

Planning Statement

South Shields Town Centre Regeneration

Outline planning application: Demolition of properties and existing bus stands and erection of A1 retail uses (7,028sq m), A3 restaurants and cafés (2,060sq m), D2 cinema (2,745sq m) and an A1 foodstore (6,039sq m) with multi-storey and surface car parking

July 2015

Turley

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Client

Muse Developments Ltd and South Tyneside Council

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Executive Summary

1. This Planning Statement has been prepared on behalf of Muse Developments Ltd and South Tyneside Council for the proposed second phase of the South Shields 365 Regeneration Strategy of South Shields Town Centre.
2. This planning application seeks outline planning permission (all matters reserved) for the demolition of properties on King Street, Barrington Street, Coronation Street, Fowler Street, Thomas Street, Franklin Street, Charlotte Street, Mount Terrace, St Hilda Street and Crossgate and existing bus stands on Chapter Row, and the erection of A1 retail uses (7,028sq m), A3 restaurants and cafés (2,060sq m), D2 cinema (2,745sq m) and an A1 foodstore (6,039sq m) with multi-storey and surface car parking.
3. A separate simultaneous application for the demolition of the existing Metro station on King Street, Keppel Street Post Office, 3, 5 and 7 Keppel Street and properties on William Street, Burrow Street and Albermarle Street, and the erection of a new Transport Interchange, comprising new interchange building, Metro station, bus station, retail unit and passenger drop-off area and separate retail unit with office accommodation at first and second floors has also been submitted. The two planning applications are submitted simultaneously but must be treated as separate applications. It is envisaged that the proposals for the Transport Interchange are to be implemented ahead of the wider outline proposals. Although two separate planning applications are submitted, one is integral to the success of the other.
4. The application proposals will see an important area of South Shields town centre improved, bringing significant economic benefits to the town and including an enhanced retail and leisure offer. Nationally, this will make people more aware of South Shields and its ambitions. In turn, this should assist in taking forward the next phases of development, building the momentum with each phase.
5. The proposed application – along with the simultaneous application for the proposed new Transport Interchange – will see South Tyneside’s Spatial Vision for South Shields continue to be implemented. The proposed development will benefit the people of South Shields, improve the urban fabric of the town and attract more people to the town’s retail and commercial core.

1. Introduction

- 1.1 This Planning Statement accompanies and supports the outline planning application submitted on behalf of our joint client, Muse Developments Ltd and South Tyneside Council, for the proposed second phase of the South Shields 365 Regeneration Strategy of South Shields Town Centre.
- 1.2 The planning application seeks outline planning permission (all matters reserved) for the demolition of properties on King Street, Barrington Street, Coronation Street, Fowler Street, Thomas Street, Franklin Street, Charlotte Street, Mount Terrace, St Hilda Street and Crossgate and existing bus stands on Chapter Row, and the erection of A1 retail uses (7,028sq m), A3 restaurants and cafés (2,060sq m), D2 cinema (2,745sq m) and an A1 foodstore (6,039sq m) with multi-storey and surface car parking.
- 1.3 As shown on the accompanying drawings, the application site comprises 4.9 hectares in four parcels of land:
 - land around Barrington Street and Chapter Row;
 - the existing surface car park to the west of Garden Lane and south of Coronation Street;
 - land to the north of the existing Waterloo Square car park; and
 - land to the west of Fowler Street, including sections of Thomas Street, Charlotte Street, Franklin Street, Mount Terrace and St Hilda Street.
- 1.4 These parcels of land include areas of hardstanding (including roads and pavements), existing bus stands and car parking areas, areas of vacant land, and existing buildings to be demolished. However, the parcels specifically exclude the listed buildings on Barrington Street.
- 1.5 The demolition of the elements above and site clearance will enable the application site to be ready for the redevelopment of the town centre for a variety of uses, along with public realm improvements.
- 1.6 As mentioned previously, this outline planning application forms part of the second phase of the South Shields 365 Town Centre Vision of South Shields town centre. The first phase comprised the construction of a new Central Library and Digital Media Hub (known as 'The Word') and the remodelling of the existing Market Place, which were approved planning permission in October 2014 and have now started on site.
- 1.7 The second phase comprises this outline planning application for the redevelopment of South Shields town centre, along with a separate simultaneous full planning application. The separate application proposes the demolition of the existing Metro station on King Street, Keppel Street Post Office, 3, 5 and 7 Keppel Street and properties on William Street, Burrow Street and Albermarle Street, and the erection of a new Transport Interchange, comprising new interchange building, Metro station, bus station, retail unit

and passenger drop-off area and separate retail unit with office accommodation at first and second floors.

