

**APPENDIX 2**

# **Interim Policy Advice 18**

## **Dunston Riverside**

**Gateshead Unitary Development Plan**

**July 2007**



**The aim of this Interim Policy Advice is to ensure the comprehensive redevelopment of the Dunston Riverside site to enable the provision of a sustainable and mixed residential community, connect Dunston to the river and enhance the A1114 as a major gateway into Gateshead.**

## **INTRODUCTION**

1. This site has been identified for residential development in the adopted Unitary Development Plan (UDP) – July 2007. This Interim Policy Advice (IPA) will provide more detailed guidance and information to assist in the redevelopment of the Dunston Riverside housing site.

2. This IPA should be considered in conjunction with the relevant policies and appendices of the Council's adopted Unitary Development Plan (UDP) – July 2007, and Interim Policy Advice (IPA).

### **Development Plan context**

3. The site is allocated for housing (Site H3.65) under UDP policies H2 & H3. These policies provide the context for the preparation of an acceptable development scheme on this site. Developers should consult the UDP written statement to identify relevant policies, supporting text and any relevant Interim Policy Advice (IPA), previously approved as Supplementary Planning Guidance (SPG).

### **Site development context**

4. There has been considerable interest from developers in this site over the last few years. This led to the Council appointing consultants to undertake a study of the Dunston Riverside area to identify options for redevelopment and produce a development strategy.

5. The principal findings of this strategy were presented to stakeholders and residents at a community consultation event in July 2006. The findings of this consultation were reported to the Council's Cabinet meeting on 19 September 2006 (Minute No. C127) and inform this brief. Please see Appendix 2 – Stakeholder & Community Consultation for the Community Involvement Scoping Report and consultation feedback leaflet that was sent to residents, businesses and landlords within the redevelopment area, and on the periphery of it, in December 2006.

6. Regeneration of this site meets the objectives of the Governments' Sustainable Communities Agenda. It is consistent with the updated Sustainable Community Strategy – Vision 2030 and, in particular, the Council's policy statement on housing which states that "the Council wants to ensure that local people live in good quality affordable homes, which meet their changing needs and are located within pleasant, safe and sustainable local communities".

7. Recent redevelopment of former industrial riverside sites has been successful in increasing housing choice for

residents, improving the environment and reconnecting communities with the waterfront.

8. Comprehensive redevelopment of this site will provide predominantly family housing in a high quality environment giving access to the waterfront once more. A good range of new and older dwellings, retail and community facilities already exist in the wider area that should assist new development to connect with the existing neighbourhood.

9. It is envisaged that the market will bring forward the Dunston Riverside site for development. However, the Council is willing to explore ways of working with potential developers in achieving the objectives set out in this IPA.

### **Bridging NewcastleGateshead (BNG)**

10. This is an important site within the Bridging NewcastleGateshead area that will play a vital role in the wider regeneration of Dunston and enhance and improve a major gateway into Gateshead. At present Dunston is the subject of a Neighbourhood Planning exercise. The purpose of this exercise is to develop a programme for the renewal of the area. The aim is to produce a high quality, sustainable residential area that meets the needs and aspirations of existing residents and also attract new residents to the area.

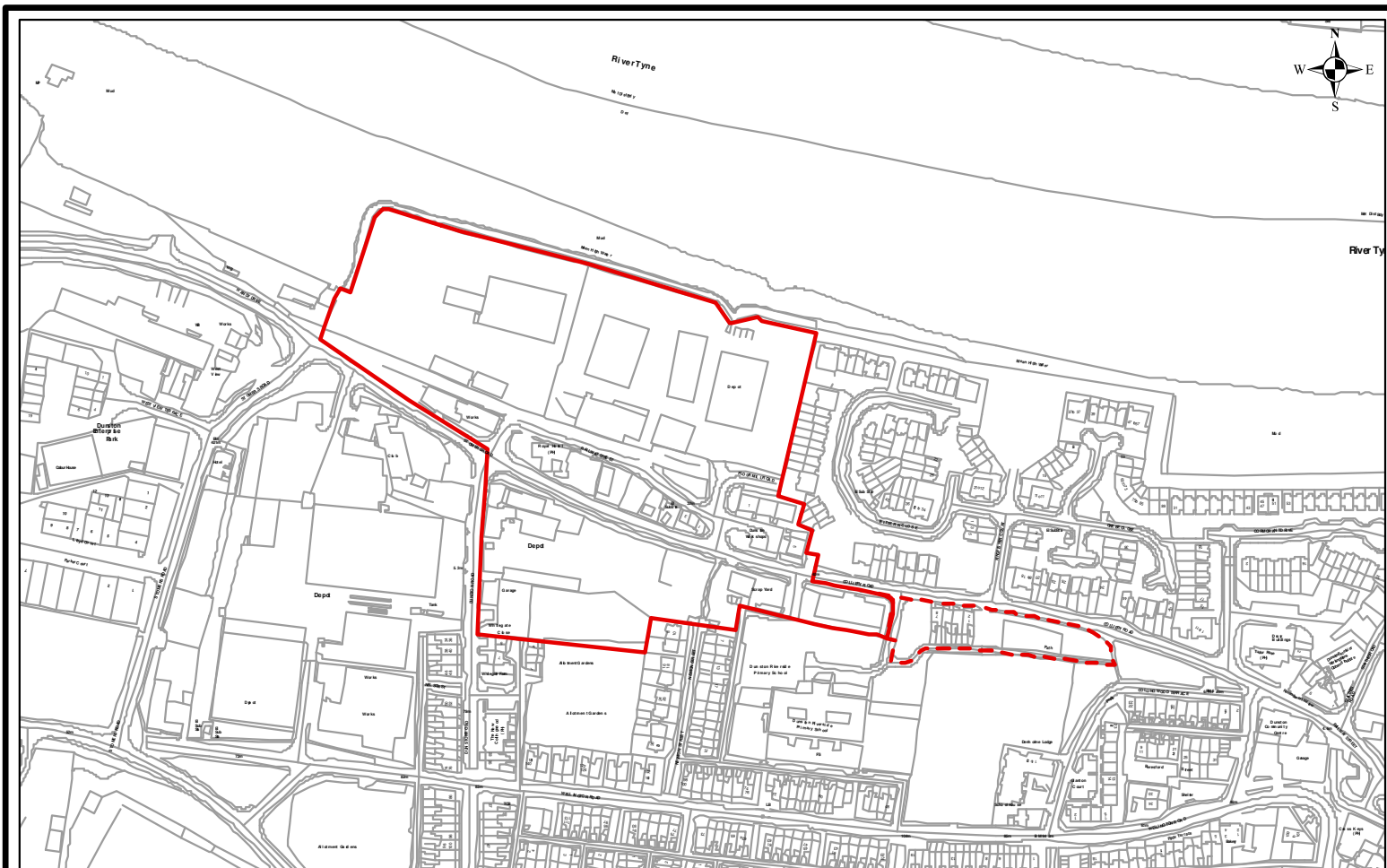
## **OBJECTIVES**

11. Dunston is a popular location with a stable population, a healthy housing market and a range of retail & community facilities. Direct and regular buses provide good access to the town centre, wider Gateshead and the MetroCentre.

12. The primary objectives of this IPA are to:

- secure the comprehensive redevelopment of the Dunston Riverside site for predominantly family housing;
- achieve a sustainable, high quality development which connects Dunston to the riverfront; and
- enhance the area as a major gateway into central Gateshead.

13. The site is primarily industrial, with a range of uses operating from a number of locations, varying in size and spread across the area. The current industrial uses include scrap yards, workshops, supply and distribution depots that are not compatible with residential use. In order to meet the objectives and development principles in this IPA it is vital that the site is redeveloped comprehensively.



# Site location

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## **SITE LOCATION & DESCRIPTION**

14. The gross area is approximately 5.9 hectares and is shown edged red on the plan 'Site location,' above.

15. The redevelopment site is located on the northern edge of Dunston, approximately 2 miles south west of Gateshead town centre. The River Tyne borders the north of the site, to the east is the new housing development, Riverside Park, and the River Team. Wider Dunston lies to the south and to the west is the former Federation Brewery site (now operated by Scottish and Newcastle Breweries), Dunston Industrial estate and the MetroCentre.

16. The A1114 (Colliery Road / St Omers Road) runs east-west across the site, carrying cars and bus routes, including Centrelink which connects Gateshead town centre with the MetroCentre.

17. Existing uses include industrial (B2), storage & distribution (B8) and business (B1). There are also 11 residential properties and one public house, The Royal Hotel, within the site area.

18. Dunston Riverside is comprised of 27 separate plots and buildings. They vary in size from small compounds, concentrated between St Omers Road and Railway Street, to two large holdings at the riverside.

## **Site history**

19. Land north of Railway Street / Floor Mill Road has been occupied by various industrial uses over the last hundred years or so. Part of the River Tyne and its mud flats were reclaimed, later providing land for the Dunston Saw Mills *circa* 1898. The Saw Mills remained operational until the late 1980s. Pyeroy and Jewsons now occupy this land.

20. The area between St Omers Road and Flour Mill Road was part of Dunston Colliery (1875-1947). Two colliery buildings remained until the 1970s. By 1987 these buildings had been demolished together with residential properties on Railway Street to make way for the construction of St Omers Road. Industrial units now stand where the colliery buildings once stood.

21. Land south of St Omers Road / Colliery Road has been occupied by a diverse range of buildings including a farm, a school, a chapel, housing and concrete works. By 1987 the majority of uses were motor and haulage related and these still remain.

