay as part of any coal extraction at Dewley Hill in the future.

6.28 In terms of other aggregates there are no identified sites where crushed rock could be extracted within the city.

6.29 Unconventional gas resources are those which cannot be extracted using standard drilling techniques. The gas itself is the same as other forms of natural gas used both for industrial and domestic power. It has the potential to be an important source of energy for the UK whilst helping to meets its greenhouse emission-reduction targets. The continuing decline in natural gas from the North Sea will result in unconventional gas becoming an increasingly attractive alternative resource. Unconventional gases in Newcastle are likely to include coal bed methane (CBM), coal mine methane (CMM) and shale gas. However, the prospects for exploiting these technologies in Newcastle is poor due to the previous working of coal reserves and low methane contents.

7. Core Strategy Review

National Planning policy

7.1 The National Planning Policy Framework was first published on 27 March 2012 and updated on 24 July 2018.

“33. Policies in local plans and spatial development strategies should be reviewed to assess whether they need updating at least once every five years,
and should then be updated as necessary. Reviews should be completed no later than five years from the adoption date of a plan, and should take into account changing circumstances affecting the area, or any relevant changes in national policy. Relevant strategic policies will need updating at least once every five years if their applicable local housing need figure has changed significantly; and they are likely to require earlier review if local housing need is expected to change significantly in the near future."

7.2 To comply with the requirements set out in the updated NPPF Newcastle Council will be undertaking a review of the CSUCP and its relevant evidence base documents.

8. Joint working Authority Tables

8.1 This section sets out the nature of cooperation with each Prescribed Body. It gives a summary of cooperation, process of consultation and sets out what, if any, outstanding key strategic issues need to be considered at the Examination.

8.2 Although it is considered that in every case the legal requirement under the duty to cooperate has been met, it is not always possible to resolve fully issues where parties disagree. It is the view of the City Council that the legal and soundness aspects of the duty to cooperate have been resolved, however where prescribed bodies disagree, these issues are set out.

8.3 The duty to cooperate goes beyond consultation, several of the prescribed bodies have made representations on the Publication version of the Part 2 Local Plan. In a few cases these have identified some issues which can be met through minor changes to the Local Plan, and they also flag up a few which remain unsolved. However none of these fall into the category of having a significant impact on at least two local planning areas, and are not considered to be of a strategic nature.

- Gateshead Council
- North Tyneside Council
- Northumberland County Council
- Sunderland Council
- Environment Agency
- Historic England
- Natural England
- Homes England
- NHS England
- Civil Aviation Authority
- Office of the Rail Regulator
Gateshead Council

<table>
<thead>
<tr>
<th>Governance and working arrangements</th>
</tr>
</thead>
<tbody>
<tr>
<td>• LA7 Chief Executives</td>
</tr>
<tr>
<td>• LA7 Economic Directors</td>
</tr>
<tr>
<td>• LA7 Heads of Planning Meetings</td>
</tr>
<tr>
<td>• Newcastle and Gateshead Duty to Cooperate Meetings</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Engagement on Cross Boundary Matters – meetings</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Regular meetings continue to be held between members of the respective planning policy teams regarding the ongoing preparation of the DAP (Development and Allocations Plan) and MSGP (Making Spaces for Growing Places)</td>
</tr>
<tr>
<td>• Joint working on the CSUCP strategic matters is ongoing</td>
</tr>
<tr>
<td>• Infrastructure Delivery Plan Participant</td>
</tr>
<tr>
<td>• HMA meetings</td>
</tr>
<tr>
<td>• Consultee</td>
</tr>
<tr>
<td>• Memorandum of understanding</td>
</tr>
</tbody>
</table>

Joint working

Newcastle City Council and Gateshead Council work collaboratively in respect of a number of cross-boundary matters. The two councils will continue to work together proactively to address relevant issues and to strengthen the policies of the two councils.

Newcastle City Council and Gateshead Council share a joint Core Strategy and Urban Core Plan (CSUCP) which forms part 1 of Newcastle’s local Plan and part 1 and 2 of Gateshead’s. It contains the overall strategic vision and strategy for delivering economic prosperity and the development of new thriving neighbourhoods. The plan covers the whole of the area within the administrative boundaries of Gateshead and Newcastle and includes strategic policies and specific policies for the Urban Core Sub-Areas and sites.

The CSUCP was adopted in March 2015. The Planning Inspector in his Report stated:

“The very fact that Gateshead and Newcastle City Councils have jointly prepared a single plan for their combined areas is a strong demonstration of compliance with the duty. There was no compelling evidence that the two Councils had failed to co-operate on strategic cross-boundary issues – whilst small differences of approach and outcome are apparent on some matters, these appear to have had no significant effect on the overall strategy and do
not threaten its implementation. Government advice in Planning Practice Guidance (PPG) indicates that a joint plan can be an effective means of addressing cross-boundary issues; the CSUCP serves as a commendable example of joint working. Moreover, the agreement with North Tyneside Council that Newcastle will seek to reduce out-migration to its neighbour is a further example of co-operative working.”

Local Plan development is an iterative process and Duty to Cooperate meetings have been held regularly between Newcastle and Gateshead council’s independently as part of ongoing meetings between the North East authorities.

Both councils continue to cooperate closely to achieve the strategic priorities set out in the CSUCP. Ongoing meetings have been held between the two councils with regards to the production of the DAP and MSGP. Since the adoption of the Core Strategy the two councils have commissioned several joint pieces of work to support the DAP and MSGP.

**Housing**

Gateshead and Newcastle share a housing market area (Newcastle also has strong links with North Tyneside). The Councils have worked together to develop joint evidence regarding the housing market including Strategic Housing Market Assessments (SHMA).

The CSUCP sets out the strategic approach to housing for both Gateshead and Newcastle, including the overall housing requirement for the two local authority areas, and the broad distribution of new housing.

The Councils have taken a collaborative approach to addressing the issues identified in shared evidence of housing market conditions, and will continue to work together in the forthcoming review of the CSUCP.

**Water quality / ecology**

Gateshead Council and Newcastle City Council are part of the Tyne Catchment Partnership, a group of organisations including the Environment Agency, Tyne Rivers Trust, Local Wildlife Trusts, Northumbrian Water Group, and relevant local authorities. The partnership aims to work together on integrated catchment management across the River Tyne catchment area.

**Employment land / commercial development**

The Councils share strong economic links, particularly in relation to the Urban Core. These links were recognised, and strategic issues addressed through the CSUCP and this evidence has informed the preparation of the DAP and MSGP. The shared economic links between Gateshead and Newcastle have been recognised in the evidence base prepared to inform the DAP and MSGP, which has included a jointly commissioned Employment Land and Property Demand Assessment (2016); both Councils’ Employment Land Reviews have been prepared using shared assumptions, and have been founded on agreed evidence of quantitative and qualitative demand.
The Councils have taken a joint approach in defining the threshold for retail impact assessments. The DAP and MSGP are underpinned by market commentary on comparison and convenience retailing (2015), and forecast demand for convenience and comparison retailing (2010 and 2012 respectively). These joint studies have informed preparation of the DAP and MSGP.

Transport and infrastructure
The Local Plans have been informed by transport modelling which has considered the transport impacts of proposals on the transport and public transport networks.

The Councils prepared a joint IDP to support the CSUCP, with separate updates to support the DAP and MSGP. A further update will be produced alongside the CSUCP Review.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council and Gateshead Council will be carrying out a review of the CSUCP following the adoption of the DAP and MSGP. The two councils will cooperate fully in the review process.

Representations made at consultation and ongoing joint working

*DAP Scoping Stage:*

No formal comments made. However Gateshead Council and Newcastle Council worked closely together to produce the joint Core Strategy and Urban Core Plan which was adopted in 2015. The Councils have continued to work closely with one another through the preparation of their respective Local Plans, the Development and Allocations Plan (DAP), and Making Spaces for Growing Places (MSGP).

*Regulation 18 & Regulation 19 consultation stages:*

Given the extent of collaborative working between the two councils in preparing their land allocations and development management policies documents, neither Council made formal submissions during Regulation 18 or Regulation 19 consultation on the DAP or MSGP.

The ongoing collaboration and shared evidence between the two Councils provides strong evidence of compliance with the Duty to Cooperate. In keeping with the NPPF, the Councils are required to review the CSUCP by March 2020. As such the Councils are committed to ongoing joint working, and have established a joint Local Plan Review Board, with regular meetings.
Governance and working arrangements

- LA7 Chief Executives
- LA7 Economic Directors
- LA7 Heads of Planning Meetings
- North of Tyne Working Group Meetings/ Duty to Cooperate Meetings

Engagement on Cross Boundary Matters – meetings

- Consultee
- Memorandum of understanding

Joint working

Newcastle and North Tyneside alongside the other local authorities in the NELEP area have cooperated for some time when preparing their Local Plans. As agreed in the Memorandum of Understanding, all seven authorities seek to retain or encourage growth to support sustainable economic growth, maintain a proportion of economically active population, accommodate the trend of ageing population profiles and meet objectively assessed needs.

Strategic matters relating to the Economy, Housing provision and population growth, transport, infrastructure and retail were all discussed at officer level as part of the process of developing the CSUCP (Part 1 of Newcastle’s Local Plan) and North Tyneside Local Plan, July 2017. Key issues discussed included:

- Addressing unsustainable historic out migration from Newcastle into North Tyneside and establishing that the proposed housing and employment requirements in Newcastle and North Tyneside provided a complementary strategy
- Understanding the relationship between Newcastle’s employment provision and the available floorspace in key sites in North Tyneside (Quorum and Cobalt Business Parks)
- Determining that there was suitable existing capacity in North Tyneside Schools to accommodate pupils generated by strategic site allocations at Hazelrigg and Wideopen.

The CSUCP was adopted in March 2015. The Planning Inspector concluded in his report that Newcastle City Council had met the requirements of the Duty to Cooperate for Part 1 of the Local Plan’s preparation.

Local Plan development is an iterative process and Duty to Cooperate meetings have been held regularly between Newcastle and North Tyneside Council’s as part of ongoing meetings between the North of Tyne authorities.

Duty to Cooperate meetings were held in 2017 and 2018 between Northumberland, North Tyneside, and Newcastle councils. The Councils discussed progress on their respective local plans, and other strategic matters including;
11/10/2017 – Officers from Newcastle City Council, Northumberland County Council, and North Tyneside Council provided updates on;

- Newcastle’s emerging DAP
- Northumberland’s Local Plan
- North Tyneside councils Local Plan
- Significant matters with cross boundary significance were discussed. These included CLG/ Housing/ Demographics/ Brownfield Register/ PiPs, the Infrastructure Delivery Plan, regional planning and funding issues.