- 1.8 The two planning applications are submitted simultaneously but must be treated as separate applications. It is envisaged that the proposals for the Transport Interchange are to be implemented ahead of the wider outline masterplan proposals.
- 1.9 This Planning Statement forms part of a suite of documents and drawings submitted in support of the planning application, which also comprise:
 - Air Quality Assessment
 - Arboricultural Assessment
 - Archaeological Assessment
 - Design and Access Statement
 - Ecology Statement
 - Economic Appraisal
 - Environmental Noise Assessment
 - Environmental Statement
 - Flood Risk Assessment and Drainage Strategy
 - Heritage Assessment
 - Phase 1 Ground Conditions Report
 - Retail Assessment
 - Statement of Community Involvement
 - Sustainability Statement
 - Transport Assessment and Travel Plan
- 1.10 This Planning Statement should be read in conjunction with the documents listed above.
- 1.11 The purpose of this Planning Statement is to provide an assessment of the application proposals in the context of current relevant planning policy and guidance.
- 1.12 It is important to note that this Planning Statement does not explore the technical matters contained in the reports set out above in detail.
- 1.13 A number of discussions and four pre-application meetings have taken place with the Planning Officer and other Officers at South Tyneside Council. The Council have been kept up-to-date of the project's evolution over the past six months. In turn, the Council have helpfully provided comments and assistance throughout this period.
- 1.14 A public exhibition was held on Thursday 18 June 2015 at the South Shields Museum and again on Saturday 20 June 2015 at South Shields Library to introduce the proposals to members of the public and other interested parties, with the development team on hand to answer questions. A summary of the exhibition is provided in the accompanying Statement of Community Involvement document.
- 1.15 The remainder of this document is structured as follows:
 - Section 2 describes the application site and its surroundings;
 - Section 3 describes the development proposals;

- Section 4 sets out the relevant planning history of the application site;
- Section 5 sets out the planning policy context of relevance to the application;
- Section 6 identifies the key issues and provides a planning appraisal of the application;
- Section 7 provides a conclusion.

2. Site and Surroundings

2.1 As shown on the accompanying drawings, the application site comprises 4.9 hectares in four parcels of land:

- land around Barrington Street and Chapter Row;
- the existing surface car park to the west of Garden Lane and south of Coronation Street;
- land to the north of the existing Waterloo Square car park; and
- land to the west of Fowler Street, including sections of Thomas Street, Charlotte Street, Franklin Street, Mount Terrace and St Hilda Street.



Application site boundary

Land around Barrington Street and Chapter Row

2.2 The first parcel of land forming part of the outline application site relates to land around Barrington Street and Chapter Row. It comprises a roughly square area of land, taking in properties along King Street, East Street, Chapter Row, Barrington Street, Cornwallis Street and Coronation Street, which are to be demolished as part of the application proposals.

2.3 Barrington Street, Chapter Row and East Street run primarily in an east-west direction, with Cornwallis Street running north-south at the western extent of the site.

2.4 The buildings on Barrington Street are 2-3 storeys in height. One of the buildings on Barrington Street (no.16) is listed, and this is specifically excluded from the application

site boundary. The building on the corner of Barrington Street (no.18) is also excluded from the site boundary, but this building is not listed.

- 2.5 On the northern side of Barrington Street is the Job Centre, which fronts onto Chapter Row. The adjacent plot of land in between Barrington Street and Chapter Row has recently been cleared of buildings and is now a redundant piece of land.



Looking west along Barrington Street, showing the redundant piece of land on the right, with the side elevation of the Job Centre beyond

- 2.6 Along the western side of Barrington Street and the eastern side of Cornwallis Street are a public house and office uses.
- 2.7 The properties along Chapter Row and East Street are commercial in nature and are between 2 and 3 storeys in height. The section of Chapter Row itself is restricted to bus access only, and a row of bus stands exists on the north side of the road. East Street provides vehicular access to a small surface car park and the rear of a limited number of properties along King Street.



View of East Street and Chapter Row, looking west

The existing surface car park to the west of Garden Lane and south of Coronation Street

- 2.8 This parcel of land relates to an existing car park accessed from Garden Lane to the east. The site is generally level, hard-surfaced and with boundary planting. It lies immediately to the north of a gas holder, east of the Asda supermarket and associated car park and west of Waterloo Square.



