

# 1. INTRODUCTION

## 1.1 The Purpose of the Unitary Development Plan

1.1.1 This document, the Unitary Development Plan (UDP) for South Tyneside, provides guidance on land use and future development in the Borough to the end of the year 2001. In this case, “unitary” means one plan prepared for the whole of the Borough of South Tyneside. The role of the Plan is to determine the amount and type of development the Borough requires and can accommodate. The Plan aims to balance claims for new land uses against the necessity of securing development which can be sustained within the environmental capacity\* of the Borough (\* refer to Glossary).

## 1.2 The Tyne and Wear Development Corporation

1.2.1 The Borough Council, and the Tyne and Wear Development Corporation (TWDC) are the Local Planning Authorities (LPA) for South Tyneside. The TWDC came into operation in May 1987 and operated in the Urban Development Area (UDA). In South Tyneside, the UDA extended along the River Tyne from the River mouth (including a small area in the northern foreshore) to Hebburn Riverside Park, covering 622.1 hectares (1,537 acres); refer to Map 1.1. The TWDC was established to secure regeneration in Tyneside and Wearside, providing employment opportunities, housing and improving the economy. There have been no ‘flagship’ projects in South Tyneside (and those in other Districts appear to have had little benefit in this Borough). The TWDC has been active however, reclaiming nearly 43 hectares (106 acres) of land in the Borough by the end of 1997.

1.2.2 A number of TWDC projects were undertaken, particularly in Jarrow and Hebburn, such as the Viking Industrial Park. The former Brigham and Cowans site on the South Shields river bank was redeveloped by the TWDC for commercial and residential uses, following the announcement of £8.7m funding from the Government, in October 1994. The TWDC’s overall strategy is set out in “A Vision for the Future” (1989) which was revised and updated subsequently, to reflect market conditions and the results of consultation with the Council.

1.2.3 Wherever possible, the implications of development within the UDA were taken into account in the preparation of this Plan. This is particularly relevant in assessing the UDA’s contribution to the overall supply of housing and economic development land in the Borough.

1.2.4 The Development Corporation was responsible for determining all planning applications within its area (shown

on Map 1.1). The Borough Council acted as agent for the TWDC by receiving, processing, and commenting on each planning application. Where policies and proposals in this UDP refer to the LPA, this means South Tyneside MBC. Under the provisions of the Town and Country Planning Act 1990 (Section 54a) “determination shall be made in accordance with the Plan unless material considerations indicate otherwise”.

1.2.5 The development control function of the TWDC ceases with the demise of the Development Corporations in 1998.

## 1.3 The Area of Plan Coverage

1.3.1 The Plan covers the whole of the administrative area of the Metropolitan Borough of South Tyneside, as shown in Map 1.1. The Borough is 6,443 hectares and bounded to the north by the River Tyne and the North Sea to the east. The Metropolitan Borough of Sunderland borders the Borough to the South and Gateshead Borough lies to the west.

1.3.2 In April 1994, in accordance with the recommendations of the Boundary Commissioners for England and Wales, the Borough boundary was revised. These amendments are shown on Map 1.2. The Policies and Proposals in this Plan take account of these boundary changes.

1.3.3 With the TWDC expected to be wound up during the plan period, in 1998, the Council will subsequently become the Local Planning Authority for the whole of South Tyneside.

## 1.4 Putting the Environment and Regeneration First

1.4.1 The Borough Council and TWDC sought to establish the likely future demand for land and to provide for this within the environmental and physical constraints identified. These constraints include the density of development in the built-up area, the limited number and size of development sites and the extent of Green Belt.

1.4.2 These constraints are underlined by the need to safeguard our finite environmental assets, such as land, minerals and water. In meeting the demands for development today, our environment and its resources must be protected, conserved and enhanced to ensure the future ‘good health’ of the Borough and its residents. This is the central core to the concept of **sustainable development**; ensuring that development can be accommodated within the environmental capacity of the Borough. Further detailed explanation of sustainable development is given in Chapter 4 (Strategy).

MAP 1.1: TYNE & WEAR DEVELOPMENT CORPORATION AREA IN SOUTH TYNESIDE



-  - South Tyneside Metropolitan Borough Boundary
-  - TWDC Urban Development Area (UDA) Boundary

MAP 1.2: SOUTH TYNESIDE BOROUGH BOUNDARY



-  - South Tyneside Metropolitan Borough Boundary
-  - Additions to South Tyneside Metropolitan Borough Area

1.4.3 Government policy guidance reflects the increasing concern about, and awareness of, the need to protect our local and national environmental assets. Lifestyles and development today should not be detrimental to the environment if future generations are not to be denied the ability to meet their needs.