13/12/2018 - Officers from Newcastle City Council, Northumberland County Council, and North Tyneside Council provided updates on;

- Newcastle’s DAP (Regulation 19 overview)
- CSUCP Review (Joint with Gateshead)
- Gateshead
- Northumberland
- Northumberland National Park
- North Tyneside
- DtC – Governance arrangements moving forward

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

The IDP was updated as part of the evidence base for the Pre-Submission DAP. A further update will be produced alongside the CSUCP Review with input from relevant bodies.

Representations made at consultation

**DAP Scoping Stage:**
No comments made.

**Regulation 18 & Regulation 19 consultation stages:**

North Tyneside Council made no formal representations to the Regulation 18 or Regulation19 DAP consultations.

Notwithstanding this there have been regular meetings and extensive discussions between the two councils and North Tyneside Council are considered to support Newcastle City Council’s approach to the DAP.
Northumberland County Council

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<th>Governance and working arrangements</th>
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<td>● LA7 Chief Executives</td>
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<td>● LA7 Heads of Planning Meetings</td>
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<td>● North of Tyne Working Group Meetings/ Duty to Cooperate Meetings</td>
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<tr>
<th>Engagement on Cross Boundary Matters – meetings</th>
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<tbody>
<tr>
<td>● Consultee</td>
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<tr>
<td>● Memorandum of understanding</td>
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</table>

**Joint working**

Throughout the preparation of Newcastle and Northumberland’s Local Plans and in exercising the duty to cooperate, both authorities have met regularly to discuss strategic planning issues and shared emerging evidence. During this process and following Regulation 19 consultation, Northumberland County Council have confirmed that they support the approach to the Pre-Submission DAP.

Strategic matters relating to the Economy, Housing provision and population growth, transport, infrastructure and retail were all discussed at officer level as part of the process of developing the CSUCP (Part 1 of Newcastle’s Local Plan).

The CSUCP was adopted in March 2015. The Planning Inspector concluded in his report that Newcastle City Council had met the requirements of the Duty to Cooperate for Part 1 of the Local Plan’s preparation.

Local Plan development is an iterative process and Duty to Cooperate meetings have been held regularly between Newcastle and North Tyneside Council’s as part of ongoing meetings between the North of Tyne authorities.

Duty to Cooperate meetings were held in 2017 and 2018 between Northumberland, North Tyneside, and Newcastle councils. The Councils discussed progress on their respective local plans, and other strategic matters including:

11/10/2017 – Officers from Newcastle City Council, Northumberland County Council, and North Tyneside Council provided updates on;
- Newcastle’s emerging DAP
- Northumberland’s Local Plan
- North Tyneside councils Local Plan
- Significant matters with cross boundary significance were discussed. These included CLG/ Housing/ Demographics/ Brownfield Register/ PiPs, the Infrastructure Delivery Plan, regional planning and funding issues.

20/12/2017 – Officers from Newcastle council provided an update on several matters several matters including;
- Employment land Review analysis
• Consultation progress on the Development and Allocations Plan (DAP), (no comments received from Northumberland)

13/12/2018 - Officers from Newcastle City Council, Northumberland County Council, and North Tyneside Council provided updates on;
• Newcastle’s DAP (Regulation 19 overview)
• CSUCP Review (Joint with Gateshead)
• Gateshead
• Northumberland
• Northumberland National Park
• North Tyneside
• DtC – Governance arrangements moving forward

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

The IDP was updated as part of the evidence base for the Pre-Submission DAP. A further update will be produced alongside the CSUCP Review with input from relevant bodies.

Representations made at consultation

<table>
<thead>
<tr>
<th>DAP Scoping Stage:</th>
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<tbody>
<tr>
<td>No comments made at this stage, however continued and future collaboration welcomed.</td>
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<table>
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<tr>
<th>Regulation 18 &amp; Regulation 19 consultation stages:</th>
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<tbody>
<tr>
<td>Northumberland County Council made a number of representations at Regulation 18 stage</td>
</tr>
<tr>
<td>• Several Strategic Green Infrastructure corridors adjoined the border between Northumberland and Newcastle and had the potential to be strategic issues. The Council agreed to work with Northumberland on any cross-boundary issues.</td>
</tr>
<tr>
<td>• Several minor amendments to text and policies were requested to clarify points including the need for planning applications concerning the Area of Search to take into account the potential impact on Northumberland.</td>
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At Regulation 19 consultation Northumberland County Council confirmed their support of the Pre-Submission DAP policies. There have been regular meetings and discussions between the two councils.
**Sunderland Council**

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<th>Governance and working arrangements</th>
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<tr>
<td>● LA7 Heads of Planning Meetings</td>
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**Engagement on Cross Boundary Matters – meetings**

Throughout the preparation of Newcastle City Council and Sunderland City Council’s Local Plans and in exercising the duty to cooperate, both authorities have met regularly to discuss strategic planning issues and shared emerging evidence. During this process and following Regulation 19 consultation.

Sunderland does not share a border with Newcastle however as a major urban area within the Tyne and Wear conurbation there has been ongoing discussion and cooperation between the two councils. Newcastle has provided feedback on the emerging Sunderland Local Plan and on the International Advanced Manufacturing Park (IAMP).

Strategic matters relating to the Economy, Housing provision and population growth, transport, infrastructure and retail were all discussed at officer level as part of the process of developing the CSUCP (Part 1 of Newcastle’s Local Plan).

The CSUCP was adopted in March 2015. The Planning Inspector concluded in his report that Newcastle City Council had met the requirements of the Duty to Cooperate for Part 1 of the Local Plan’s preparation.

Local Plan development is an iterative process and Duty to Cooperate meetings have been held regularly between Newcastle and Sunderland City Council.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

**Representations made at consultation**

*DAP Scoping Stage*

No comments made.

*Regulation 18 & Regulation 19 consultation stages:*

Sunderland County Council made no formal representations to the Regulation 18 or Regulation 19 DAP consultations.

Notwithstanding this there have been regular meetings and extensive
discussions between the two councils and Sunderland City Council are considered to support Newcastle City Council’s approach to the DAP.
Joint Working with Prescribed Bodies Tables

Environment Agency

<table>
<thead>
<tr>
<th>Nature of cooperation</th>
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<tr>
<td>• Consultee</td>
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</table>

**Joint working**

The Environment Agency (EA) has been consulted throughout the preparation of the Local Plan, and in the preparation of the evidence base in relation to flood risk, this has included Strategic Flood Risk Assessments, Surface Water Management Plans and the Water Cycle Study. These underpin, Part 1 of the Local Plan, the Core Strategy and Urban Core Plan (2015) and Policy CS17 Flood Risk and Water Management.

In preparing the evidence base for the Development and Allocations Plan the Strategic Flood Risk Assessment (SFRA), Level 1 was reviewed in 2017 and is currently being updated following changes since 2017. The EA are involved in this process. The council has regular liaison meetings with the EA on planning related issues.

The Newcastle Waste Commission was established in March 2017 and its Terms of Reference included engaging with communities and partners to develop long-term, ambitious approaches. The council engages proactively with the NWC, Environment Agency and with Northumbrian Water Limited to ensure wastewater from future new development can be accommodated at treatment works. There is currently ongoing joint work between the Council, other local authorities, Northumbrian Water and the Environment Agency on the development of a strategic policy to reduce the amount of surface water run-off from new developments, and separate it from the sewerage system.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

**Representations made at consultation**

**DAP Scoping Stage:**
No comments made.

**Regulation 18 & Regulation 19 consultation stages:**

The Environment Agency made several comments on the Draft DAP. Amendments were made to the Draft Plan in response to these comments.
In relation to the Flood Risk and Water Management policy these included reference to the need to address polluting effects of highway runoff through sustainable drainage design. The inclusion of the requirement where possible
to remove culverts was added into the flood risk and water management policy. A reference requiring development to seek to improve water quality and enhance ecology, fisheries and mitigate against the Water Framework Directive (WFD) heavily modified water body designation was added into supporting text.

For Mineral Extraction and reclamation, the word quality was included in criteria regarding proposals to demonstrate no unacceptable adverse impact on the flow and quantity of surface and groundwater drainage. For the area of mineral search, a reference to the Dewley Burn tributary which runs through the proposed site was included in supporting text ensuring that any mineral extraction that could potentially have an adverse environmental impact on the waterbody would need to be mitigated.

Pre-Submission Plan Regulation 19 consultation:
The majority of Environment Agency comments on the pre-submission plan were in support of the DAP. A modification has been suggested to paragraph 6.15.3 referencing that the River Tyne estuarine limits pass through Newcastle City Council area, allowing connectivity through the River with international and national coastal and marine designated sites.

In relation to DM14 Mitigation and Highway Management, following the comments received on the draft plan additional text was included in the pre-submission plan, referencing the need to mitigate the polluting effects of urbanisation and in particular the road network on the water quality of rivers by using sustainable drainage. These were included in the Flood Risk and Water Management Policy paragraph 6.12.9.

The Strategic Flood Risk Assessment (Level 1) is being updated and will include comments raised by the EA. The update will ensure the SFRA is compliant with the National Planning Policy Framework (NPPF) 2018 and Planning Practice Guidance (PPG); the inclusion of information regarding Mining and Groundwater and consideration of the North East Constraints maps and the risk of potential mine water change, and the use of the updated and recent climate change projections, UKCP18 published November 2018.

The EA have advised that for site allocations the plan should ensure that there is enough sewerage capacity to accommodate additional housing and employment allocations. Northumbrian Water Limited (NWL) have been involved in the ongoing development of the evidence base which supports the site allocations. Site locations, quantum and timescales have been shared with NWL through this process.
**Historic England**

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**Joint working**

Historic England appreciate the proactive approach taken by the Council in engaging with them and have been consulted extensively at all stages of the DAP process.

Newcastle Council’s Urban Design and Conservation Team have a strong working relationship with Historic England. Coordination between Planning Policy, the Urban Design Team and the Tyne and Wear Archaeology Service has been an essential part of the DAP’s development. They have been instrumental in developing the policies relating to the Historic Environment and in ensuring that any comments and concerns raised at consultation and the Duty to Cooperate have been addressed, enabling the relevant policies to function effectively.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

**Representations made at consultation**

**DAP Scoping Stage**

Allocations and Designations- Sites allocated should have demonstrable heritage assets. Historic Parks and Gardens should also be considered.