## PRINCIPLES OF DEVELOPMENT

22. The guiding development principles are:

- the provision of family housing;
- forming a logical and permeable network of routes linking the riverfront, the community and local facilities and amenities;
- improving the local environment;
- capitalising on the riverside location; and
- establishing local hubs at key points.

23. UDP policies ENV1, ENV2 and ENV3 indicate the general design requirements for developments in the Borough. An urban style of development is expected for this site. For efficient use of land developers are required to consider a development that aims for between 50 and 70 dwellings per hectare, in line with UDP policy H12. Any development should create safe and attractive places for residents with a distinct identity. The needs of pedestrians and cyclists should be given priority over vehicles.

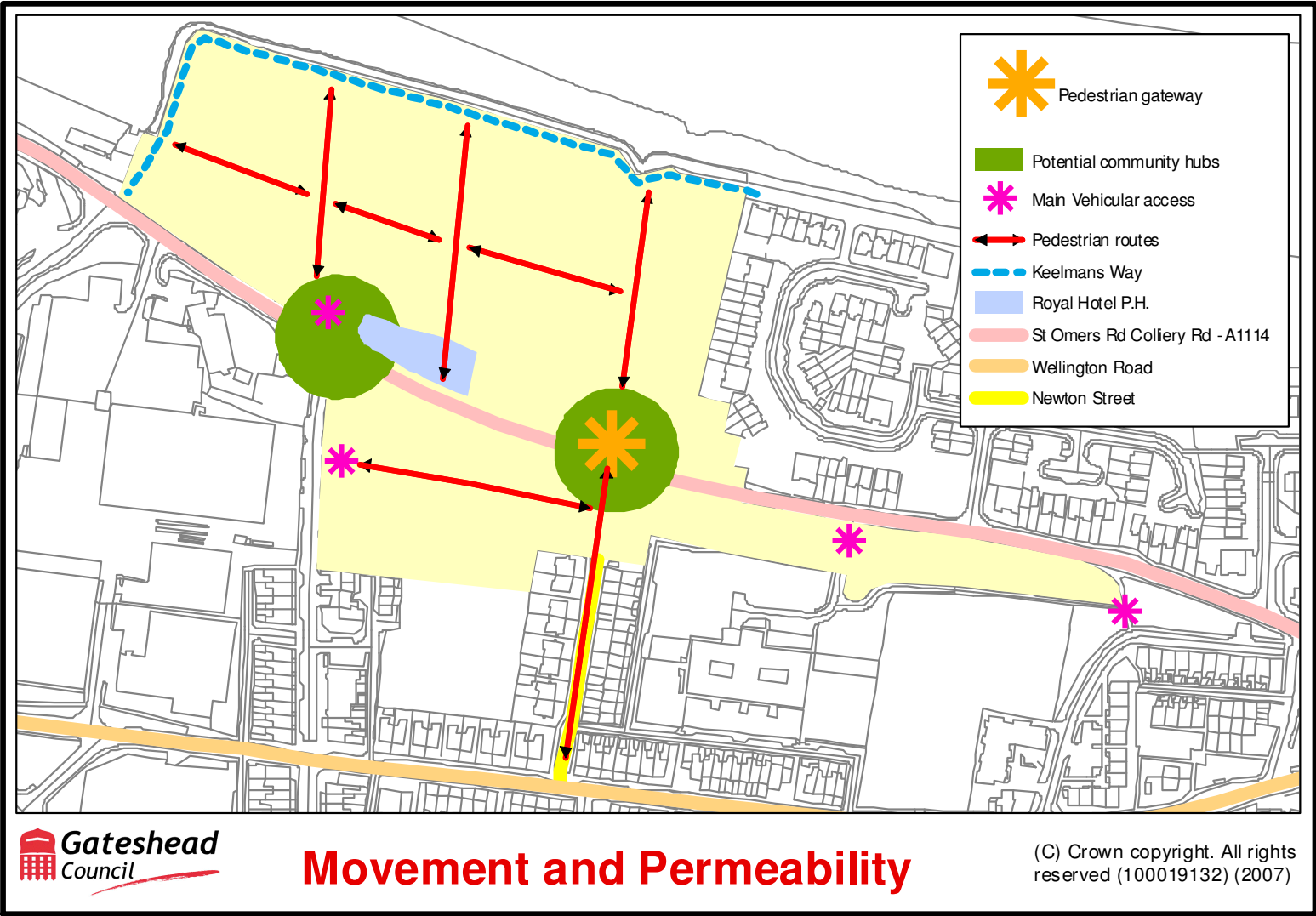
24. The primary uses on this site are residential and public open space. The provision of shops (e.g. newsagent, café), catering for local demand, would also be encouraged. Ideally

any units would be situated near to the retained Royal Hotel P.H. or proposed pedestrian gateway, thus creating a local hub.

25. The retention of the Royal Hotel P.H. is particularly important to the future regeneration of the area because it acts as a key local landmark feature along the Colliery Road route, representing a visual and perceptual arrival in Dunston. It would also help to maintain the sustainability of local business and help to integrate old and new communities together. Although the current building has no great value in architectural or urban design terms, it constitutes a historical point of reference.

26. The former Dunston Primary School, located on Dunston Road, is a grade II Listed Building. Through the provisions of PPG15, paragraph 3.3 and UDP policy ENV12 there is a clear presumption in favour of the retention of listed buildings. The section on 'Former Dunston Primary School,' paragraphs 67 to 70, provide for further guidance.

27. The new housing should be of a contemporary, distinctive design using materials and workmanship of the highest quality. Any materials used in the development should be sustainable, high quality, durable. See the section on Sustainable Development, paragraphs 83 - 89 and should reflect materials used in the locality, both old and new.



## **Density & Mix**

28. The overall density should not fall below 50 dwellings per hectare. This would compromise the creation of a balanced community as the level of apartments and townhouses would drop significantly. Likewise density should not exceed 70 dwellings per hectare because:

- of the adverse impact such a high-density development would have on the landscape at such a prominent riverside location;
- of the unacceptably high level of traffic it would generate on Colliery Road / St Omers Road; and
- it would be inappropriate to the local scale in Dunston.

29. There should be a good range of house types including terraces, detached, semis and apartments, with an emphasis on family accommodation. This mix will provide a good street definition and enable a sustainable density of development.

## **Movement and Permeability**

30. Creating a permeable and accessible development is a key objective of this IPA. The plan 'Movement & Permeability' illustrates the main pedestrian routes and access points for the site. It is vital that pedestrian and cycle routes permeate it and connect Dunston with the river and vice versa.

31. The development should utilise the built form and site topography to create interesting views and vistas. It is proposed that a pedestrian route should connect Wellington Road to the waterfront by using Newton Street and creating a 'pedestrian gateway' to the site on the northern side of St Omers Road. To enable pedestrians to cross safely it will be necessary to install a signalised pedestrian crossing at this point. Any signalised crossing may need to provide for appropriate bus activation to avoid delays to services such as CentreLink. Pedestrian routes should also use vehicular access points to create routes through the site and to the river.

32. The site is within reasonable walking distance of basic amenities on Wellington Road and public transport. The Council wishes to encourage walking as a prime means of access, to both the site and also the river.

33. Impermeable layouts create isolated neighbourhoods and discourage residents from interacting within the wider community. Therefore providing a choice of routes for pedestrians with permeable movement networks will help to integrate any new development into wider Dunston and connect homes to facilities and amenities.

## **Spaces and Streets**

### ***Home Zones***

34. The needs of pedestrians and cyclists should be given priority over vehicles. To address these issues future development on this site should consider the Councils' Design Guidance in relation to Home Zones.

35. The Department for Transport identifies some of the key benefits of a Home Zone, as being to -

- foster a sense of community and encourage social interaction;
- encourage greater diversity of activity and use of the streets by residents;
- increase natural surveillance;
- reduce traffic speeds significantly - to around 10mph;
- encourage people to walk and cycle within their local area; and
- improve the environmental quality of urban streets.

36. The Home Zone approach may also be used to make provision for children's play and communal recreation within the development. Where this is done in a genuinely innovative and positive way, parts of Home Zones may be acceptable alternatives to the provision of traditional public open space and children's play areas.

### ***Residential Quality***

37. Buildings should have a strong and where possible, active frontage, to main streets. Development should front onto St Omers Road / Colliery Road, the river and Keelman's Way, Dunston Road and public open space within the development. Front doors should face St Omers Road / Colliery Road, creating an improved pedestrian environment with a 'local street' quality.

38. All primary entrances to houses and apartment buildings should be directly from the public street. Entrances should be as frequent as possible to keep activity on the street.

39. At the main junctions / nodes, blocks should be set back to create small public squares, to encourage local shops or community facilities and other social activities to take place.

40. Corner buildings at key points within the area should be higher, to articulate corners and help towards legibility. If this is not possible, a different articulation of the form and treatment should create a feature to define the corner.

41. A landmark building may be located at a key arrival or central point – however, it is considered that this building should be appropriate to the local scale in Dunston. A building of this type may be appropriate on the corner of St Omers Road and Dunston Road and, with the Royal Hotel P.H., function as a 'gateway' into the development and central Gateshead.

42. A range of house types should be provided within any redevelopment scheme, including semis, terraces and apartments. This mix will provide a good street definition and enable a sustainable density of development.