1.4.4 The Council shares this concern and places the quality and health of the Borough's environment and residents' lifestyle as the primary consideration in directing and determining development proposals. This is reflected in the strategy of the Plan, and the Policies, Proposals and Targets included within it. The Plan's strategy is detailed in Chapter 4, with the policies and proposals that seek to implement it, set out by subject in Part Two (Chapters 6 to 14).

1.4.5 Protecting and improving the Borough's environment is an essential part of securing the economic and urban regeneration of South Tyneside. To attract much needed investment and job opportunities to an area of high unemployment, the process of regeneration must be one based on quality; providing a pleasant and healthy environment in which to live and work. Shortages of land within the built up area should not lead to 'town cramming', and the loss of valuable open space, or the unnecessary loss of Green Belt for short term benefits. Recycling and restoring derelict and contaminated land is, consequently, an important component of the Council's policies in improving the environment and providing appropriate sites for economic development (refer to Chapter 9).

## 1.5 **Facing Problems and Realising Opportunities**

1.5.1 The strategy which the Local Planning Authority will pursue through its Unitary Development Plan is explained in Chapter 4. This strategy is primarily related to land use needs to take account of the implications of the Local Authority's other, strategic, Borough-wide initiatives wherever possible. Many of the Policies included in the Plan contribute to other initiatives, addressing problems which cannot be solved by the land use and development planning process alone. For some time the Borough Council has given priority to problems associated with the lack of employment opportunities in South Tyneside and the quality of the Borough's environment. Key problems can be summarised as:

- . the scale of restructuring required to remodel the economic base of South Tyneside;
- . the Borough's image, both within and outside the Northern Region;

- . the shortage of private sector entrepreneurial skill and initiatives to achieve that restructuring; and
- . the consequential depopulation of the Borough caused by a lack of employment opportunities.

These problems are considered in more detail in Chapter 3. Where it is able to address them, the Council is, increasingly, equipped with diminishing resources, limiting the effectiveness and extent of action which can be taken (refer to Chapter 16).

## 1.6 **Conformity with Regional Planning Guidance (RPG)**

1.6.1 In June 1989, the Secretary of State issued "Regional Planning Guidance: Strategic Guidance for Tyne and Wear" (RPG1), which the Borough Council is required to take into account in preparing its Unitary Development Plan. The Guidance is set out under broad headings and summarised briefly below:

### **Urban Regeneration (paras. 2-13)**

1. revitalisation of the economy should be a primary aim of the Plan;
2. provision of land for development should be realistic, but allow potential for expansion;
3. between the beginning of 1988 and the end of 2001 the Plan should make provision for the construction of 5,000 dwellings (a figure which should not be taken as "prescriptive or inflexible");
4. the scale of housing provision should remain in general balance with countywide housing needs to 2001, cater for realistic choice, but not frustrate regeneration or revitalisation, nor promote excessive consumption of greenfield sites.

### **Retailing (paras. 14 - 18)**

1. the level and quality of shopping provided should be enhanced, in preference to preserving current shopping hierarchies;
2. a range of measures should be employed to upgrade centres, such as better parking, easier access, environmental improvement and new floorspace provision;
3. a balance must be drawn between new proposals and existing retail provision;

4. consideration should be given to how commercial and recreational services can be encouraged, particularly in centres suffering a loss of retail trade.

#### **Transportation (paras. 19 -25)**

1. improvements should assist urban regeneration, support town centres, facilitate further investment in industry and housing and enhance the environment;
2. proposals should be included to make best use of existing capacities and show how public transport can relieve pressure;
3. the strategic route network and primary route network should be used as a framework in assessing the need for new roads;
4. Unitary Development Plans should consider issues of transferring long-haul freight from road to rail and land-use based policies to facilitate this wherever possible;
5. a comprehensive public transport system should be maintained;
6. proposed Metro extensions and improvements should be included where feasibility is proven;
7. land use proposals should be well-related to the transportation system.