People and Place- Policy should be representative of the local distinctiveness and character whilst any new developments should make a positive contribution to the local character. It’s not clear whether the policy would be confined to statutorily designated listed buildings or those on the local list. HE would support non-listed locally important sites. Archaeological assessments should cover listed and non-listed sites.

Place Making- It is not clear if conservation areas and sites of archaeological interest have been scoped in this document, if these are existing or whether there is an element of pro-activity in identifying new areas and sites.

**Regulation 18 & Regulation 19 consultation stages:**

Historic England made several representations at Regulation 18 consultation. Historic England were generally supportive of a number of other policies in the plan as well as the plan as a whole. However several objections were raised. These were primarily concerned with ensuring that the impact of the...
development proposed in the DAP site allocations for housing and employment land fully considered their potential impact. They noted that parking requirements could constrain development where the historic environment would be adversely affected by parking provision.

Several minor changes including a factual correction were also pointed out.

At Regulation 19 consultation Historic England raised several issues relating to policies in the Pre-Submission DAP and recommended that further evidence was required in several cases.

A meeting was held on 18/1/2019 to discuss comments raised by Historic England with regards to DM1, DM2, DM5, DM9, DM15, DM16, DM17, DM18, and DM19. The outcome and actions of this discussion were circulated between the participants and agreed by Historic England.
Historic England commented that it was not clear how the HELAA or ELR had assessed the employment sites other than 13, 19, and 26 for their impact on heritage assets and requested that the Council produce Development Principles documents for allocated employment sites. Following further discussion it was agreed that the Council would provide further detail as to how sites were assessed demonstrating that potential impact of development on heritage assets has been taken into account or that opportunities to conserve and enhance the historic environment have been considered.

Historic England indicated that they would like the additional evidence relating to the CAV site (available in the Pre-Submission evidence base) to be signposted in the policy. On further discussion it was agreed that this could be added to the supporting text.

Historic England recommended a minor amendment to Policy DM15, changing “preserve or enhance” to “preserved and enhanced”, but noted that both terms are used by LPAs in their policies. On further discussion it was agreed that the policy could remain as currently worded.

Historic England recommended a minor amendment to Policy DM16, changing “preserve or enhance” to “preserve and enhance”, but noted that both terms are used by LPAs in their policies. On further discussion it was agreed that the policy could remain as currently worded.

Historic England made several recommendations in relation to Policy DM17. Their Archaeologist recommended changes intended to make the policy more robust. Specifically changing “investigations” in Part 1 to say, “assessment and evaluation”. Further discussion, and input from the Tyne and Wear Archaeological Team resulted in the agreement that the matter could be addressed with further detail in the supporting text of the policy. Historic England recommended changes to part 2 of the policy, and an acceptable wording was agreed. A minor change to the wording of part 3 was also agreed through discussions between the Council and Historic England. It was agreed that the proposed modification to part 4 of the policy was dealt with suitably in the supporting text.

Historic England recommended a minor alteration to policy DM19 - Battlefield of Newburn Ford 1640, to ensure that the policy had regard to the full significance of the Battlefield rather than its landscape character alone. A factual error in the supporting text was also noted and has been addressed.

Historic England made representations requesting some modifications to the Development Principles evidence documents, which support Policy DM5 – Housing sites. These changes and actions have been agreed with Historic England and implemented.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they
need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.
Natural England

Governance and working arrangements

- Consultee

Joint working

Through liaison with Natural England, all policies in the Core Strategy that related to biodiversity have been reviewed and amended over time.

Natural England provided input on the Green Infrastructure Delivery Framework which has been prepared to provide an update on the implementation of Green Infrastructure. The GI Delivery Framework will be published and monitored.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

Representations made at consultation

**DAP Scoping Stage**

No comments made.

*Regulation 18 & Regulation 19 consultation stages:*

Natural England made a representation at Regulation 18 consultation on DM28 – Protecting and Enhancing Biodiversity and Habitats. These were generally supportive and included several suggestions to amend the policy, while still considering it robust.

Natural England commented at Regulation 19 consultation. Their comments were in support of DM27 and the inclusion of the Green Infrastructure Delivery Framework.
## Homes England

### Governance and working arrangements

- Consultee

### Engagement on Cross Boundary Matters – meetings

Newcastle City Council has regular meetings with Homes England as an Investment Partner in relation to current funded programmes and more broadly as part of the North of Tyne Combined Authority (NTCA), through its Housing and Land Board, which along with other portfolio Committees will act in an advisory role to the Combined Authority Cabinet.

The Housing and Land Board will support delivery of the NTCA housing growth ambitions; and align public sector resources to maximise land supply, investment and impact on the delivery of housing through land supply, funding and statutory powers.

The Housing and Land Board is supported by a North of Tyne Working Group, comprising senior housing, planning and officers from Homes England. The work is intended to provide a more strategic approach to support the delivery of more and better homes across the area – providing improved range of tenures and type of new home, including market, affordable and specialist housing.

Newcastle’s Fairer Housing Unit (FHU) work closely with Homes England through the North of Tyne Housing Land Board and via bids to progress housing schemes administered by Homes England. Over the past five years we have we have successfully brought in over £23m funding from Homes England. With partner investment this will leverage £92m in total investment into delivering over 1,000 homes over the next three years, including 400 on Council owned land this year alone.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

### Representations made at consultation

**DAP Scoping Stage:**

No comments made.

**Regulation 18 & Regulation 19 consultation stages:**

Homes England made no representations at Regulation 18 or Regulation 19 consultation.
Notwithstanding this there have been regular meetings and extensive discussions between the two councils and Sunderland City Council are considered to support Newcastle City Council’s approach to the DAP.
NHS England

**Governance and working arrangements**
- Consultee

**Joint working**

Clinical Commissioning Groups (CCGs) were created following the Health and Social Care Act in 2012, and replaced Primary Care Trusts on 1 April 2013. They are clinically-led statutory NHS bodies responsible for the planning and commissioning of health care services for their local area. Newcastle and Gateshead share a single CCG.

The Council have consulted NHS England through Regulation 18 and 19 consultation stages and consider that they have met the requirements of the duty to Cooperate.

**Representations made at consultation**

*DAP Scoping Stage*
No comments made.

*Regulation 18 & Regulation 19 consultation stages:*
No Comments were made at Regulation 18 and Regulation 19 consultation by the NHS in its role as a statutory consultee.
Office of the Rail Regulator

**Governance and working arrangements**

- Consultee

**Joint working**

The Council have consulted the Office for Rail Regulation (ORR) at every stage during the preparation of the Plan, however have not received any representations.

The Office of Rail Regulation’s (ORR) guide to delivering the Duty to cooperate reiterates that they will only consider plans that concern ‘strategic matters’ having a ‘significant impact on’ at least two planning areas. As such, no specific efforts have been made to engage the ORR beyond normal consultation procedures. No response was received at regulation 18 or 19 stages.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

The IDP was updated as part of the evidence base for the Pre-Submission DAP. A further update will be produced alongside the CSUCP Review working with Gateshead Council.

**Representations made at consultation**

**DAP Scoping Stage**

No comments made.

**Regulation 18 & Regulation 19 consultation stages:**

No Comments were made at Regulation 18 and Regulation 19 consultation by the Office of the Rail Regulator in its role as a statutory consultee.
Highways England

Governance and working arrangements

- Consultee

Joint working

Newcastle liaises with Highways England directly on both strategic matters such as developing the Core Strategy and DAP. It also consults Highways England on planning applications which would impact on the strategic road network.

Meetings have also taken place between planning officers, Newcastle Transport Planners and representatives of Highways England at Regulation 18 stage. A meeting was held to discuss comments made by Highways England on 22/2/2018. Discussions dealt with the likely impact of housing and employment allocations set out within the DAP on highways and the strategic road network.

The relevant Highways Authorities (mostly neighbouring LPAs) have been contacted through formal consultation procedures at regulation 18 and 19 stages, as part of the IDP review, and through internal liaison in the case of the city as a Highways Authority in its own right. Highways England have stated they have no comments to make and that the DAP and the cumulative impact of its non-strategic allocations is not considered likely to affect major roads in their jurisdiction.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

The IDP was updated as part of the evidence base for the Pre-Submission DAP. A further update will be produced alongside the CSUCP Review with input from Gateshead Council.

Representations made at consultation

_DAP Scoping Stage:_
No specific comments made

_Regression 18 & Regulation 19 consultation stages:_

At Regulation 18 consultation Highways England indicated that they broadly supported the DAP. The main issue raised was that the policies in the DAP should not adversely impact the capacity, operation and safety of the Strategic Road Network. They also requested that development proposals put forward for sites be required to demonstrate that development would not have an adverse impact on the road network. Further information was also requested regarding allocations, and this was subsequently provided.
At Regulation 19 consultation Highways England commented in support of the plan. They commented that having considered the DAP Highways Modelling Report the scale and impact of development proposed is considered to be insufficient to warrant specific further assessment of the SRN.
insufficient to warrant specific further assessment of the strategic road network.
Marine Management Organisation

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<tr>
<th>Joint working</th>
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<tr>
<td>The Marine Management Organisation (MMO) license, regulate and plan marine activities in the seas around England and Wales so that they are carried out in a sustainable way. This helps the government achieve its vision for clean, healthy, productive and biologically diverse oceans and seas. The MMO is an executive non-departmental body, sponsored by the Department for Environment, Food and Rural Affairs.</td>
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</table>

The MMO have been involved throughout the Local Plan process as a statutory consultee, and have had no comments to make on the plan.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

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<tr>
<td><strong>DAP Scoping Stage</strong></td>
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<tr>
<td>No specific comments made.</td>
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**Regulation 18 & Regulation 19 consultation stages:**

No representations were made at Regulation 18 or Regulation 19 consultation stages.
### Nature of cooperation

The seven constituent authorities (LA7) which made up NECA and NTCA report up to a single joint transport committee. This includes Newcastle County Council and:

- Provides leadership and a united voice on key strategic transport issues
- Links strategic transport planning with economic priorities
- Provides strong representation on transport issues of national significance including rail, air travel, strategic road network and our ports
- Provides more effective coordination and enables improvement to the area’s public transport network.

The LA7 is supported by a Heads of Transport Officers Group and a range of sub-groups including Strategic Highways, Sustainable Transport, and Technical Analysis. The Heads of Transport group meets on a monthly basis and ensure a strategic approach to the development of transport policy for the seven authorities taking cognisance of current and emerging land use priorities.

### Joint working

The Joint Transport Committee of the two Combined Authorities has a duty to produce a Transport Plan for the North East that sets out policies, priorities and activities to develop the region’s transport so as to realise the JTC’s vision.