View westwards from the Coronation Street/Garden Lane junction towards the surface car park

Land to the north of the existing Waterloo Square car park

- 2.9 This parcel of land relates to a relatively small section adjacent to the existing surface-level car park serving the retail units at Waterloo Square. It is a generally level area of public realm directly in front of the existing BHS and Debenhams stores, which are accommodated within a modern retail building.



View northwards of the existing public realm to the north of the existing Waterloo Square car park

Land to the west of Fowler Street, including sections of Thomas Street, Charlotte Street, Franklin Street, Mount Terrace and St Hilda Street

- 2.10 This parcel of the application site is roughly rectangular, and relates generally to land to the west of Fowler Street and to the east of Garden Lane and the Metro line.
- 2.11 The site is effectively divided in half by Mount Terrace, which runs east-to-west from Garden Lane to Fowler Street. To the north of Mount Terrace are Charlotte Street, Franklin Street and Thomas Street, which are characterised by surface car parks and a mixture of 1-2 storey commercial premises.
- 2.12 To the south of Mount Terrace and either side of Charlotte Street are further surface car parks and redundant land. At the southern end of Charlotte Street are small residential properties that have been converted into commercial premises.
- 2.13 A carpet shop and petrol filling station run along the southern boundary of the site, in between St Hilda Street and Crossgate.



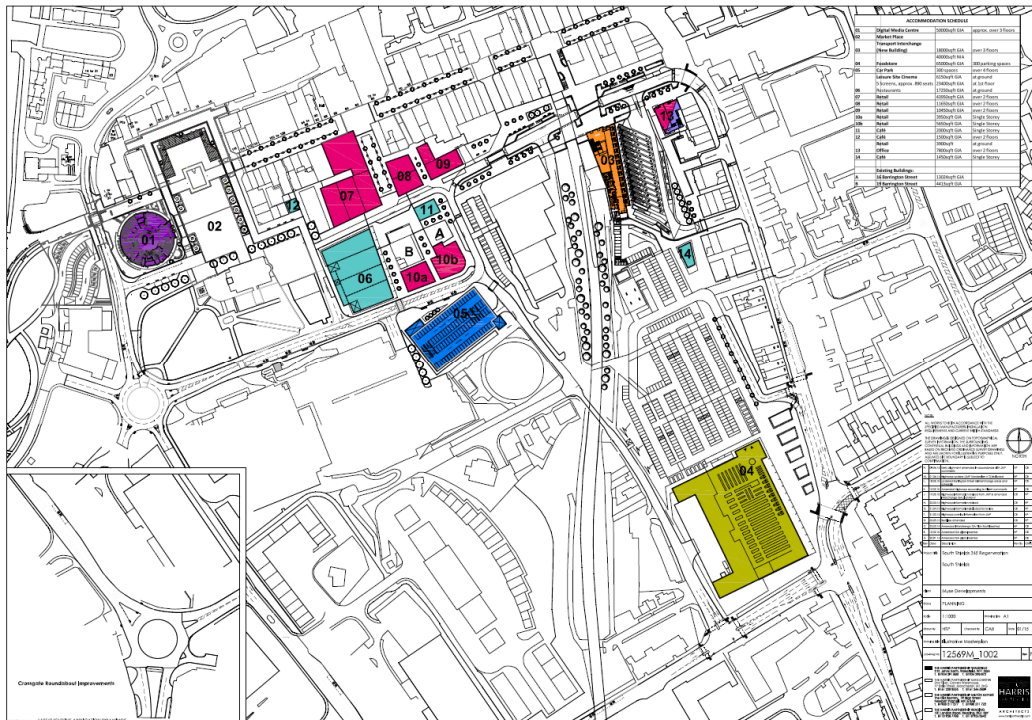
View southwards from the vacant site north of Burrow Street

- 2.14 The application site relates to a large portion of South Shields town centre, a highly-sustainable location with a Tyne and Wear Metro station, bus routes and the cross-Tyne Ferry link to the west. The Sustainability Statement that accompanies the application sets out the sustainability of the application site in greater detail.
- 2.15 The site does not lie within an area at risk of flooding from rivers or the sea, as identified on the Environment Agency's online flood risk maps.