### **Routeways & Gateways**

43. Gateshead Council commissioned Scott Wilson to produce a 'Gateways & Routeways Study'. The Cabinet will consider their report in due course. The objective of the study was to:

- develop proposals for schemes to improve the environmental quality of the main routeways in Gateshead for people travelling into, out of and through the town;
- create a sense of place for communities along the routes; and
- change residents', commuters' and visitors' perceptions by creating positive first impressions at gateways into the area.

44. The study made an assessment of the environmental quality of the main transport corridors in the central Gateshead area and then identified:

- proposals that would improve pedestrian accessibility across routeways; and

- treatments for the public and private realm, taking the form of a palette of materials and range(s) of street furniture that can be applied in a generally consistent way to gateways, hubs and the sections of route in between.

45. Colliery Road / St Omers Road (A1114) is one of the twelve 'routeways' or main transport corridors identified in the study. The western edge of the site is also identified as a 'gateway' into Gateshead.

46. Development proposals for the site must include a scheme that improves the environmental quality of Colliery Road / St Omers Road, using the findings and recommendations in the study. The palette of materials and range(s) of street furniture is available on request.

### ***Creating a green boulevard along St Omers Road / Colliery Road***

47. As stated in paragraph 45 above, St Omers Road / Colliery Road (A1114) has been identified as major gateway into Gateshead. In order to achieve the objectives of the Routeways & Gateways study a 'green boulevard' should be provided as part of the development along the A1114 where it passes through the site.

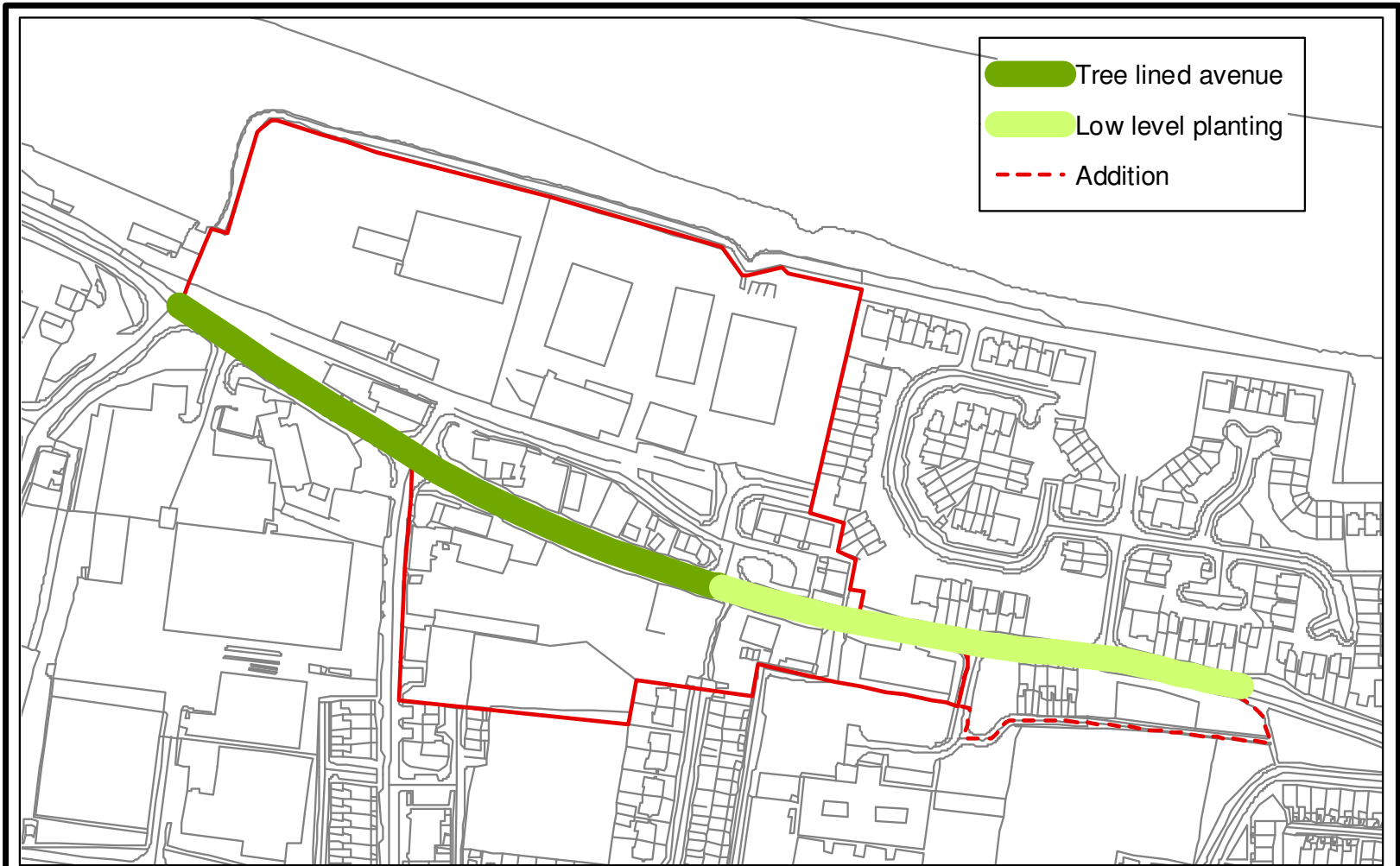
48. Parts of this road within the site boundary already have grass verges, some with trees and shrubs. This approach

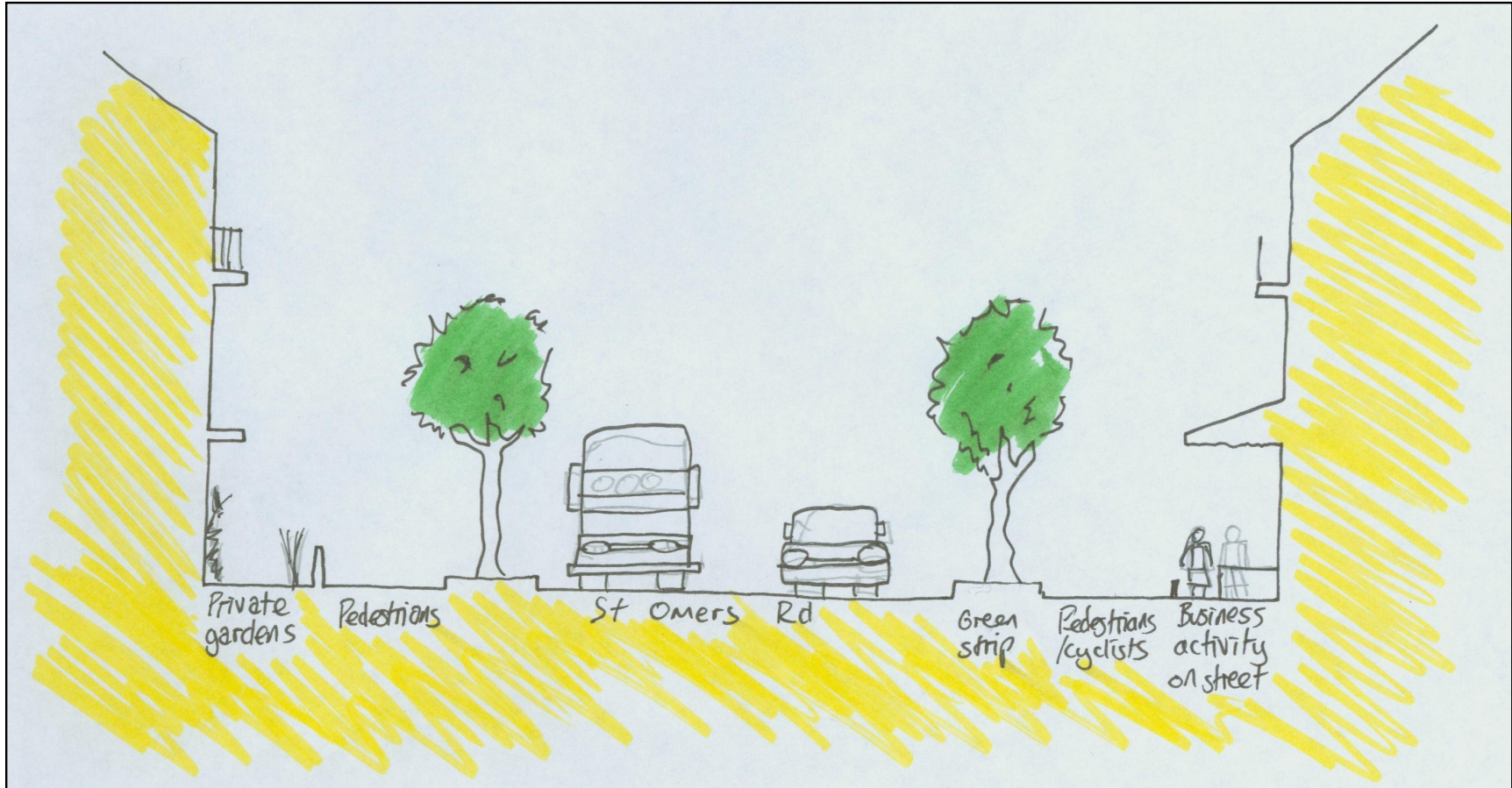
should be formalised and applied to the length of the road within the site boundary where practicable.