### Representations made at consultation

#### DAP Scoping Stage

No comments made.

#### Regulation 18 & Regulation 19 consultation stages:

At Regulation 18 consultation NECA commented in support of the DAP, indicating proposed housing sites are generally of a scale and location that can be accessed via the existing public transport network.

It was also mentioned that the Metro is pursing an ambitious programme of infrastructure renewal and wishes to operate as a good neighbour and keep noise and disruption to a minimum. The Council confirmed that the policies set out in the Local Plan will not affect the delivery of these works.

No representations were received at Regulation 19 consultation stage.
Nexus

<table>
<thead>
<tr>
<th>Governance and working arrangements</th>
</tr>
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<tbody>
<tr>
<td>• Consultee</td>
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</tbody>
</table>

Joint working
The Council have consulted the Nexus at every stage during the preparation of the Plan and has also liaised with them on the preparation of the Infrastructure Delivery Plan (IDP). They participated fully in the development of the CSUCP. The Council continues to work with partners at Nexus to identify the future ambitions of the rail and Metro network in Tyne and Wear.

As mentioned in section 6, the NPPF now requires policies in local plans and spatial development strategies to be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. To comply with new national policy requirements Newcastle City Council will be carrying out a review of the CSUCP following the adoption of the DAP. Newcastle will cooperate fully with prescribed bodies and neighbouring authorities during the review process on any strategic issues that need to be updated.

The IDP was updated as part of the evidence base for the Pre-Submission DAP. A further update will be produced alongside the CSUCP Review with input from Gateshead Council.

Representations made at consultation

DAP Scoping Stage
Although consultation was welcomed, Nexus would like more of a transport focus, recommending a strategic transport plan for large sites.

Regulation 18 & Regulation 19 consultation stages:
Nexus were broadly supportive of the plan at Regulation 18 consultation. Some requests for further information on a site were made and the Council provided this.

At Regulation 19 consultation stage Nexus commented that an amendment should be made to the Green Belt Boundary. The Council considered that the Green Belt Boundary should not be altered in the DAP and that no ‘exceptional’ circumstances had been identified to justify the adjustment.
Newcastle International Airport/ Civil Aviation Authority

Governance and working arrangements

- Consultee

Joint working

Regular meetings with Newcastle International Airport have taken place throughout the production of the CSUCP which was adopted in March 2015 and as part of the preparation of the DAP.

Newcastle International Airport is the principal international gateway into the Region and a key economic growth driver. It is the largest airport in the North East, with 5.4 million customers in 2018 supporting 3,500 jobs on site and a further 15,400 across the region.

The importance of the airport is reflected through dedicated policies and allocations set out in the CSUCP. The airport is a major contributor to economic activity and regeneration in the North East and the wider north region. It provides access to air travel and to new and emerging markets for business, commerce and industry. Economic development and regeneration is encouraged by facilitating inward investment, and tourism is supported by providing access to UK destinations and attractions.

The airport is considered to be an important employment location for general employment uses in the CSUCP and the Key Employment Site will be a premier business location in Newcastle’s portfolio of economic land. Sites allocated within the Key Employment Area include Newcastle Airport North (KEAa), which is allocated for airport related development and three sites to the south (KEAb), (KEAc) and (KEAd). In particular site KEAd will be supported by the new Airport Access Road which will provide improved access to the A696, and a secondary route for employment traffic to access the A1. In addition Policy NN4 requires reservations of land to be made at NN4a to enable suitable road connections to the facilities and services of Newcastle Great Park.

The Council recognises Newcastle international Airport (NIA) as a key gateway for the County’s economy and is a shareholder in the Airport. The NIA company have prepared a replacement Master Plan in parallel with the preparation of the DAP and it has been in the interests of both parties to coordinate these processes. In seeking to do this, discussions have centred around the continued expansion of the Airport.

Representations made at consultation

DAP Scoping Stage

No comments made.

Regulation 18 & Regulation 19 consultation stages:

Newcastle International Airport provided extensive comments on the emerging DAP at Regulation 18 stage. These ranged across a number of issues.

The Airport were supportive of housing and economic growth provided it did
The Airport considered that there was a need for an additional transport testing to ensure that the proposed development will not negatively impact on the surrounding strategic road network. The Council have already produced a Transport Assessment as part of the DAP, which they feel addresses this issue.

Concerns were raised regarding the impact that the noise generated by the Airport would have on any new development in proximity to it, and how this would be assessed. These issues linked with concerns over the need to safeguard operations of the airfield and approach and departure paths. The impact of the Area of Search for minerals on the Airport as well as the lack of reference to the public safety zone around the airport were also raised. The Airport considered that these issues should be addressed in the plan as part of a discrete policy. The Council considered the issues raised by the Airport and made appropriate changes to the Draft DAP, including the inclusion of a stand-alone policy dealing with airport safety.

Comments were made by the Airport at Regulation 19 stage, and the Council have been proactive in addressing them through ongoing correspondence and regular meetings with Newcastle International Airport.

The Airport reiterated their view that the Great Park spine road should be designated in the DAP, on the grounds that the spine road (which is a mix of single and dual 7.3m carriageway) is constructed, and at present is the only access road for Great Park and the Sage HQ. They suggested that this should be designated as a secondary distributor road. However, the Council consider that only those roads that were built should be included in the road hierarchy. This does not mean that the Council does not support the construction of a spine road however.

The Airport commented in support of the DAP reflecting the NPPF requirement for new development to consider the potential impact of noise from existing businesses and that mitigation should be enacted by the ‘agent of change’. They pointed out that the housing schemes being developed in proximity to the Airport may be adversely affected by operational noise and that the DAP did not make it clear what action should be taken where appropriate mitigation cannot be agreed. This factored into the need to take account of the Airport’s noise contours and requirements in NPPF that large scale facilities should be planned for i.e. the potential expansion of Airport operations set out in their Masterplan. It was the council’s view that the Airport masterplan should not be referenced in the DAP because it is not a council policy document. It was noted that the Airport noise contours are considered through the Development Management process. Modifications were made to the supporting text of DM25 to clarify that proposals would have to consider any cumulative impact.

There is a further outstanding issue which has not been agreed in relation to Policy DM29 - Protecting and Enhancing Biodiversity and Habitats. While the
Airport were broadly supportive of intentions of DM29 they objected to the extent of the wildlife enhancement corridors around the airport site, on the grounds that it would interfere with achieving the objectives set out in the Airport's Masterplan 2035 for development after CSUCP period.

The Airport commented that majority of land on employment site KEAc is designated as a wildlife enhancement corridor, and that the site is unique in the region in that it could provide direct airside access; has the potential to provide for a large scale, regionally important freight and distribution development; and whilst it would be accompanied by an onsite landscaping strategy, the entire of the site is required for employment development. They argue that the proposed designation would restrict the use of the site for this purpose, and object to the proposal.

The Airport suggested that the enhancement of the wildlife corridor to the south of the Airport should focus on the Ouseburn and Foxcover Wood and the route of the Airport Access Road, incorporating woodland around Woolsington Hall. Corridor cuts across TPO trees on site KEAb and encompasses land which will likely be occupied by buildings. They propose the corridor should focus on the Abotswood Burn corridor, as is supported by the environmental statement for the planning application 2007/0949/02/REN.

They point out that the same designation covers a swathe of land to the east of site KEAc, and that this land is identified in the Airport's Masterplan 2035 for development after CSUCP period. They object to the whole of this land parcel being given a restrictive designation and suggest that the wildlife corridors could be maintained and enhanced around the fringes of the site which would still allow for the wider site to be developed.

The Airport's Masterplan 2035 seeks to safeguard land for the extension of the current runway by circa 700m. Much of the land around the runway extension would need to be fenced off to enclose the operational area of the airfield. Although most of the area for the extension has been excluded from the wildlife corridor a portion covers the safeguarded land. The Airport consider that it would not be possible to enhance a wildlife corridor if the area was to be fenced off. Enhancement of habitat in such close proximity to the runway end could attract wildlife hazardous to aircraft to a critical part of the airport. They request that the corridor at this location is reduced and concentrated to the western boundary of Brunswick and Hazelrigg.

The Council consider that the evidence which supports the policy in relation to the Wildlife Enhancement Corridors is robust. The methodology used to assess Newcastle’s Wildlife Enhancement Corridors is explained in the Wildlife Enhancement Corridors Reports 2013. The Council does not consider the need to change any of the Wildlife Enhancement Corridor boundaries. The Airport did not provide any additional evidence to the contrary to support their comment that the Wildlife Corridors relating to the airport should not be designated at Regulation 19 Consultation, however upon further discussion they have indicated that they can provide indicative site layouts to demonstrate that the designated Wildlife Enhancement Corridors would
prevent KEAc from achieving its objective.

The Council have considered the Airport’s views and in response, consider that the Wildlife Enhancement Corridors should not be amended, and are justified through robust evidence. In particular the Wildlife Enhancement Corridor only covers the eastern end of KEAc which contains Dinnington Fen Site of Local Conservation (SLCI).

Woolsington Lake and Woods Sites of Local Conservation Interest are located to the south of the site. The corridor buffers Dinnington Fen (SLCI), Sunnyside Ponds (SLCI) and Havannah (LNR). There are historical records of great crested newts and bat roosts in that area.

There is a standoff from the western end of the runway. Connectivity between Havannah and Big Waters is required, but land further east consists of industrial estates, housing and new residential development. No wildlife enhancements to this area are planned and any development would have to comply with a Bird Strike Risk Assessment.
9. **Appendices:**

<table>
<thead>
<tr>
<th>Appendix 1: Memorandum of Understanding June 2014</th>
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<td>Appendix 2: Regional Position Statement</td>
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<td>Appendix 3: North of Tyne Position Statement</td>
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MEMORANDUM OF UNDERSTANDING

Duty to Co-operate

Newcastle, Gateshead, Northumberland, Durham, North Tyneside, South Tyneside and Sunderland Councils

1. Introduction

1.1 This Memorandum of Understanding is the agreement between Newcastle City Council, Gateshead Council, Northumberland County Council, Northumberland National Park, Durham County Council, North Tyneside Council, South Tyneside Council and Sunderland City Council ("the Partners") to comply with the duty to co-operate on planning issues set out in Section 33A of the Planning and Compulsory Purchase Act 2004 (the Act) as well as those that relate to Strategic Priorities as set out in the National Planning Policy Framework.


1.3 Section 20 of the Act requires that in examining Local Plans the Secretary of State will be assessing whether the Local Planning Authority has complied with the duty to co-operate in preparing the Local Plan.