#### **Environment (paras. 26 - 31)**

1. consideration should be given to strategic environmental matters, including those areas of exceptional value which present a high quality image and assist inward investment and tourism;
2. proposals should be put forward for wildlife corridors including regard to their maintenance and improvement;
3. consideration should be given to the implications of changes occurring in agriculture on land use planning within the urban fringe and the countryside;
4. policies for the supply of minerals should be included. Mineral reserves should be protected from sterilisation and environmental safeguards should be applied to mineral working. Criteria to be used in determining mineral development applications and policies for the restoration and after use of sites and waste tips should also be included.

#### **Green Belt (paras. 32 - 35)**

1. the Green Belt should have stable boundaries that are altered only in exceptional circumstances. Unitary Development Plans should establish a secure Green Belt which takes proper account of the scale of development needs well into the 21st century;
2. Plans should conform to Green Belt guidance provided in Planning Policy Guidance Note 2;
3. the broad extent and purpose of the approved Green Belt should be maintained and local authorities should plan to make full use of land within the existing built up area, especially through use of derelict or neglected sites. If an alteration is proposed, the Secretary of State will wish to be satisfied that opportunities for development outside the Green Belt have been considered.

#### **Consultation and Monitoring (paras. 36 - 38)**

1. in preparing Unitary Development Plans, Councils should liaise closely with neighbouring authorities so that Plans inter-relate;
2. local authorities in Tyne and Wear should continue to monitor a number of key matters, particularly:
  - a) the scale and pace of urban regeneration, especially attempts to stimulate economic development, housebuilding and environmental improvements;
  - b) trends affecting housebuilding and the maintenance of an adequate land supply in terms of numbers and ranges of choice of dwellings;
  - c) the success of Green Belt in restricting urban sprawl and redirecting development to inner areas; and
  - d) the effects of out-of-centre retail development on existing centres' shopping and related functions.

1.6.2 The Borough Council acts in conjunction with the other four Tyne and Wear Districts in continuing to monitor these key issues and the areas identified.

1.6.3 With the Policies and Proposals contained in this Plan, the Local Planning Authority has sought to follow the Secretary of State's Guidance. The Borough Council and Secretary of State are satisfied, therefore, that the contents of this Unitary Development Plan are in conformity with Regional Planning Guidance for Tyne and Wear. It should be noted, however, that revised strategic guidance is expected to emerge towards the end of the plan period in the form of Regional Planning Guidance for the North East.

## 1.7 Superseding other Documents

1.7.1 This Unitary Development Plan for South Tyneside replaces the Tyne and Wear Structure Plan (1981), in its application to South Tyneside. In addition it replaces those parts of four plans, still legally extant up until the time of final adoption of the UDP, which were prepared under the provisions of the Town and Country Planning Act 1947 and are listed below:

### **Plans prepared under the provisions of the Town and Country Planning Act 1947, replaced by the South Tyneside UDP:**

<u>Plan Title</u>	<u>Date</u>
1. Durham County Development Plan Amendment No 20 Town Map No. 8 (Jarrow and Hebburn)	1962
2. Durham County Development Plan Comprehensive Development Area Map Comprehensive Development Area No. 1 (Jarrow) added by Amendment No. 5	1958
3. County Borough of South Shields Development Plan incorporating Amendments No. 1-5	1965
4. Durham County Development Plan Town Map No. 17 (Sunderland Periphery) Added by Amendment Town Map No. 30	1965

1.7.2 The adopted UDP also supersedes the eight statutory local plans listed below:

### **Local Plans prepared under the provision of the Town and Country Planning Act 1971, replaced by the South Tyneside UDP:**

<u>Plan Title</u>	<u>Adoption/Approval Date</u>
1. South Shields Town Centre District Plan	01/04/85
2. South Shields Foreshore Local Plan	20/06/84
3. Inner South Shields District Plan	14/03/84
4. Boldon Colliery Local Plan	25/04/85
5. West Boldon, East Boldon and Cleadon Local Plan	25/04/85
6. Tyne and Wear Green Belt Local Plan	01/11/85
7. River Tyne Local Plan for Recreation and Amenity	31/01/86
8. Tyne and Wear Minerals Local Plan	14/03/89