49. Due to the varying width of the site along the road it may be necessary to treat different sections of the road in differing ways. The plan 'Green boulevard treatment' illustrates how this treatment could be applied, with trees lining St Omers Road along the wider part of the site and low level shrub planting lining Colliery Road along the narrower part of the site. There may need to be transitional areas where trees step down to lower level planting as the site narrows. Also included is an illustrative cross section through St Omers Road showing how a green boulevard can be implemented.

50. The creation of a green boulevard will serve to enhance and add value to any residential development that takes place. It will enhance the road as a major routeway into Gateshead. Also it will signify to road users that they are entering a residential area and create a green corridor on what is a fairly industrial route at present.

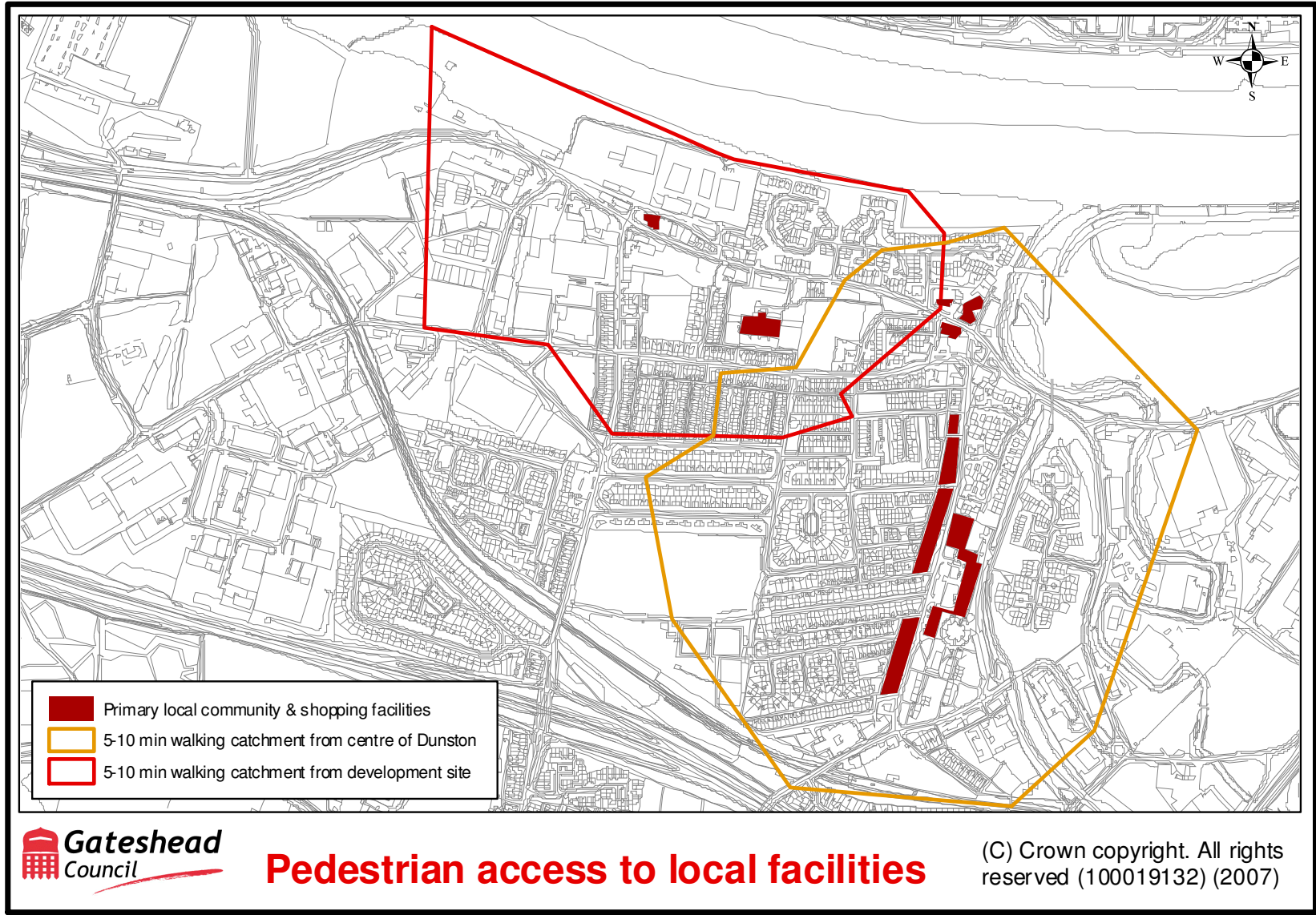
51. The landscape treatment of the river frontage will, while providing views of the river, also need to accommodate the Keelman's Way riverside route, and protect the adjacent River Tyne Tidal Mud Site of Nature Conservation Interest from excessive disturbance.





Illustrative cross-section through St Omers Road showing how a green boulevard can be implemented.







## Phasing

52. In order to achieve the objectives and development principles set out in this IPA, primarily comprehensive redevelopment, connecting Dunston to the river and enhancing the A1114, it would be advantageous for outline planning permission for the whole site to be sought and approved. Outline permission would be beneficial for the following reasons. It would:

- ensure the objectives of this IPA are met;
- deal with key issues such as vehicle access points, pedestrian routes, number of units and house types;
- demonstrate to the Local Planning Authority that any reserved matters applications for particular phases contribute to the delivery of IPA objectives and would not compromise or restrain the delivery of other phases; and
- enable developers to use the whole site when addressing the provision of, for example, affordable housing, open space, home zone and flood risk mitigation which if addressed in isolation on individual sites could lead to a piecemeal approach which would not be in the interests of the proper planning of the area.

53. As is evident above, the Council recognises that the site could be developed in phases. However, permission will only be granted for separate phases if the developer can

demonstrate that proposals will not prejudice the comprehensive redevelopment of the site and the delivery of objectives and development principles set out in this IPA.

## River Tyne Corridor (Keelman's Way Cycle Route)

54. UDP policy T6 requires that a continuous recreational riverside route, the Keelman's Way, be provided within a landscaped setting on the Tyne riverbank. A strip of land between 10 and 30 metres wide must be provided for this purpose. Residential development should front onto the river and Keelman's Way and create an attractive frontage onto the river and cycle route.

## Community Focus

55. The local walking catchments from both the site and from the centre of Dunston are illustrated in the Plan above 'Pedestrian access to local facilities'. Whilst there is a small overlap, it is unrealistic to expect future residents to access the local centre at Ravensworth Road from the site by foot. The Plan 'Pedestrian access to local facilities,' illustrates that there is an insufficient level of community facilities and shops catering for day-to-day needs within the site area at present. The development site could provide between 250 and 350 dwellings, thereby increasing the population by approximately 750-850 residents. Therefore, the provision of a limited number of shops and services within the site should be provided to support a sustainable development.

56. The location of such uses may be more appropriate at the main pedestrian gateway to the site; see the Plan 'Movement & Permeability,' above. Equally they could be clustered near to the Royal Hotel P.H. Any such buildings should be flexible enough to convert from residential to commercial use and vice versa.

### **Parking Provision**

57. On-street parking, as part of a Home Zone, should be encouraged because it:

- is convenient and extremely efficient in terms of space requirements;
- is well overlooked from surrounding houses;
- creates a clear distinction between public and private space;
- allows for front garden space and opportunities for landscaping;
- maintains street activity;
- can also have a natural traffic-calming effect; and
- provides defensible space for residents

58. On street parking will not be appropriate for homes fronting onto St Omers Road / Colliery Road (A1114) and the riverfront. A suitable solution will therefore need to be sought.

59. In order to create a pedestrian-friendly environment, using Home Zone principles, parking provision should not exceed

one space per dwelling unit. See the section on Parking Provision, paragraphs 100 to 102, for further advice.

### **Creating Safe and Attractive Places**

#### ***Accommodating all users in the public realm***

60. Reducing the dominance of the car in a scheme will immediately increase both pedestrian and cyclist safety. This is particularly important when considering both the redesign of Colliery Road and where buildings meet Keelman's Way at the riverfront.

61. The Keelman's Way cycle route requires human-scale lighting to improve visibility and security, shielding at the top to prevent light pollution into adjacent buildings. Low-level lighting in the pavement or in the form of bollards should be considered. If the lighting is too bright it will detract from riverside views. Consideration should also be given to signage and frequent entrance / exit points so that users feel that they have choices and feel comfortable in the space. Please note that all signage should conform to National Cycle Network standards.

#### ***Aligning buildings along public open space***

62. By aligning buildings along public open spaces and routes, these spaces become well over looked. This is particularly important at Keelman's Way to ensure that there are always 'eyes on the street;' thereby greatly increasing

safety. Orientating entrances, windows and activity-generating functions towards the public realm will further add to the safety of a street or space.

### ***Designing with Landscaping in mind***

63. Design of any boundary treatments including walls, railings, fences, soft landscaping etc. should provide positive enclosure to define key spaces without having a negative impact on the quality and safety of the built environment. Careful consideration should be given to the safety and maintenance implications of any soft landscaping proposals. For example, careful consideration should be given to the selection of shrub and tree species so as not to create a landscape that may become hazardous if overgrown due to lack of maintenance.

### **Public Open Space**

64. UDP Policy H14 requires that unless the standard is already met in the residential neighbourhood in question and would continue to be so after the completion of the development, new housing development should include at least the equivalent of three hectares of recreational public open space per 1,000 anticipated residents. The standard is not met in Dunston and the development will accordingly be required to provide open space proportionate to its anticipated population, which will be calculated by the Council using a standard formula based on the number of bedrooms in each dwelling proposed.