2. The purpose of our co-operation

2.1 The purpose of the Memorandum of Understanding is to set out how the Partners will comply with the duty to co-operate for their mutual benefit and for that of their joint plan making area. It will:
   • Clarify and record the responsibilities of the Partners both individually and collectively; and
   • Establish guidelines for joint working going forward in accordance with the governance arrangements set out in the Memorandum of Understanding.

3. Status of the Memorandum of Understanding

3.1 The Memorandum of Understanding is an operational document. It is not a formally binding legal agreement and the partnership is not a legal entity.

3.2 The Partners individually and collectively agree to use all reasonable endeavours to comply with the terms and spirit of the Memorandum of Understanding.
3.3 Under the Memorandum of Understanding the Partners cannot employ staff, let contracts or commit financial resources on behalf of the constituent Partners without their formal agreement.

3.4 Agreement to or withdrawal from the Memorandum of Understanding does not remove a Local Authority’s duty to co-operate pursuant to the Act.

4. Governance Arrangements

4.1. These arrangements are set out on the attached flowcharts ("the Flowcharts"). The arrangements are as follows:

4.2. Each local authority will be responsible for preparing and adopting their own Local Plan, development plan documents and local development documents and setting up their own governance arrangements to facilitate this.

4.3 Each Local Authority’s Local Plan Governance Group will feed progress reports and strategic priority issues that have a cross-boundary interest to the Planning Heads of Service Group for discussion. The Planning Heads of Service Group will include representation from each of the seven local authorities. This will be the mechanism of co-operating on such issues.

4.4 The Planning Heads of Service Group will report their discussions and agreed actions back to the Local Plan Governance Groups and as appropriate to any or all of the following:
   • Economic Directors Group
   • LEP Transport Group
   • LEP Planning and Infrastructure Group
   • Chief Executives Group
   • Leaders and Elected Mayors Group
   • North East Local Enterprise Partnership (LEP)

4.5 These above groups may also refer issues to the Planning Heads of Service Group for discussion and or action and for feeding back to the Local Plan Governance Groups.

4.6 The Local Plan Governance Group is the relevant board or grouping of senior officers managing the production of the authority’s Local Plan.

5. Scope of Co-operation

5.1 Each Partner will engage constructively, actively, expediently, and on an on-going basis in any process which involves the following:
   • The preparation of Local Plans;
   • The preparation of other local development documents;
   • Activities that can reasonably be considered to prepare the way for activities which any of the above that are or could be contemplated; and
   • Activities that support any of the above so far as they relate to sustainable development or use of land that has or would have a significant impact on at least two planning areas, including sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas.

5.2 Engagement for the purposes of 5.1 includes in particular:
   • Considering whether to consult on and prepare and enter into and publish agreement on joint approaches to the undertaking of activities in 5.1; and
   • Considering whether to agree to prepare joint local development documents.
5.3 When complying with the duty to co-operate the Partners will have regard to guidance given by the Secretary of State.

6. Meetings

6.1. The Planning Heads of Service Group will meet bi-monthly or as required.

7. Funding and Finance

7.1. Each Authority will use its own staff to progress their Local Plans except where consultants are used.

7.2. If consultants are used on a joint basis their costs will be apportioned dependent upon the amount of work that affects each authority’s area. The Project Directors responsible for each Local Plan Governance Group or in their absence the Project Owners as specified on the Flowcharts will be responsible for authorising the costs associated with any work prior to that work being commenced.

7.3. Each authority will invoice the other authority once every two months for expenditure it has incurred on the others behalf, providing supporting detail of the relevant transactions as appropriate.

8. Duration

8.1. The joint governance arrangements will remain in place until the duty to co-operate is no longer required by legislation.

9. Dispute Resolution

9.1. In the event of a dispute that cannot be resolved by the Planning Heads of Service Group the matter concerned will be referred to the Chief Executives Group. If the matter cannot be resolved by the Chief Executives Group it will be referred to the Leaders and Elected Mayors Group. If the matter is not able to be satisfactorily resolved the Partners put in writing and keep on file the matter.

9.2. Those decisions in respect of agreement and dispute will be clearly logged and submitted as part of the evidence to each respective local planning authority’s Local Plan examination to demonstrate how the duty has been complied with.

10. Intellectual Property Rights

10.1. Subject to the rights of third parties, the Partners will share equally the intellectual property rights to all data, reports, drawings, specifications, designs, inventions or other material produced or acquired including copyrights in the course of their joint work. The Partners agree that any proposal by one Partner to permit a third party to utilise the documents and materials produced by the partnership shall be subject to the agreement of all other Partners. Any changes, amendments or updates made to the documents and materials, if made under the terms of the Memorandum of Understanding, shall be jointly owned by the Partners.
11. Freedom of Information Requests

11.1. If any partner receives a freedom of information request in respect of shared work associated with the Memorandum of Understanding it will be shared at the earliest opportunity with the other relevant authorities in order to determine and achieve a consensus as to what information shall be released.

12. Termination

12.1. Any of the Partners may withdraw from the Memorandum of Understanding at any time. Any such withdrawal would need to be approved by the Chief Executives Group and Leaders and Elected Mayors Group.

12.2. If the Memorandum of Understanding is terminated, the Partners agree that any reports, studies or any other information which has been jointly prepared by the Partners can be used by each of the Partners separately.

13. Signatories

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[Signatures and names]

Northumberland Council Leader: ____________ Chief Executive: ____________

Northumberland National Chairman: ____________ Chief Executive: ____________

South Tyneside Council Leader: ____________ Chief Executive: ____________

Sunderland City Council Leader: ____________ Chief Executive: ____________
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13. Signatories

Durham County Council
Leader: .................................................. Chief Executive: ..................................................

Gateshead
Leader: .................................................. Chief Executive: ..................................................

Newcastle City Council
Leader: .................................................. Chief Executive: ..................................................

Northumberland County Council
Elected Mayor: .................................................. Chief Executive: ..................................................

Northumberland National Park
Leader: .................................................. Chief Executive: ..................................................

South Tyneside Council
Leader: .................................................. Chief Executive: ..................................................

Sunderland City Council
Leader: .................................................. Chief Executive: ..................................................
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13. Signatories

[Signatures and details of signatories from various councils and organizations are listed here, including names and titles of leaders and chief executives for each council.]

4
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13. Signatories

Durham County Council

Leaders:__________________________Chief Executive:__________________________

Q Gateshead Council

Leaders:__________________________Chief Executive:__________________________

Newcastle City Council

Leaders:__________________________Chief Executive:__________________________

North Tyneside Council

Leaders:__________________________Chief Executive:__________________________

Northumberland

Leaders:__________________________Chief Executive:__________________________

Nonhumberland National Park

Leaders:__________________________Chief Executive:__________________________

South Tyneside Council

Leaders:__________________________Chief Executive:__________________________

Sunderland City Council

Leaders:__________________________Chief Executive:__________________________
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13. Signatories

Qi Gateshead

Leader:  __________________________  Chief Executive:  __________________________

Newcastle City Council

Leader:  __________________________  Chief Executive:  __________________________

Northumberland National Park

Ch’n:a,m=a”’ __________________________  Chief Executive:  __________________________

South Tyneside Council

Leader:  __________________________  Chief Executive:  __________________________
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13. Signatories

[Signatures of Leaders and Chief Executives of each town]
Duty to Co-operate Governance Structure ‘Flowchart’

- 7 Leaders and Elected Mayors Group
  - 7 Chief Executives Group
    - Planning Heads of Service Group (7 Local Authorities)
      - Debates cross-boundary strategic issues
    - Planning and Infrastructure Group
      - Overarching Enterprise Zone Steering Group
        - Provide sector Chair with business and local authority representation
  - Economic Directors’ Group (7 Local Authorities)
  - LEP Transport Group (7 Local Authorities)
  - Local Plan Officer Working Groups
    - South of Tyne: Durham, Gateshead, South Tyneside, Sunderland
    - North of Tyne: Newcastle, Northumberland, North Tyneside
  - Newcastle-Gateshead Local Plan Joint Working Governance
    - Themed Based Partnerships and Working Groups
      - Can comprise local authority and specialist support from other external partners and organisations
  - Individual Local Plan Boards
    - Durham
    - Newcastle Gateshead
    - Northumberland
    - Northumberland National Park
      - North Tyneside
      - South Tyneside
      - Sunderland

Individually governance arrangements for the development of each Local Authority local Plan
Appendix 6 - Position Statement (Spring 2013)

STRATEGIC ISSUES OF AGREEMENT AMONGST THE SEVEN LOCAL AUTHORITIES IN RESPECT OF THE DUTY TO CO OPERATE

Introduction

1. This paper reflects the discussions to date on issues of strategic importance to the 7 local authorities. It covers issues where there are no major issues and highlights areas where further work is required. It will form the basis of our evidence in meeting the Duty to Cooperate

2. We need to recognise that each local authority is at a different stage in the plan preparation process, and recognise the fact that we might all be working to different base dates. Therefore this is a work in progress that will be updated as necessary and kept under review by the Heads of Planning. This current note represents the position as of May 2013.

Population and Housing setting future housing requirements

Methodology

3. With the revocation of the RSS (15 April 2013), authorities can set their own 'objectively assessed' housing needs using robust and up to date evidence. These requirements must be both realistic and aspirational. Government wishes to significantly boost the delivery of new housing.

4. There is no prescriptive method to calculate growth requirements. All 7 authorities have used as a baseline DCLG and ONS Population and Household Projections. Considerations can also include:
   o The robustness of evidence supporting previous RSS requirements
   o Results from up to date Strategic Housing Market Assessments
   o Economic growth scenarios
   o Strategic objectives
   o Projected changes in average household sizes (which may be applied to population projections using headship rates)
   o Migration rates
   o Viability and deliverability
   o Past build rates
   o Available land supply.