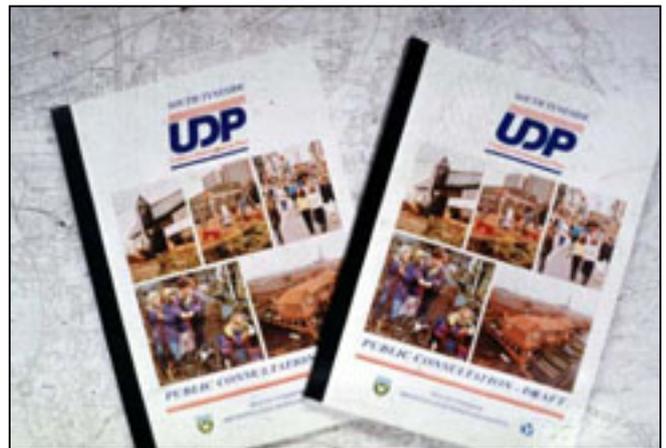
1.7.3 Other Plans, not formally adopted by the Borough Council but approved as a basis for development control, were treated as abandoned when the Secretary of State issued a Commencement Order to formally initiate

preparation of the UDP in May 1989. These included The Lawe Draft Local Plan, the Central Jarrow Draft Local Plan and the Monkton Draft Local Plan.

## 1.8 A Basis for Consultation

1.8.1 The draft Unitary Development Plan marked the start of a lengthy public consultation process, involving a number of stages which are diagrammatically illustrated in Figure 1.1.

1.8.2 The Local Planning Authority (LPA) is required to satisfy the Secretary of State that individuals or organisations, with any likely interest in the Plan, have been informed of it being placed on deposit and given the opportunity to submit objections and representations, to the Local Planning Authority. The Government has advised on those organisations that it requires to be notified as statutory consultees.



### Preparation of the Unitary Development Plan

1.8.3 The draft UDP (June 1995) was placed on deposit following public consultation initiated in June 1992. The Local Planning Authority considered all representations and comments on the Deposit Draft UDP, received within the statutory 6-week consultation period between 19 June and 21 July 1995. Following consultation and negotiation between objectors and the LPA, a Statement of Proposed Changes (June 1996) was produced, inviting representations, including counter-objections, between 17 June and 29 July 1996. Those objections that remained were considered by an Inspector, Mr P.A.Vincent, appointed by the Department of Environment, at the Public Inquiry which ran between 10 December 1996 and 28 February 1997, following a pre-Inquiry meeting held on 10 September 1996. The final statistics relating to the Inquiry were as follows:

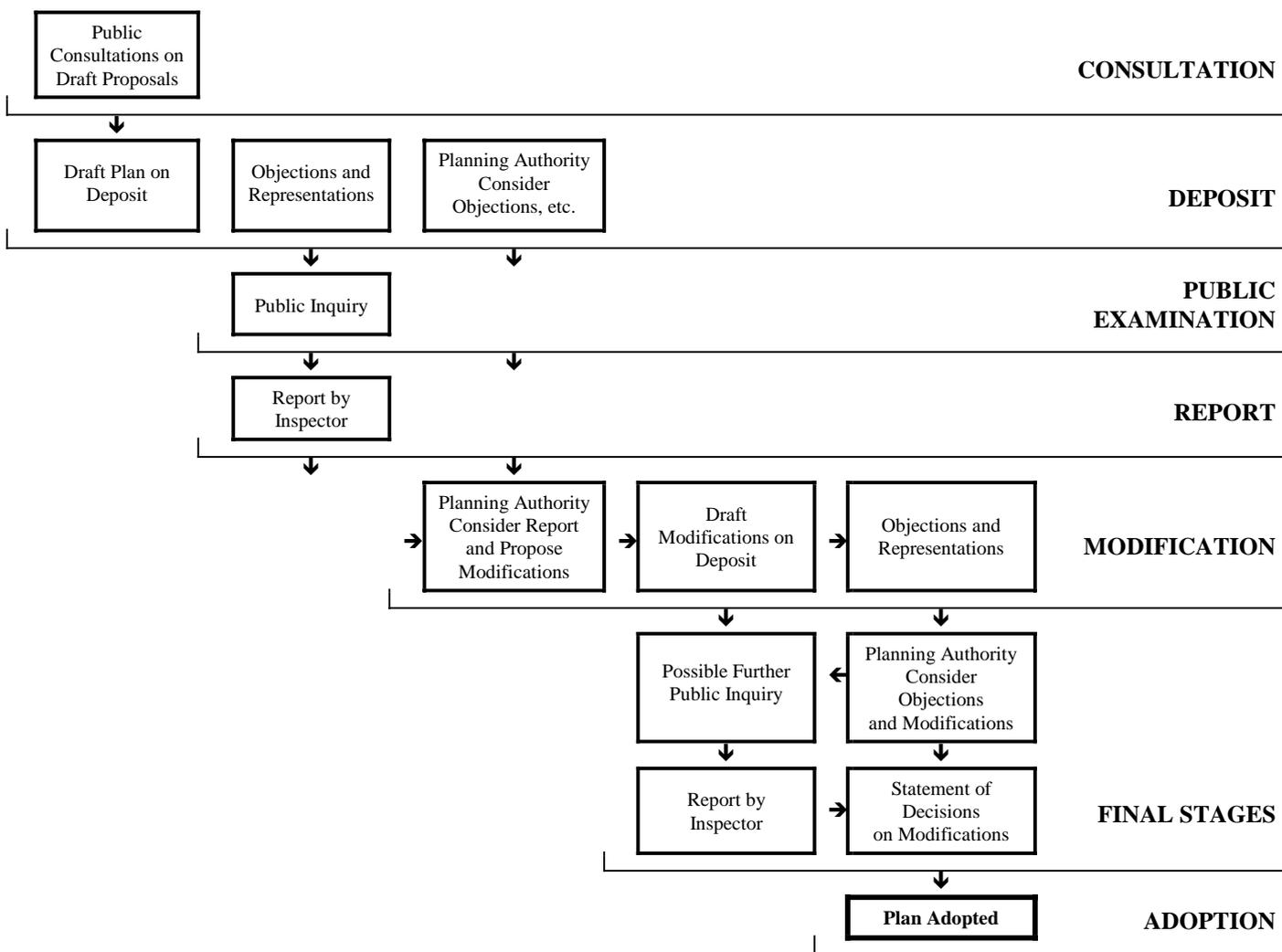
**Public Inquiry Statistics:**

<u>Number of Respondents</u>		200
<u>Total Responses</u>		1,194
... of which:-	Objections	727
	Objections unconditionally withdrawn	67
	Supporting representations	382
	Other comments	18
Sitting weeks		8
Sitting days		20
Objectors heard		20
Objections heard		128
Written representations		599
Council proofs		206

1.8.4 The Inspector subsequently reported his considered views on each objection and counter-objection and any way in which he felt that they justified amendments to the Plan - the Inspector's Report of the Inquiry was received by the LPA in February 1998. All those who had made representations on the Plan and other interested

parties were notified accordingly. In line with established procedure, the LPA sought clarification from the Inspectorate on a number of matters, upon which an Addenda to the original Inspector's Report, as investigated by a second Inspector, Mr R.Mordey, was received in June 1998. The LPA then considered both the Inspector's Report and the Addenda, subsequently approving a Statement of Proposed Modifications (November 1998) either proposing amendments to the Plan accordingly, or giving reasons why no amendment was considered necessary, together with the correcting or updating of factual matters and Proposed Changes that were not the subject of counter-objections. Following consideration on representations by the LPA after the deposit period between 9 November and 21 December 1998, an ensuing Statement of Proposed Further Modifications (April 1999) was similarly placed on deposit for consultation between 10 May and 21 June 1999. The statistics relating to these modifications stages were as follows:

**Figure 1.1 Preparation of the Unitary Development Plan**



Source: 'Development Plans: What you need to know' - Department of Environment (1996 revised).



Proposed Modifications Statistics:

<u>Number of Respondents</u>	19
<u>Total Responses</u>	49
... of which:-	35
Objections	1
Objections unconditionally withdrawn	4
Supporting representations	9
Other comments	

Proposed Further Modifications Statistics:

<u>Number of Respondents</u>	6
<u>Total Responses</u>	9
... of which:-	2
Objections	2
Supporting representations	5
Other comments	

1.8.5 The final Plan was subsequently adopted by the Borough Council on 20 October 1999 as the statutory Unitary Development Plan for South Tyneside. It carries full statutory weight in determining planning applications and appeals.

1.8.6 Further details on the development plan process can be found in the Department of Environment's publication "Development Plans; What You Need to Know" (1996 revised). Anyone requiring information or explanation on the UDP is welcome to contact the Department of Development Services at the postal address and telephone number or e-mail address which may be found on the Plan's inside front cover.

1.9 **Ward Boundaries**

1.9.1 The Borough comprises 20 electoral Wards. In parts of this plan, reference is made to their characteristics (eg. Chapter 11 identifies the supply of open space by Ward). Map 1.3 identifies the individual names and boundaries of these Wards.