65. Open space must be recreationally useable and should be purposefully designed to provide useful, accessible and safe spaces, with natural surveillance from the frontages of existing and proposed residential properties.

### **Play Areas**

66. Developers are required to develop play facilities consistent with the requirements of UDP policies H16, CFR28, CFR29 and CFR30. These are amplified further, in terms of both level of provision and design considerations, in the Council's Supplementary Planning Guidance note 4, "Children's Play Areas", which it is proposed to re-issue with slight amendments as Interim Policy Advice referring to these UDP policies. The application of these policies to this site is likely to result in a requirement for one or more toddler play areas to be provided within the site. Depending on whether the additional population of the development will be adequately served by existing junior and teenage play and recreation facilities in the locality, there could also be a requirement for the developers to provide, or contribute towards the enhancement of, junior and/or teenage facilities. This provision could be located off the site, such as at places where there is already some such provision.

### **Former Dunston Primary School – Grade II Listed Building**

67. PPG15 paragraph 3.3 provides a clear presumption in favour of the retention of listed buildings. The former Dunston Primary School is a grade II Listed Building. It has been included on the Council's 'Buildings At Risk Register' due to its poor condition. A survey of the structural condition of the building and wider, condition survey of the remaining fabric will be required before to any decision about it can be made. This should be undertaken by a specialist consultant and be carried out in consultation with English Heritage.

68. UDP policy ENV12 requires that demolition of listed buildings will only be considered in exceptional circumstances and where every effort has been made to secure their future. PPG15, paragraphs 3.16 to 3.19, set out criteria against which the demolition of a listed building must be assessed. The local planning authority should address the following considerations:

- the condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use;
- the adequacy of efforts made to retain the building in use; and
- the merits of alternative proposals for the site.

69. UDP policy ENV11 provides guidance for the alteration and/or extension of listed buildings. This is reinforced by guidance contained in PPG15. In order to facilitate the re-use of this building it is accepted that an extension could be required. It should be noted that the setting of a listed building is a material planning consideration when considering proposals for development in its vicinity.

70. Prior to any works commencing there will be a requirement for the building to be archaeologically recorded by an appropriate specialist in accordance with a brief provided by the County Archaeologist. It is recommended that a bat survey is also carried out.

### **Site of Nature Conservation Importance (SNCI) and other nature conservation issues**

71. There are a number of nature conservation issues associated with the development of this site. In the UDP, reference GAT 87, the 'River Tyne Tidal Mud Flats' extends the entire river edge of the site. This is a Site of Nature Conservation Importance (SNCI) and under UDP policy ENV49 it will be protected from adverse development wherever possible. The adjoining section of this SNCI at the west end of the site, known as Timber Beach, is one of the most extensive and therefore most important areas of mud flats on the River Tyne. It is used as a feeding area for wading birds at low tide. Wading birds are particularly susceptible to disturbance from people on the riverbank.

72. The site also lies within the Wildlife Corridor formed by the River Tyne and its banks. In addition, otters, a European Protected Species, are known to use this section of the River Tyne. The mud flats also provide a refuge for grey seals.

73. Developers will therefore need to undertake an ecological survey to check for the presence of otters and other protected species. The level of mitigation required for the protection of the SNCI will be dependent on the results of the ecological survey. Mitigation may take the form of a wildlife buffer between the development and the SNCI, which could include the recreational riverside route, and provide some screening of the path from the mud flats to reduce disturbance to birds. Particular regard should be given to UDP policies DC1d, ENV28, ENV47, ENV49, ENV51 and T6.

### **Flood Risk**

74. The Tyne & Wear Strategic Flood Risk Assessment (SFRA), produced by JBA consultants and jointly commissioned by the Environment Agency (EA) and the Tyne and Wear Councils, and Flood Zone Map, produced by the EA, identifies areas in which flooding may occur. Depending on the risk, these areas are designated as high (zone 3), medium (zone 2) or low (zone 1) flood risk area.

75. The SFRA Flood Zone Map indicates that 60% of the Dunston Riverside site is designated a low flood risk area; 25% is designated a medium flood risk area and 15% is

designated a high flood risk area. The indicative depth of inundation in the high flood risk area is greater than 3m.

76. The SFRA advises that the majority of the site is located in flood zone 1 and is therefore suitable for development. However, consideration should be given to water compatible uses for high flood risk areas (zone 3) as the indicative depth of flooding is unsuitable for residential development. The SFRA advises that water compatible uses should be located in the medium flood risk (zone 2) areas or an assessment of flood risk will be required for these areas. The plan below, 'Dunston Riverside Flood Risk Zones 2 and 3' identifies the boundaries of the flood risk areas extracted from SFRA Flood Zone Map. It will be necessary for applicants to ensure that they have a full understanding of the SFRA and the factors that contribute to it.

77. As the site was not sequentially tested for flood risk when it was allocated in the UDP, any proposals within flood risk zones 2 and 3 will need to undergo a sequential test in accordance with Planning Policy Statement (PPS)25, paragraph 14 and Annex D, and UDP policy ENV57a. This entails demonstrating that there are no reasonably available alternative sites with a lower probability of flooding within Gateshead. The applicant will be required to assemble relevant evidence for the site to demonstrate the sequential test as detailed in Development and Flood Risk: Consultation on a Practice Guide Companion to PPS25, Table 1.3 and Figure 3.1. A sequential approach to flood risk when locating development within the site will also be required.

78. Following the application of the sequential test, any residential development that is a more vulnerable use, within flood zone 3a will also need to pass the 'Exception Test' set out in PPS 25, Annex D9. The developer and Council will need to demonstrate the three stringent conditions of the exception test have been met. Further guidance on the exception test is set out in Development and Flood Risk: Consultation on a Practice Guide Companion to PPS25, Chapter 3. The Environment Agency will need to be consulted regarding the data used for, and outcome of, the sequential test and exception test.

79. Any planning applications for development proposals for 1 hectare or greater in Flood Zone 1, all operational development less than 1 hectare located in Flood Zones 2 and 3 and development within 20 metres of the River Tyne, should be accompanied by a Flood Risk Assessment and the Environment Agency will need to be consulted. In assessing the need and scope for a flood risk assessment the applicant should have regard to the Environment Agency's flood zone matrix and National Standing Advice (see <http://www.pipernetworking.com/floodrisk/>) and PPS25 Annex E. The applicant may need to provide a Letter of Compliance from the Environment Agency for any submitted Flood Risk Assessment.

80. It should be noted that development within 5m of a key watercourse and which is within the main river by-law distance

will require prior consent from the Environment Agency for any development in *addition* to planning permission.

81. The SFRA, Section 6.11, states that data and models [that inform the SFRA] are the key to understanding the scale of the flood risk. However the data used in the SFRA is limited in many aspects and it is important that these limitations are considered. The SFRA, Section 6.4, states that [sites] that are situated wholly or partially within the Flood Zone Maps must be critically reviewed to assess the degree of flood risk posed directly to or by the proposed development.

82. Any review of the SFRA's findings should be included in an accompanying Flood Risk Assessment. The Environment Agency and Gateshead Council must approve the data, methodology and outcome used in a review.

## **SUSTAINABLE DEVELOPMENT**

83. Gateshead Council requires potential developers to give consideration to the following factors and assess their potential for incorporation into the development, in so far as they are compatible with the other urban design and layout considerations mentioned elsewhere in this IPA.

### *Layout and Design*

- Buildings should be designed in form and layout to maximise natural energy sources.

- Buildings should have high levels of energy efficiency and insulation.
- The design and layout of the site should seek to promote access by foot, cycle and public transport and minimise unnecessary car use. A travel plan should be prepared to maximise levels of sustainable access.

*Construction must:*

- use local, natural or recycled materials;
- reduce waste in construction;
- restrict use of timber to that which comes from a verifiable renewable source;
- use internal and external materials that are non-toxic and are capable of being recycled; and
- consider Modern Methods of Construction (see paragraph 89 below)

*Design of buildings must:*

- meet Eco-Homes “Very Good or Excellent” Standard;
- employ water conservation measures which reduce demand, for example: water harvesting; minimisation of water use/ recycling of rainwater/ re-use of ‘grey’ water and natural sewage treatment systems;
- wherever practicable, control surface water run-off as near to its source as possible through a sustainable drainage approach to surface water management (SUDS);

- limit areas of hard non-porous finishes and provide planted areas;
- facilitate the use of low energy appliances;
- be to Lifetime Homes standard (see paragraphs 114 and 115); and
- aspire to meet Commission for Architecture and the Built Environment (CABE) Building for Life Standards.