5. Using the above data sources, emerging housing requirements as detailed in emerging local plans is set out below:
Table 1: Estimates of Future Housing Requirements May 2013

<table>
<thead>
<tr>
<th>Authority</th>
<th>Proposed Housing Numbers (20 years) (Net)</th>
<th>Average dwellings per annum (Net)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Durham</td>
<td>30,000</td>
<td>1,500</td>
</tr>
<tr>
<td>Gateshead</td>
<td>10,700</td>
<td>535</td>
</tr>
<tr>
<td>Newcastle</td>
<td>18,670</td>
<td>934</td>
</tr>
<tr>
<td>Northumberland</td>
<td>14,440-24,090</td>
<td>722-1,205</td>
</tr>
<tr>
<td>North Tyneside</td>
<td>10,000-17,000</td>
<td>500-850</td>
</tr>
<tr>
<td>South Tyneside</td>
<td>8,720-10,720</td>
<td>436-536</td>
</tr>
<tr>
<td>Sunderland</td>
<td>15,000</td>
<td>750</td>
</tr>
<tr>
<td><strong>Total NELEP Area</strong></td>
<td><strong>107,530 - 126,630</strong></td>
<td><strong>5377 - 6332</strong></td>
</tr>
</tbody>
</table>

6. All 7 authorities seek to retain or encourage growth to support sustainable economic growth, maintain a proportion of economically active population, accommodate the trend of ageing population profiles and to meet objectively assessed needs. In some instances it maybe necessary to claw back economically active households from adjoining authorities.

7. **Further work area**: The specific housing requirements for each authority will remain under review as new evidence emerges and development plans are progressed. Through the duty to co-operate further work will be required between the 7 local authorities within the NELEP area to consider an agreed position on housing requirements where consideration is being given to a shared distribution of housing growth.

The Supply of Housing Land

8. Upon examination or adoption of a Local Plan document that sets housing requirements, Local Authorities would be required to demonstrate a supply of deliverable housing land for the next five years (with a buffer of 5% or 20%1) to ensure choice and competition in the market; and that sufficient developable housing sites and capacity within broad areas will come forward for development to meet requirements for the fifteen year plan period. At adoption if a Local Plan could not demonstrate that a strategy for sufficient land to come forward for development, the plan would be at risk of being found unsound.

9. Local authorities now have to identify their own housing requirement through their Local Plans to meet objectively assessed needs. A number of authorities within the NELEP area do not currently have a a five year land supply using previous Regional Spatial Strategy set housing requirements. A number of authorities do not have a sufficiently advanced Local Plan to set a revised up-to-date housing requirement. Any alternative housing requirement, identified ahead of production of a Local Plan must be suitably evidence based and independently tested if it is to provide a sound and robust basis for decision making.

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1 20% applies where there is a record of persistent under delivery.
10. Designations, such as Green Belts that were discounted from earlier Strategic Housing Land Availability Assessments (SHLAA) are now increasingly being considered as potentially viable options to help deliver a 5 year housing requirements and meet 5 and 15 year land supply targets. The NPfPE requires that ‘viability’ of delivery is a SHLAA assessment criteria, though the application of this in updating individual SHLAA remains varied and once completed may affect the housing land supply. Each authority must plan for their own identified needs first within their local authority area. If they can not meet their need they can enter into discussions with adjoining authorities to establish whether they can accommodate the identified need.

11. **Further Work Area**: North East Authorities agreed a standard SHLAA methodology. Revisiting this methodology would make sense to reappraise and confirm approaches regarding:
   - Defining deliverable sites
   - Assessing viability
   - Setting the 5 year housing requirement
   - Handling underperformance and determining 5% and 20% buffers

12. From the range of up to date SHLAA’s it is considered that there may be potential capacity for the NELEP area to meet its overall objectively assessed housing requirements. Where authorities look to develop shared approaches to housing growth, further work will be required to establish agreed positions for the specific distribution of housing between neighbouring authorities across the NELEP area to ensure that housing is provided in a sustainable and deliverable manner. There will need to be detailed cross boundary issues where housing proposals potentially share infrastructure located in neighbouring authority areas eg sewage, school and road capacity.

**Affordable Housing**

13. Plans must meet the needs for all types of housing including affordable housing. The affordable housing requirements in the 7 local authorities in the NELEP vary from 10% to 30%. The requirements are normally reviewed every 5 years. Evidence of development viability further informs the degree to which the private sector can deliver affordable housing through open market housing schemes.

14. **Further Work**: Agreement of any future overlapping Housing Market Areas alongside the identification of major housing growth areas could identify opportunities to meet specific based affordable housing requirements.

**Gypsies and Travellers and Travelling Showpeople**

15. Plans must evidence and identify the needs for this specific housing sector including gypsies, travellers and travelling show people. **Further Work Area**: The Northumberland Gypsy and Travellers Accommodation Assessment (2008) only provides evidence for the period
2008-18 and will also require an update to cover the entire plan period. The Tyne and Wear Gypsy and Traveller Accommodation Needs Assessment (2009) only also only provides evidence for the 2008-18 period. This evidence is in the process of being updated on an individual or joint basis. It will remain important that 7 Local Authorities work on an agreed shared approach to the studies. Pending the outcome of the range of updates to the Gypsy and Traveller Accommodation Assessment, further work will be required for Local Authorities to develop an agreed approach to making sufficient provision for Gypsy and Travellers across the NELEP area.

Economic Growth and planning for jobs

Policy Approach

16. The A1 and A19 corridors along with the urban cores of the Tyne & Wear conurbation and Durham City remain the key employment foci for the region. Although it is also acknowledged that there are other key locations away from the Tyne and Wear urban cores. Current planning and economic growth policies and proposals protect and expand on these locations and opportunities. Additionally the new Enterprise Zone sites along the A19, North Bank of the River Tyne and at the Port of Blyth along with potential accelerated development zones, offer opportunities to boost regional growth. The NELEP has set out the vision for the area to become ‘Europe’s premier location for low carbon, sustainable, knowledge-based private sector-led growth and jobs. Local Authorities across the NELEP area are committed to supporting growth and acknowledge how the labour market and supply chains are linked across the wider area, including cross-NELEP links with Tees Valley.

Functional Economic Areas

17. The Economic Geography of the North East (NERIP) (2010) indicates that the North East region has a series of areas that have the characteristics of a functional economic area. In particular, they have strongly defined travel to work areas where the supply of people who are able and willing to find work live. These areas are used by local authorities to prioritise investment and to direct development in order to maximise delivery.

18. The above report indicates that these broad functional economic areas (not including the Tees Valley for the purposes of this paper) comprise:

- The area around Berwick on Tweed;
- The area around Alnwick and Morpeth, including South-East Northumberland and west Northumberland;
- Newcastle, Gateshead and North Tyneside;
- Sunderland and South Tyneside;
- City of Durham and the A1 Corridor.;
- A19 Corridor including Seaham and Peterlee; and
- The area around Bishop Auckland and Barnard Castle.
Rail, Road Freight Storage and Distribution

19. Across the region, there are five proposals for freight distribution services.
   - A Green Belt release at South of Follingsby Lane, Gateshead for road freight.
   - A Green Belt release at Wardley Colliery to the East of Follinsby Park within South Tyneside for primarily rail freight.
   - Newton Park south of Newton Aycliffe, Durham for rail freight and distribution centre.
   - Tursdale, Bowburn, Durham as a road and rail freight interchange.
   - Weetslade, North Tyneside for storage and distribution

North East Enterprise Zone

20. The NELEP area’s Enterprise Zone was initially agreed in August 2011. It is hoped to generate at over 7,000 net additional jobs in the next 10 years focusing on quality jobs and supporting infrastructure covering 115ha, capturing the benefits of the low carbon economy, with potential for a further 40ha extension. The principal locations are sites next to the A19 in Sunderland for the production of ultra low carbon vehicles and the River Tyne North Bank sites and Blyth Estuary which will support the offshore renewables, engineering, maritime and energy sectors.

Justification – Evidence Base

21. Official national statistics\(^2\) (2012) indicate that the North East has the highest value of goods exports relative to the size of its economy. It has the highest percentage employed in the public sector and the lowest gross household income per head of the English regions. In 2009 manufacturing industries generated 14 per cent of the region’s total GVA, more than any other sector in the region. The region’s employment rate was the lowest in England at 66.2 per cent for Q4 2011; North Tyneside had the highest employment rate at 72.6 per cent.

22. All 7 local authorities have used economic growth modelling in their employment land studies to forecast how many jobs they would potentially need to provide job growth and how much land would be required to accommodate these jobs. They have also considered the quantity and quality of their portfolios of sites and premises to meet future demand. To ensure job forecasts are aspirational but realistic, a number of methods are utilised such as:
   - Econometric growth scenarios;
   - Employment targets, linking in with population projections and migration rates;
   - Historic take-up rates; and
   - Consultation with businesses and the commercial development industry.

\(^2\) ONS Regional Profiles - Economy - North East (including Tees Valley), May 2012
23. Take-up rates of employment land across the region have been largely impacted upon by the current difficult economic climate and other macro-economic issues. However, it is worth noting that in Sunderland and South Tyneside, demand for large scale development opportunities for General industrial uses (Use Class B2) and Storage and Distribution uses (Use Class B8) associated with the automotive and advanced manufacturing sectors remains strong given the growing demands of Nissan and the adjacent Enterprise Zone designation. However, both authorities are struggling to offer sites that meet these business enquiries.

24. In the short to medium term delivering viable commercial and housing development will be difficult, particularly on regeneration sites with many constraints. In the medium to long term, it is hoped that economic recovery will help restore some equilibrium to the housing and commercial market.

25. It is hoped that the new Enterprise Zones will be a driver of delivery using a combination of financial incentives and simplified planning procedures. The financial incentives are largely applicable through enhanced capital allowances and business rate discounts to attract significant inward investment particularly amongst those companies with considerable plant and machinery requirements. The adoption of a Local Development Orders (LDO) will grant planning permission for the development specified within the Orders and consequently remove the requirement for a developer to submit an application for planning permission.

**Transport and Infrastructure**

**Partnership working between Local Authorities.**

26. The seven local authorities and the Integrated Transport Authority in the NELEP area worked together to draft a high level Transport Strategy for the NELEP area. The focus for this document has been on different elements to those covered within Local Transport Plans and it has enabled a strategic framework within which Local Authorities know what types of partnership are appropriate for different elements of transport strategy. Each of the LTPs acknowledges the role of the Draft NELEP Transport Strategy in fostering co-operation within their sections on Policy Context.

27. The NELEP Transport Strategy builds on transport strategy work carried out by the Tyne and Wear City Region. It sets out the role that transport plays in driving long-term economic growth for the NELEP area, ensuring it cements its status as a great place to live, work and visit. It highlights how important it is to have good cross-boundary transport links that help businesses to grow and flourish; attract investment; and enable a greater number of people to access jobs and services. Working closely with local authorities and the private sector, the Transport Strategy focuses on making better use of existing transport infrastructure and assets. It also
identifies specific policies, across all modes of travel from road to rail, sea to air, to help deliver a vision of sustainable economic growth.