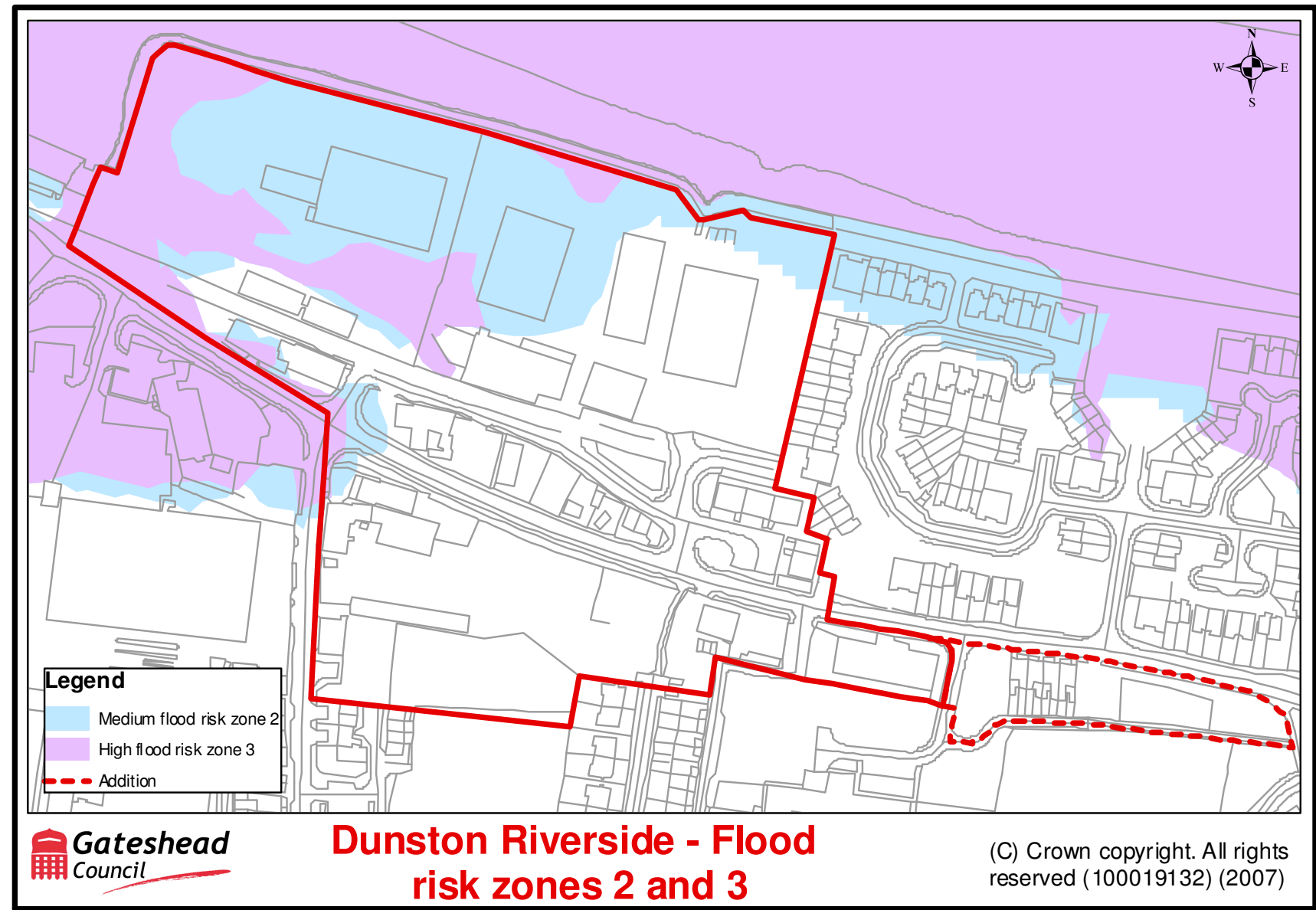
84. The Council aspires to meet the good design principles of CABE ‘Building for Life Standards’ and aims to achieve ‘silver/gold’ status on this development. This guidance is supported by the government as the standard to follow for the design quality of new homes.

85. The Council encourages sustainable design and technology and is committed to responsible energy management. Prospective developers should refer to the guidance in ‘Building-in Sustainability - A guide to sustainable development and construction in the North East’ produced by Sustaine (see [www.durham.gov.uk](http://www.durham.gov.uk) click on ‘environment’ and then ‘sustainable development’). See Appendix 3 below.

86. Developers will be required to demonstrate how major schemes will generate a substantial proportion of the site’s electricity or heat needs from renewables, wherever feasible. UDP policy MWR 36 requires that any new development of 1,000m<sup>2</sup> or 10 or more residential units must incorporate renewable energy production equipment to provide at least

10% of the predicted energy requirements, subject to the type of development proposed, its location and design. It is anticipated that the Planning and Micro-renewables in North East of England Guidance will be become available in Spring 2007.

87. Currently, in accordance with UDP policy MWR36 'All new development or redevelopment of existing buildings will require measures to achieve high energy efficiency and minimise consumption so that they achieve BREEAM and Eco Homes very good or excellent rating'. However, it should be noted that this policy was prepared in advance of the publication of Consultation of Planning Policy Statement: Planning and Climate Change.



88. The Government promotes the provision of sustainable new homes. Their support is expressed in 'Code for Sustainable Homes', published in December 2006. It is proposed that the code should be used by housebuilders in marketing new homes to consumers. The Code assessments started on a voluntary basis in April 2007, with the exception of publicly funded housing development that will be required to comply with level 3 of the Code i.e. developed by Registered Social Landlords or with funding from the Housing Corporation, developed by English Partnerships, or received direct funding from Department for Communities Local Government for housing growth programmes. A code rating may become mandatory in the future.

89. Consideration should be given to Modern Methods of Construction (MMC), which has recently been highlighted as significant through the 'Design for Manufacture Competition' – see Appendix 3.

## **TRAVEL AND TRANSPORT**

### **Transport Assessment and Travel Plan**

90. As part of the development strategy referred to earlier in paragraph 4, above, a baseline assessment of transportation and traffic issues affecting the site was carried out. The methodology used was similar to a transport assessment albeit on a more strategic level. For example, it examined the local transport network, public transport, pedestrian & cycle

issues, traffic data, and road and junction capacities. Developers should discuss any proposals for the site with the Highways Agency at an early stage with regards to the impact development may have on the A1.

91. This previous work may provide a baseline analysis of transport and movement issues. However this will need to be reviewed and developed as part of the Transport Assessment which will be required as part of any application for development. The scope of the Transport Assessment will depend on the scale of the final proposals and should be discussed with the Council at an early stage. Further information on transport assessments can be found at [http://www.dft.gov.uk/stellent/groups/dft\\_roads/documents/page/dft\\_roads\\_612257.pdf](http://www.dft.gov.uk/stellent/groups/dft_roads/documents/page/dft_roads_612257.pdf). A Travel Plan will also be required as part of any proposal. Early contact should be made with the Council to discuss the scope and content of this.

92. The A1114 (with the A184 Consett Route) provides a key link with the centre of Gateshead to the east and the MetroCentre and A1 to the west. Levels of traffic increase when the A1 is congested. Traffic flows on the A1114 through Dunston are likely to increase in the future as further development of the MetroCentre and the surrounding area occurs. This extra traffic, along with the CentreLink bus flows, will make crossing the A1114 and turning into / out of the proposed housing development increasingly difficult.

93. Initial traffic analysis suggests that the A1114 has sufficient capacity to deal with additional traffic generated by

residential development on this site and users travelling towards the A1 and MetroCentre. However redevelopment of the site will result in it being necessary to consider the installation of light controlled junctions and pedestrian crossings to enable vehicles and pedestrians to use the A1114 safely. Whilst these measures could result in lowering the capacity of the road it should serve to discourage extraneous through traffic. Any signalised junction may need to provide for appropriate bus activation to avoid delays to bus services such as CentreLink.

#### **Site access**

94. Existing vehicular access points are incompatible with a comprehensive redevelopment of this site.

#### ***Housing north of St Omers Road***

95. The plan below 'Vehicle access points' illustrates how the site can be broken down into areas and accessed. Housing north of St Omers Road can be served by one vehicular access point located opposite the junction of Dunston Road with St Omers Road. This would create a cross-roads requiring signals to allow for the efficient flow of traffic into and out of the development and along the main road. Housing in area 1 could be served by a spur or a small loop. Housing in area 2 could be served by a loop.

#### ***Housing South of St Omers Road***

96. Housing in area 3 should be served by one vehicular access point on Dunston Road. Vehicular access off Colliery Road to serve housing in area 4 should be kept to a minimum. There already exists a road off Colliery Road giving access to Dunston Riverside Primary School. This becomes congested at the start and the end of the school day. Whilst this existing road can serve housing in area 4 it will be necessary to ensure parking for residents is not affected by school related traffic. It may be necessary to create another access road off Collingwood Terrace. A solution may be to use courtyard parking utilising both access roads to serve residents.

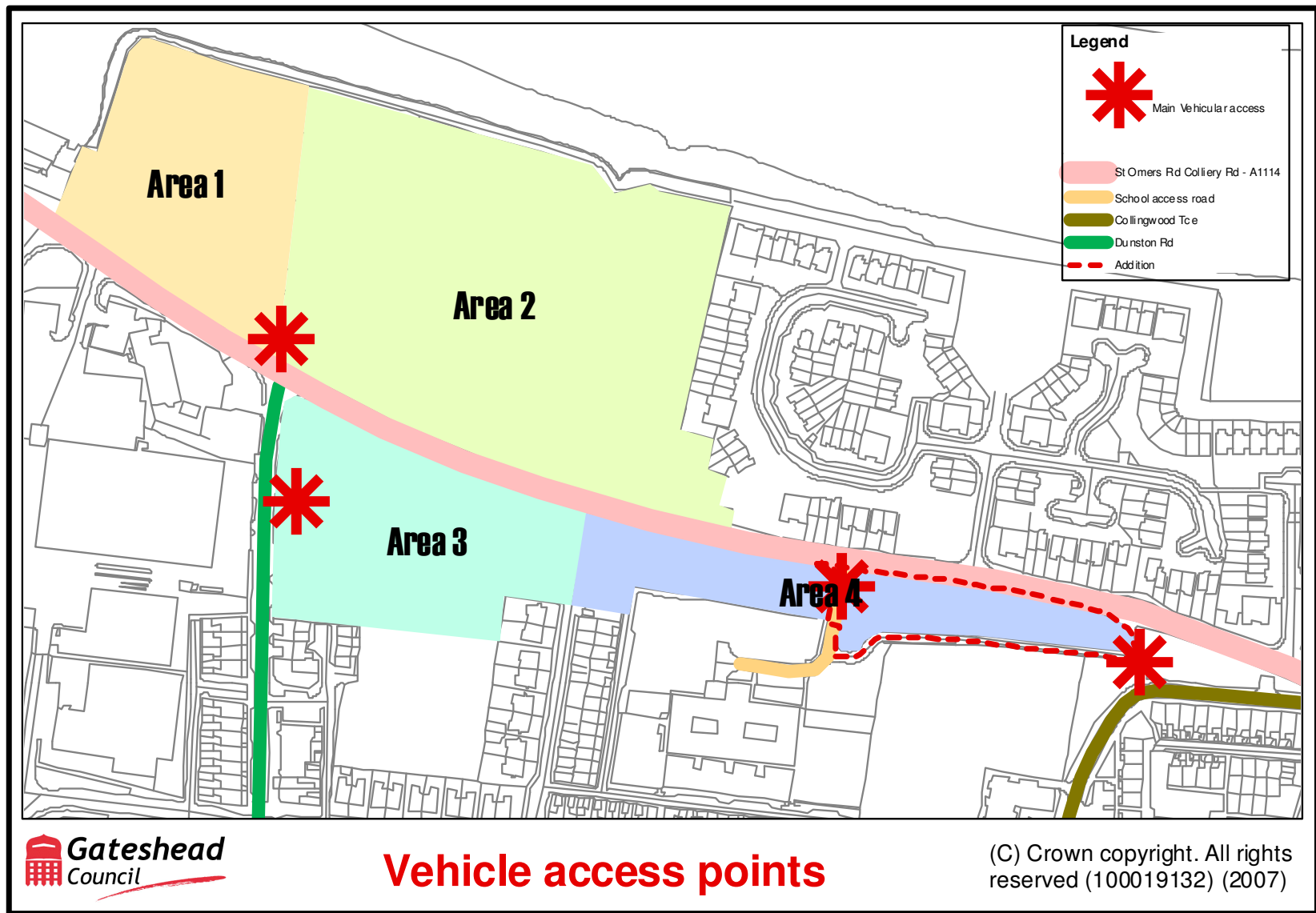
97. The site is well served by public transport with a number of bus routes on the A1114 (St Omers Road /Colliery Road) and nearby Wellington Street provide access to the wider area, Gateshead town centre and the MetroCentre. It is essential that any new vehicle access points created as part of the redevelopment of this site do not effect the operation of existing bus services in the area.

98. The scheme should make adequate provision for vehicles servicing the development site. A vehicle Access Study should be carried out when preparing any application for this site.

#### **Highway Layout**

99. Developers are encouraged to consider the use of Home Zone principles on this site (see paragraphs 34 to 36).

Outside any agreed Home Zones new roads must be designed in accordance with the Council's "Designers' Guide for Highways and Sewers" (2<sup>nd</sup> Edition) which serves as a design guide for access roads and estate layouts, including traffic calming measures and construction. All proposals will need to be discussed with the Council at an early stage.



## **Parking provision**

100. Car parking provision should be made in accordance with the Council's Interim Policy Advice (IPA) 11 – Levels Of Car Parking In New Developments, which, for C3 uses (dwelling houses), car parking should not exceed 1 space per dwelling unit. Parking for disabled people and motorcyclists must also be provided as detailed in IPA 11.

101. The minimum cycle parking standards have been adopted in the "Cycle Strategy for Gateshead" (March 2003).

102. Gateshead is committed to encouraging cycling as a mode of transport by providing a safe and convenient cycling network, secure cycle storage & parking and by providing facilities which will serve to encourage cycle use.

## **HOUSING PROVISION**

### **Housing Need**

103. The 2006 Housing Need and Adult Social Care Assessment (HNASCA) found there was a need for larger and more affordable accommodation in all wards within Gateshead, particularly in Dunston and Teams where there is an undersupply of family accommodation with a greater demand for three and four bedroom homes than for smaller units.

104. The HNASCA has identified an annual affordable housing shortfall of 196 dwellings per annum over the five-year period April 2006 to March 2011 (980 over the five years). Accordingly, the HNASCA recommends that the Council adopt a policy of delivering between 25% and 30% affordable provision on all appropriate development sites.

105. The HNASCA states that the Council should encourage mixed tenure developments to satisfy a range of housing needs, in pursuit of a balanced housing market. The mix should be appropriate to the site and location but in general, the Council should seek that the affordable housing provision consists of 70% social rented housing and 30% intermediate housing through shared equity schemes.

### **New Build Buyers Survey**

106. Nathaniel Lichfield and Partners completed A New Build Buyers Survey in February 2006 in order to gain a better understanding of the new build housing market in Newcastle and Gateshead and the surrounding areas.

107. The New Build Buyers Survey identified the preferred mix of dwellings for new build sites and demonstrated a need for more family housing. This report is available on request. Developers should reflect this preferred mix as closely as possible with a focus on family accommodation.

## **Housing Choice**

108. UDP policy H5 requires that all new housing developments (above the stated thresholds) offer a range of housing choices in terms of housing sizes and types, taking account of the housing requirements of different groups. Developments containing small flats or apartments only, will not generally be acceptable unless there is a local shortfall in such accommodation.

## **Affordable Housing**

109. UDP policy H7 states that ‘where there is evidence of a need for affordable housing [or to ensure the creation of an appropriate mix of housing in an area], the council will seek the provision of a proportion of affordable housing on all housing developments [above the stated thresholds]’.

110. PPS 3 states that affordable housing includes social rented and intermediate housing. The types of intermediate housing include intermediate rented, discounted sale, shared equity and shared ownership. Please see Annex B of “Delivering Affordable Housing”, published by the Department for Communities and Local Government in November 2006, for more detailed definitions of what is accepted as constituting affordable housing. PPS 3 states that any affordable housing developed must meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.

111. UDP policy H9 requires that prior to any development being approved, applicants will be required to demonstrate to the satisfaction of the Council that the affordability of any units provided will be maintained in perpetuity using:

- a management scheme in association with an appropriate body; or
- a planning agreement or obligation to control occupancy.

112. PPS 3 states that affordable should include the provision for the dwelling to remain at an affordable price for future eligible households or, if these restriction are lifted, for the subsidy to be recycled for alternative affordable housing provision. The number of units required for each different type of affordable housing will be discussed with developers prior to an application being made.

113. The affordable housing must be properly distributed to ensure it is fully integrated with the private housing. The selected developer may therefore choose to work with a partner, for example, a Registered Social Landlord (RSL). The Council will discuss with potential providers how affordable housing can be provided and long-term management arrangements secured.

## **Lifetime Homes**

114. UDP policy H9 requires that all new housing developments (above the stated thresholds) will be required to include a minimum of 10% of dwellings constructed to Lifetime Homes standards. This percentage will be applied to both the market and affordable housing elements of housing schemes.

115. The Lifetime Homes standard, developed by the Joseph Rowntree Foundation (JRF), is designed to provide housing that is more flexible, adaptable and accessible and which can more easily meet a household's changing needs than that required under Part M of the Building Regulations (2000).

## **Wheelchair housing**

116. UDP policy H10 requires that all new housing developments (above the stated thresholds) will be required to include a minimum of 2% of dwellings to be built, or be capable of adaptation without structural alteration, to Wheelchair Housing Standards. This percentage will be applied to both the market and affordable housing elements of housing schemes.

## **GENERAL REQUIREMENTS**

### **Security**

117. UDP policy E23 requires that all new developments should assist in reducing opportunities for crime by creating appropriate designs and layouts, while maintaining a high standard of appearance, amenity and accessibility. Developers will therefore be expected to build security measures into any scheme and to produce a layout that provides defensible space and good natural surveillance.

118. Any proposal must demonstrate at the planning application stage that it has been designed to prevent crime and must show what security measures are to be incorporated as ongoing provision. CCTV measures, building and parking security protection arrangements need to be defined. Consideration should be given to the installation of ducting for CCTV at the design / construction stage. SPG2 gives detailed guidance.

119. Prior to seeking planning permission applicants are encouraged to discuss their layouts with Northumbria Police's Architectural Liaison Officer.

### **Contamination and ground conditions**

120. Most parts of the Borough have a long history of underground and surface working for coal and other minerals.

Developers are advised to consider ground conditions carefully and to carry out appropriate investigations. The Council will need to be satisfied that appropriate site investigations will be carried out prior to development and measures to deal appropriately with contamination and other ground condition issues, including any gas emissions from underground, are incorporated into the development.

121. The site and surrounding area has a long history of industrial use and there are a number of potential sources of contamination to soils and groundwater (see the section on Site History – paragraphs 19-21). Certain areas of the site have undergone considerable development and redevelopment over the last 150 years. Potential sources of contamination may have originated from these industrial land uses. There are also a number of potential sources of off-site contamination; a Chemical Works, a Flour Mill and a Soap Works were all in operation at some time on land to the east of the site. Significant and highly variable quantities of made ground are present across the area, commonly associated with land reclamation adjacent to the River Tyne. These may present issues with respect to foundations, contamination and soil gas.