28. The draft strategy identifies a number of key areas for co-operation, including:

- Alleviation of key congestion points along the A1 and A19 corridors in order to improve reliability and strengthen economic links;
- Effective lobbying on the proposed route for High Speed Rail, its delivery profile and alignment with classic rail investment;
- Improvements to the East Coast Main Line, the Durham Coast Line and regionally significant rail projects;
- Development of new international connections for Newcastle International Airport; and
- The development of new logistics opportunities for the area’s ports.

Partnership Working with the Highways Agency

Pilot Route Based Strategy

29. The North East recently secured a ‘Pilot Route Based Strategy for the A1 from Junction 62 in Durham, to the Seaton Burn Junction in Northumberland. The purpose of the route based strategy is to define the investment strategy for the network on a route by route basis. Key objectives of the strategy are to:

- Form the basis for the assessment of funding for the strategic road network (SRN) for the next spending review period;
- Set out on a route basis what will be required to meet the Government’s outcome based specification;
- Address road based issues on the SRN; and
- Be a mechanism to engage with local stakeholders, such as NELEPs, Local Authorities and Highway Authorities, to bring together national and local priorities to inform what is needed for the route;

Highways Agency Pinch Points Fund

30. The 7 Highways Authorities in the NELEP area co-ordinated as a group and with key stakeholders to provide advice to the Highways Agency on priorities for the recently announced £220m ‘pinch points fund’. The advice was developed in conjunction with the NELEP and resulted in four schemes being jointly agreed for submission to the programme. Of those four, one has subsequently been funded with another still on a list for consideration in future funding rounds.

Tyne and Wear Meso Model

31. The model has been developed in close co-operation with planning departments across Tyne and Wear has been developed to:

- Cover the Strategic Road Network within Tyne and Wear;
- Incorporate both ‘Weekday Morning Peak Period’ and ‘Weekday Evening Peak Period’ demands from Automatic Number Plate Recognition data, enable further ongoing refinement;
- Be calibrated and validated for a 2010 base year; and
- Be used to test impacts of various proposals on the SRN, principally Local Development Framework aspirations, but also Pinch Point Programme and other interventions.

**Local Major Schemes Devolution Process**

32. The seven local authorities and the Integrated Transport Authority in the NE LEP area meet on a monthly basis to develop a prioritised programme of local major schemes for submission to Department for Transport in July 2013. The Senior Officers’ Transport Advisory Group (SOTAG) meets to

- Provide a forum for discussion of strategic transport issues that includes representation from all seven local authorities and the ITA/PTE in the Local Enterprise Partnership area.
- Provide effective advice to the Local Transport Body (LTB) on establishing a programme of local major scheme priorities for delivery beyond 2015;
- Provide guidance to the LTB on the most effective governance and assurance framework to deliver such a programme of local major transport schemes;

33. The North East Local Transport Body has been proposed as part of an Assurance Framework submitted to Department for Transport and agreed by the prospective authorities’ Cabinets / Delegated Decisions. The NELTB will be an unincorporated association (informal partnership). It will initially be made of two distinct types of membership: voting members and non-voting members. Voting members of the NELTB will be responsible for:

- Identifying a prioritised programme of major scheme investment within the available budget;
- Ensuring value for money is achieved across the programme;
- Making decisions on individual scheme approvals, investment decision making and release of funding, including scrutiny of business cases;
- Monitoring progress of scheme delivery and spend; and
- Actively managing the devolved budget and programme to respond to changed circumstances (scheme slippage, scheme alteration, cost increases etc).

34. The voting members of the NELTB are Durham County Council, Gateshead Metropolitan Borough Council, Newcastle City Council, North Tyneside Council, Northumberland County Council, South Tyneside Council, Sunderland City Council, and Tyne and Wear Integrated Transport Authority. The non-voting member of the NELTB is the North
East Local Enterprise Partnership. Membership of the NELTB may be subject to a wider governance review of joint working arrangements across the NELEP area. Such a review would be intended to strengthen governance arrangements, including exploring the option of forming a North East Combined Authority with a statutory basis, to provide a strong platform for further devolution of funding, powers and responsibilities.

**Rail Devolution Process**

The Rail Devolution Steering Group.

35. This group is a sub-group of the regional Chief Executives group. This group meets monthly and helps to manage the rail devolution debate on behalf of the 7 North East and 5 Tees Valley authorities, it contains representation from the 7 local authorities in the NELEP area and outlines an example of the strategic framework enabling authorities to work together on issues of strategic importance at a 5 (Tyne and Wear), 7 (North East), or 12 (North East and Tees Valley) local authority footprint.

**North East Smart Ticketing Initiative**

36. This programme of works is managed by Nexus on behalf of the Local Authorities in the North East and Tees Valley. The 12 Local Authorities are co-operating on smartcard technology and 'back office' transactions.

**Urban Traffic Management Control (UTMC) and Traffic Signals**

37. The Tyne and Wear authorities work together through a shared services model to implement a UTMC system. This system acts to deliver improved transport efficiencies and to make better use of existing and future local Intelligent Transport Systems by allowing co-ordinated and proactive management of the whole network. The authorities also work in partnership to install and maintain Traffic Signals.

**Further Work Area:**

38. Development proposals within emerging Local Plans will have cross boundary impacts on transport networks. In particular proposals for housing development in north Durham/south Northumberland are likely to lead to significant increases in demand for cross boundary movement to/from Tyne and Wear.

39. It is important that the impact of additional cross-boundary movement is understood. There is a need for co-operation between authorities in identifying network improvements to accommodate increased demands for movement. This may provide further justification for key schemes such as A1, or A19 improvements or the Leamside rail line, or the Ashington/Blyth/Tyne railway line, or require more localised enhancement of bus, cycle or road networks at other locations.
Metro Improvements - in partnership with Nexus:

40. **Extensions** – Work is being undertaken to investigate the feasibility of, and develop proposals for, potential extensions to the existing Metro system. These include physical extensions on light rail and on-street corridors that interchange with Metro facilities. Various routes and alignments are being considered both within the Tyne and Wear urban area and extending into surrounding Unitary authorities.

41. **Integration** – Further work to develop a more proactive approach to securing integration of land-use with the Metro, including informing emerging LDF documents, and identifying development options around existing and potential new Metro stations such as Park and Ride schemes.

42. **Technology** – Examinations of alternatives to existing metro-cars (such as lighter rolling stock) are being examined.

43. **Funding** – Develop a funding and delivery strategy for future Metro extensions, considering how new funding mechanisms such as tax increment financing and prudential borrowing could be used. Work is also being undertaken on the wider economic benefits of the Metro system and how these could be increased through extensions.

Delivering the Bus Strategy

44. The Bus Strategy Delivery Project is being undertaken to examine how to deliver the three key objectives of the Integrated Transport Authority’s Bus Strategy: to arrest decline in bus patronage; to maintain (and preferably grow) network accessibility; and to deliver better value for money. It is proposed that a report is brought to the ITA in early Summer 2013 containing a comparison of options and recommendations.

45. Engagement has taken place across the 5 Tyne and Wear local authorities through an officer working group. Attendees from Northumberland and Durham have also been invited to enable cross boundary issues to be considered.

Strategic sites for rail freight.

46. The Rail Freight Partner Group is a subdivision of the Tyne and Wear Freight Partnership. Representative stakeholders from the rail freight industry, or with an interest in rail freight, attend twice-yearly meetings to discuss the opportunities and barriers for rail freight in the North East and particularly in Tyne and Wear. The Rail Freight Partner Group aims to grow the volume of goods moved in this region by rail where it is environmentally and economically beneficial to do so. It seeks to provide information and promote awareness about rail freight options, and to bring together groups with a common interest in the subject. Although a subdivision of Tyne and Wear’s Freight partnership, representatives are invited from Northumberland and Durham councils.
broader freight partnership to Durham and Northumberland could assist in co-operation on freight matters - Durham and Northumberland are already invited to this.

North East Highways Alliance

47. Work is ongoing to establish if there is interest and potential efficiencies that could be achieved through collaborative working in a regional highways alliance. This could potentially deliver shared services in areas such as: street lighting; structures; flooding and coastal protection; road safety training and permit schemes. Shared services may also enable neighbouring Councils to achieve economies of scale of more routine services such as highway maintenance.

Community Infrastructure Levy (CIL)

- Review of cross boundary CIL funding for infrastructure to support growth
- Review consistency of CIL rates

Shopping, Leisure and Tourism

- There are no major issues.

Minerals and waste

- There are no major issues, for the 7 local authorities in the NELEP area, but further work maybe required to demonstrate an agreed approach to cross border waste management to areas outwith the region. For example a number of authorities export their waste to Teeside and Cumbria.

Renewable energy

- There are no major issues

Green Infrastructure

- There are no major issues.

Waste water treatment

- Review in partnership with Northumbrian Water Limited the future of Howdon and Jarrow water treatment works and issues to do with their capacity/headroom and the infrastructure necessary to reduce the amount of surface water going into the main drains

Healthcare.
• There are no major issues.

**Education**

• There are no major issues

**Utilities**

• There are no major issues
1 Introduction

1.1 This position statement seeks to summarise and bring together the latest information regarding joint working and the cross boundary co-operation between North Tyneside, Northumberland and Newcastle.

1.2 Newcastle and North Tyneside form part of the Tyne and Wear conurbation and have significant population and employment provision in a broadly continuous area along the north bank of the River Tyne. North Tyneside’s relationship to Northumberland is primarily focused upon south east Northumberland and the corridor created by the A189 connecting Cramlington, Blyth and Ashington with Tyneside. This is amongst the most densely populated areas of Northumberland and is additionally the economic and industrial heart of the County. To the west and north Morpeth, Alnwick and Ponteland form traditional market and county towns with good levels of prosperity and attractive locations to live.

2 North East and North of Tyne Co-operation

2.1 As part of the structure established through the North East Combined Authority and Local Enterprise Partnership, North Tyneside has worked closely with all its neighbouring Local Authorities including Newcastle City Council, Northumberland County Council, South Tyneside Council, Gateshead Metropolitan Borough Council, Sunderland City Council and Durham County Council.

2.2 Particularly as part of the North of Tyne working group the Authorities of Northumberland, Newcastle and North Tyneside have engaged regularly throughout preparation of the North Tyneside Local Plan. This engagement has sought to consider the strategic cross boundary implications of proposed growth and subsequent infrastructure requirements.
2.3 A detailed outline of the structure and processes that are in place to facilitate co-operation across the North East and a record of engagement and discussion held is outlined within the submitted Duty to Co-operate Statement and supporting Appendices – (Document NT03/4/1 and NT03/4/2)

3 Population and Employment Growth

3.1 The balance and implications of various levels of growth in population between North Tyneside, Newcastle and Northumberland is a cross boundary issue for the Authorities that has been considered through the duty to co-operate.