122. A Preliminary Risk Assessment including a desk study, a walk over the site and conceptual model should be submitted with any planning application. This information will be required before any application is determined in accordance with PPS 23 paragraph 2.43. Further investigations may then be required before the application can be determined unless the

risk from contamination is proven to be acceptable (PPS 23 paragraph 2.44). Further investigations will need to assess the risk and appraise remedial options (PPS 23 para. 2.44). The Council will need to be satisfied that the development does not create or allow unacceptable risk from the condition of the land or adjoining land (PPS 23 para. 2.49). The Council will need to be satisfied that the standard of remediation removes unacceptable risks and makes the site suitable for its new use.

### **Noise**

123. Housing is considered to be noise sensitive development. Any development proposal should therefore comply with the noise exposure categories set out in UDP policy ENV60 and PPG 24 – Noise.

### **Refuse Collection**

124. Adequate facilities must be provided within the built form of each unit for the storage of wheeled refuse bins and recyclable material for kerbside collection. One possibility is to provide a communal refuse store for flats / apartments. Screened enclosures with direct access to the collection point via an even surface, with ramps of appropriate grading, if necessary, will be required.

## **Cable**

125. An underground broadband cable television service is gradually being provided throughout the Borough. Whilst it is not a requirement of obtaining planning permission, developers are urged to contact the relevant cable operator. This will enable consideration to be given to the installation of underground cables and the provision for apparatus placement during the development's construction. It is desirable that provision be incorporated at the outset so as to avoid unnecessary disturbance and costs at a later date.

## **Public Art**

126. UDP policy ENV6 encourages developers to consider opportunities for new public art. Public art promotes legibility and can be used as a landmark to attract people to certain areas, provide a focal point at gateways and define routes and connect locations.

## **Pre-Application Discussions**

127. Prospective developers are strongly advised to have early discussions with the Regulatory Services (Development Control) and Transport and Highways services before finalising their proposal and submitting any planning application. In addition the sub-divisions between various affordable categories should be discussed with developers prior to an application being made.

128. Applicants are also advised to consider the need for an Environmental Impact Assessment prior to an application and to provide a Design and Access statement, a Transport Assessment, a Flood Risk Assessment and a Risk Assessment for potential contamination with their submission.

129. Developers of major schemes can make use of Gateshead Council's 'Development Team Approach'. This approach brings together every service provided by the Council that contributes to the development process - planning, building control, environmental health, economic development, landscape design, highways and structural engineering, legal services and property. The Development Team will guide developers and their consultants through the whole development process including seeking planning permission, obtaining the building regulation approvals and environmental health consents.

## **Section 106**

130. Elements such as affordable housing, highway improvements, play areas and public open space, already covered in the main body of this brief, will be the subject of a Section 106 agreement where this is necessary to ensure delivery. This of course will be subject to the usual pre-application discussions and negotiation. It should also be noted that built community facilities and school provision would not be required for this site. However a full Transport Assessment and Travel Plan will be required and additional

improvements to those identified in the Access Review may be needed.

131. The provision of the signalised junction, pedestrian crossing and 'Green Boulevard' on St Omers Road / Colliery Road will be addressed through a Section 106 agreement and discussed with developer(s) at the pre-application stage.

## **APPENDIX 1**

### **EASTERN ADDITION TO DUNSTON RIVERSIDE HOUSING SITE**

Since the publication of the Re-deposit Draft Replacement Unitary Development Plan (RDRUDP), which allocated the Dunston Riverside site for residential development, the Council wishes the objectives and development principles to be applied to housing and land adjoining the east of the site.

On plans included within this IPA a dashed red line denotes this eastern addition.

## **APPENDIX 2**

### **STAKEHOLDER AND COMMUNITY CONSULTATION**

Consultation with stakeholders within the housing site, including the eastern addition, began in April 2006. Wider community consultation was carried out in July 2006 with an event at the local school, display boards at the Dunston Activity Centre and postal questionnaires.

Feedback from this consultation informed a report to the Councils' Cabinet (Approved 19 September 2006, Minute No 2872) and informs this IPA. A consultation feedback leaflet was sent out to all those involved in December 2006.

Further consultation has been carried out, following approval by the Council's Cabinet, with statutory consultees as well as those stakeholders and surrounding residents consulted previously.

### **COMMUNITY INVOLVEMENT SCOPING REPORT**

#### **Consultation carried in 2006**

The site was part of the Dunston Employment Area in the adopted Unitary Development Plan (UDP). In 2003 the Council became aware of interest from developers in constructing homes in the Dunston Riverside area. The site

was designated as a mixed use site in the 2004 Deposit Draft UDP.

In 2004 consultants Llewelyn Davies were appointed to undertake a study of the area to test its capacity to cope with new development and to set out design principles. The subsequent Draft Development Strategy proposed that all land within the Mixed Use Site boundary be redeveloped for residential use. Following consultation the site was re-designated as an Allocated Housing Site in the 2006 Re-deposit Draft Replacement Unitary Development Plan (RDRUDP).

The RDRUDP underwent a public inquiry during October 2006. The Inspectors Report was received in May 2007.

Consultation with stakeholders within the allocated housing site, including the eastern addition, began in April 2006. Wider community consultation was carried out in July 2006 with an event at the Dunston Riverside Primary School, the display of information boards for 3 weeks at the Dunston Activity Centre and postal questionnaires supplied to all consultees within the housing site and the immediate surrounding area.

Consultees were asked for their opinion on the principle of residential development on the site and further questioned on their views relating to houses and housing developments.

During the consultation the Council clearly communicated its objectives for the site using the principles with the Draft

Development Strategy - primarily a comprehensive re-development for residential use that will improve the choice and quality of local housing, provide a safe and attractive environment for all, provide good pedestrian and cycle links to and from Dunston and the river and local shops & facilities.

It was made clear that the Council wished to develop further planning advice (Interim Policy Advice) relating specifically to this site to support the RDRUDP planning policies, wider Council objectives and provide formal status to the key principles of the Draft Development Strategy.

The results of the consultation were summarised and a feedback leaflet produced which was delivered to all stakeholders and residents who took part in the consultation. The views expressed in the responses influenced the development of the Interim Policy Advice (IPA). The consultation feedback leaflet is attached.

## Consultation in 2007

The Councils' Cabinet approved Draft IPA for Dunston Riverside for consultation on the 20th March 2007 (Minute No. C337). Internal and external consultees had a three-week period to make comments. The comments received have informed this version of the IPA.

**Dunston Riverside**

**Gateshead Council**  
www.gateshead.gov.uk

**In July this year, you may remember a questionnaire that was delivered to your home/business. In it, Gateshead Council asked for your views on current and future housing development in the Dunston Riverside area.**

If you were one of the 108 people who completed the questionnaire – thank you. Your views are very important to us and will make sure that any future development plans reflect local people's needs and aspirations.

We said we would report back to you – and below we have set out the main results from the questionnaire. We hope you find this useful. If you have any questions about the survey or issues relating to it please do not hesitate to contact us – details are given below.

**Key findings - what you said**

The majority of people who responded (96%) said they agreed that the area should be redeveloped for housing.

- Greenery, trees and planting were top of your list for any new development followed by:
  - local shops and facilities;
  - traffic calming/management;
  - communal open space;
  - good pedestrian and cycle links; and
  - a mixed community.
- With regard to a home, you said private parking and a garage were most important followed by:
  - a garden;
  - separate living spaces;
  - adaptability (ability to change as lifestyle changes)
  - two or more bedrooms; and
  - contemporary and distinctive design

- When asked what type of housing you would like to see at Dunston Riverside 60% of you wanted to see a good balance of houses and flats. 39% of you wanted mainly family homes. Almost 49% of you want owner-occupied homes, with 32% wanting to see rented or part-owned housing association homes.

**To sum up... the majority of you want to see:**

- A good mix of housing types, with more family homes – available to rent or part-own
- A housing development with plenty of green, open spaces, with good sized, affordable homes that have gardens and can adapt to changing lifestyles
- Local shops and facilities, better traffic management and good pedestrian and cycle links

**What happens next?**

The council will produce planning guidelines for the Dunston Riverside area taking account of your views. The council will adopt these guidelines officially in Spring 2007 and these will have to be met by any future developer.

**Want to know more?**

If you would like a copy of the full results or have any other questions please contact us and we'll be happy to help:

Richard Connor on: 0191 433 3450  
Gareth Powell on: 0191 433 3316

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## Consultation feedback leaflet

## **APPENDIX 3**

### **'Building-in sustainability - a guide to sustainable development and construction in the north east'**

This document has the overall aim of conserving and enhancing the unique and distinctive character of the north east. In particular, the Council would encourage the development to be energy neutral (producing as much energy from renewable sources as the development is likely to use – Policy MWR36) and recycled building materials must be used where possible (January 2006 paragraph 13.103).

#### **Design for Manufacture Competition**

The competition launched in April 2005 by the Deputy Prime Minister to address the major increase in construction costs in recent years by creating a target for construction costs of £60,000 for 30% of the homes built. The aim is to demonstrate integration of efficient construction methods, building cost effectively across a range on housing types without sacrificing quality or sustainability (low carbon or carbon neutral). For further information please refer to [www.designformanufacture.info/](http://www.designformanufacture.info/). Following this exercise a 'Lessons Learnt' document was produced in June 2006. One of the main lessons learnt was "Density with houses, not just flats: Efficient land use need not always mean one-bedroom flats. Through this competition developers will be achieving densities of over 60 homes per hectare mainly with houses" (page 7).