3.2 All three authorities have a housing market area that extends across boundaries. Separate Strategic Housing Market Assessments (SHMAs) have been prepared for each authority but a process of joint working has been undertaken by each authority when preparing their documents to ensure the cross boundary relationships are considered and are understood.

3.3 The following outlines the work undertaken by each authority and the cross boundary relationships that have been taken into consideration.

- **Newcastle City Council**: NewcastleGateshead’s 2013 report Long Term Employment and Demographic Projections, prepared by St Chads, Durham University (Document EX/NTC/29) provides an outline of adjustments incorporated into Newcastle’s evidence of housing need. This report incorporated an adjustment to growth based upon an assessment that increased provision of family housing in Newcastle would reduce out-migration to North Tyneside and reduce reliance upon in-commuting to Newcastle. The NewcastleGateshead Core Strategy was subject to examination in public in 2014 and adopted in 2015. The Inspectors report noted and was satisfied that through this approach Newcastle had co-operated appropriately in preparation of the Core Strategy (Document EX/OTH/1)

- **Northumberland County Council**: The Northumberland SHMA is informed by the 2015 County-Level Demographic Analysis & Forecasts, Edge Analytics, July 2015 (Document EX/NTC/28). Northumberland are seeking to retain and
increase the working age population and have assessed the implications of potential increases in in-migration from North Tyneside.

- **North Tyneside Council**: The North Tyneside evidence base informing its submitted Local Plan is informed by a range of scenarios prepared by Edge Analytics within the Demographic and Household Forecasts Study 2015 (Document NT07/5) and the consideration with the Strategic Housing Market Assessment. Continued shifting in the balance between working population and workplace job growth in North Tyneside would improve balance between employed residents and employees.

3.4 The core implications of growth in North Tyneside are to reduce the reliance upon Newcastle as a place for work. The ongoing development of employment opportunities in North Tyneside that are easily accessible to residents of Northumberland, and the further development of employment opportunities in Northumberland would strengthen the travel to work and housing market relationship with South East Northumberland.

3.5 The Authorities agree that the proposed North Tyneside Local Plan accords with their respective strategies, reflects each areas priorities and achieves an appropriate balance in terms of population, migration, jobs growth, and commuting.

3.6 Specifically for Newcastle and North Tyneside it is agreed that the Local Plan enables and supports delivery of the strategy set out within the adopted NewcastleGateshead Core Strategy; that is for population growth, and growth of working age residents, to exceed job growth. For Newcastle this enables an overall reduction in reliance upon in-commuting to Newcastle from elsewhere.

3.7 Meanwhile, it is agreed that with Northumberland the North Tyneside Local Plan is consistent with Northumberland’s objectives to grow and diversify the county’s economy, extend choice in the housing market and to stem the projected decline in working age population. The Northumberland and North Tyneside strategies lead to a reduction in the ratio of employed residents to jobs in each authority, as
a result of realistic assumptions regarding future job creation in each area. The net result of the interactions between the two authorities would include a greater number of those employed in North Tyneside being accommodated in Northumberland.

The impact of the 2014 based projections

3.8 North Tyneside Council in response to publication of the 2014 based population and household forecasts has commissioned an update by Edge Analytics of its forecasts for housing growth, Demographic and Household Forecasts Update 2016, Edge Analytics (Document: EX/NTC/5). The evidence of housing need for Northumberland County Council uses the 2012 based population and household forecasts as a starting point whilst the adopted NewcastleGateshead Core Strategy uses the 2011 based interim population and household projections.

3.9 The Edge Analytics 2016 Update indicates that for North Tyneside there would be a reduction in growth in population and households when compared to the previous projection. However, North Tyneside’s preferred scenario, incorporating Jobs Led Medium SENS3 growth continues to allow for the growth of 654 jobs and an overall reduction in the Borough’s commuting ratio from 1.15 to 1.05. It is therefore agreed that should an alternative housing requirement for North Tyneside be pursued based upon the 2014 based household and population projection there would be no material impact upon the strategic outcomes for population and employment growth considered through the duty to co-operate process.

4 Economic Spatial Strategy

4.1 The three Authorities agree that North Tyneside, Newcastle and Northumberland share, particularly to south east Northumberland strong connections as a functional cross boundary labour market. With a focus upon the relationship between North Tyneside and its neighbours the following locations provide key locations for employment and future growth:
• Newcastle City Centre.

• The North Tyneside Business Parks focused upon the A19 Economic Corridor.
• Quorum and Balliol Business Parks and Weetslade Industrial Estate
• The River Tyne corridor – extending from Newcastle to North Shields.
• The associated Enterprise Zones of North of Tyne and Blyth.
• Newcastle International Airport, and
• Cramlington Industrial Estates

4.2 The North Eastern LEP Strategic Economic Plan (SEP) (Document Ref: NT05/5) provides the current regional context within which the economic priorities for the area are expressed. The anticipated outcomes of the North Tyneside Local Plan are recognised as being in alignment with the objectives of the wider north east and Newcastle and Northumberland.

5 Transport

North Tyneside is closely connected to Newcastle and Northumberland by public transport, road and also from many areas by high quality walking and cycling routes. The Tyne and Wear metro, an extensive and well developed bus network, and well developed on and off-road paths all enhance the opportunities to travel quickly and easily for leisure, recreation and employment quickly and easily between North Tyneside, south east Northumberland and Newcastle. This means for residents of North Tyneside locations within the wider Tyne and Wear conurbation are highly accessible. The Tyne and Wear metro and frequent bus services additionally provide high quality access to employment and leisure opportunities within North Tyneside between the coast, riverside, town centres and key employment centres of the A19 Economic Corridor.

5.1 All Authorities agree that managing the impact of growth upon the road network, providing appropriate improvements and mitigations where necessary and encouraging alternative, sustainable transport modes is a priority.
5.2 For the Strategic Road Network (SRN) each area has worked closely with Highway’s England to consider the impact of growth and potential mitigations. For North Tyneside the primary SRN relationship arising from the Plan is with Northumberland and traffic using the A19. Alongside the Position Statement that North Tyneside has agreed with HE (Document: EX/JPS/1) that identifies improvements required to the A19 from Northumberland through North Tyneside and south into Sunderland, Northumberland are working closely with Highways England to ensure the impact of proposals for growth in Northumberland can be managed.

5.3 North Tyneside have undertaken modelling to consider the impacts of the Local Plan upon the local road network and shared this with Newcastle City Council and Northumberland County Council. It is agreed that proposals provided within the North Tyneside Local Plan and Infrastructure Delivery Plan will effectively manage the road network. The likely implications of road traffic growth arising from the North Tyneside Local Plan and proposed mitigations are consequently recognised and understood.

5.4 Each of the Authorities share objectives to encourage sustainable travel and mitigate the impacts upon communities and the environment of commuting by private car. Proposals for additional bus services, additional metro stations and connections within North Tyneside associated with housing and employment growth is recognised and supported as a means of ensuring sustainable growth across the North of Tyne area.

5.5 The proposed introduction of the Ashington Blyth and Tyne passenger rail connection would strengthen rail links from south east Northumberland to Newcastle City Centre. The route of the line passes through North Tyneside connecting with existing freight lines close to Northumberland Park metro station. The opportunity presented for a station on the Ashington, Blyth and Tyne service in North Tyneside would provide additional public transport capacity that would further enhance opportunity for sustainable travel between Northumberland, North Tyneside and Newcastle.
6 Education

6.1 Newcastle and North Tyneside agreed a cross-boundary position statement in 2014 regarding implications of proposed development to the north and west of Newcastle with North Tyneside and potential shortage of spaces. This position is included within Supporting Statement 6: Duty to Co-operate (Document NT03/4/1) and is agreed to continue to express the position between the Authorities on this issue.

7 Water Infrastructure

7.1 Howdon Waste Water Treatment Works located within North Tyneside serves Newcastle and parts of Northumberland as well as Gateshead and South Tyneside. An established Position Statement between the Authorities and Northumbrian Water Ltd (NWL), noted within the North Tyneside Infrastructure Delivery Plan (Document: NT10/1) and Supporting Statement 6: Duty to Co-operate, outlines potential issues regarding capacity and headroom to accommodate future development. The agreed position statement outlines the importance of managing and separating discharge of surface water to the foul water system enable to accommodate future growth.

7.2 All Local Authorities have agreed to undertake an approach that works in partnership with NWL to manage and deliver appropriate projects to provide additional headroom and incorporate appropriate management policies into Core Strategies and Local Plans.

8 Coastal Management

8.1 North Tyneside and Northumberland share a boundary on the North Sea coast. The Authorities have engaged in specific discussions, reference within Supporting Statement 6: The Duty to Co-operate on the policy response to managing development along the coast and the management of biodiversity protection and enhancement associated with the Northumberland Coastline Special Protection Area.
8.2 In undertaking preparation of its Habitat Regulations Assessment and Appropriate Assessment the presence of international designated sites across has been considered by North Tyneside in preparation of its Local Plan and site selection and through preparation of the Northumberland Core Strategy.

8.3 It is agreed that the approach to management between each authority is co-ordinated and effectively addresses shared management of the Coast.

9 Green Infrastructure and Biodiversity

9.1 North Tyneside, Northumberland and Newcastle share a number of green infrastructure assets and designated sites of biodiversity value that cross or lie close to Authority boundaries. As already noted the Northumberland Coastline Special Protection Area is an international cross border designation where specific joint working has been undertaken.

9.2 For wider green infrastructure and biodiversity, discussion between the three Authorities to ensure an appropriate and co-ordinated response a specific Green Infrastructure North of Tyne officer working group met during preparation of each areas Plan. The North Tyneside Green Infrastructure Strategy and formation of defined wildlife corridors was prepared with direct support and engagement of the Newcastle City Council Biodiversity Officer. The wildlife corridors and areas of biodiversity protection identified within the North Tyneside Local Plan respect and support the objectives of Northumberland and Newcastle key sites of biodiversity value.

9.3 The Authorities agree that the provisions of the North Tyneside Local Plan are consistent with the priorities of Northumberland and Newcastle and seek to protect and enhance biodiversity value.
North Tyneside Local Plan
North of Tyne Position Statement
November 2016

Mark Ketley, Head of Planning Services, Planning and Economy, Northumberland County Council

Date: 4 November 2016

Phil Scott, Head of Environment, Leisure and Housing, North Tyneside Council

Date: 4 November 2016