3. Proposed Development

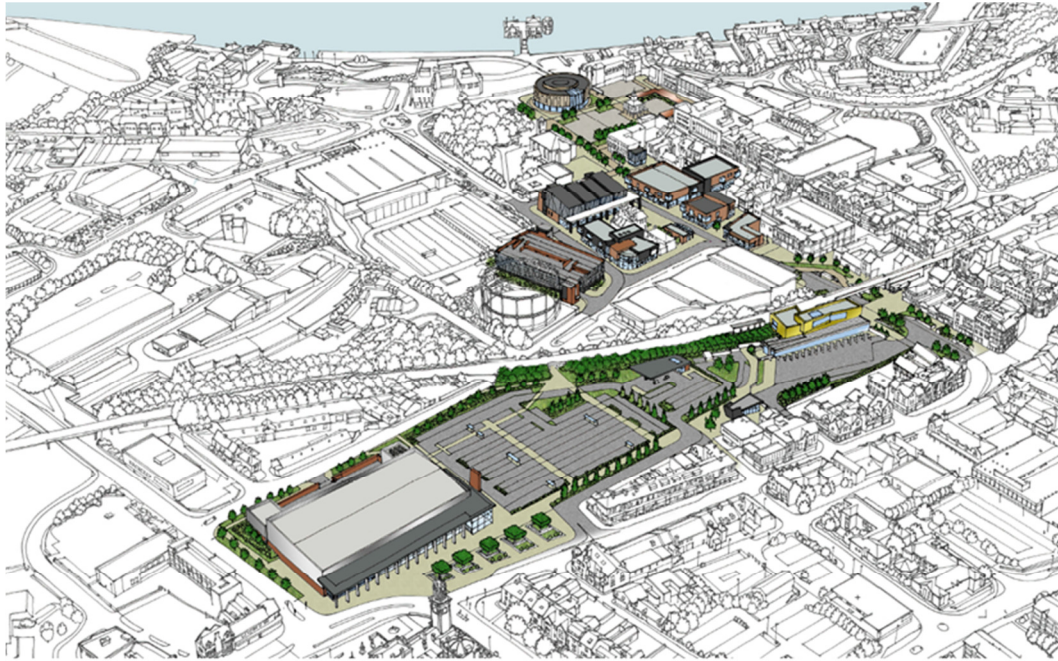
Wider strategy

3.1 The proposals represent a part of the second phase of the wider South Shields 365 Regeneration Strategy, which is contained within the South Shields 365 Town Centre Vision document, published by South Tyneside Council.



Plan showing the proposed Transport Interchange within the wider illustrative masterplan proposals

- 3.2 The first phase of the 365 Strategy comprised the construction of a new Central Library and Digital Media Hub (now known as 'The Word') and the remodelling of the existing Market Place, which were approved planning permission in October 2014. Construction work has now started for The Word, which is expected to open in 2016.
- 3.3 This second phase comprises this wider town centre masterplan for the redevelopment of South Shields town centre, along with a separate simultaneous full application for a new Transport Interchange and retail/office provision.
- 3.4 The accompanying drawings show the extent of the second phase of the South Shields 365 Regeneration Strategy, which has total of 6.0 ha of land within South Shields town centre.



Illustrative masterplan of the wider South Shields 365 Regeneration Strategy

- 3.5 Due to the significant level of demolition involved in the town centre masterplan application, this is subject to a separate Compulsory Purchase Order (CPO) inquiry, which will follow.
- 3.6 In addition, both the transport interchange and town centre masterplan applications involve substantial reconfiguration to the existing public highway network. That work outside the boundary of the planning application sites is subject to a separate highways application under section 278 of the Highways Act.

This planning application

- 3.7 As shown on the accompanying drawings, the application site comprises 4.9 hectares in four parcels of land:
- land around Barrington Street and Chapter Row;
 - the existing surface car park to the west of Garden Lane and south of Coronation Street;
 - land to the north of the existing Waterloo Square car park; and
 - land to the west of Fowler Street, including sections of Thomas Street, Charlotte Street, Franklin Street, Mount Terrace and St Hilda Street.
- 3.8 The drawings show that the proposals are for the redevelopment of these areas of South Shields town centre following the demolition of existing buildings. The redevelopment will include the erection of new retail, café, restaurant and cinema uses, a new car park and a new foodstore with 300 parking spaces.

3.9 The separate elements of the planning application are numbered on the illustrative masterplan drawing, with the elements relevant to this outline planning application as follows:

- Café (use class A3) to the north of Church Way/Chapter Row;
- Retail unit (use class A1) to the south of King Street/north of Chapter Row;
- Retail units (x2) (use class A1) to the north of Chapter Row;
- Café (use class A3) to the south of Chapter Row;
- Retail units (x2) (use class A1) to the north of Coronation Street;
- Leisure site, including cinema and restaurants (use classes D2 and A3) to the north of Coronation Street and east of Cornwallis Street;
- Multi-storey car park (300 spaces);
- Supermarket (use class A1) with associated surface-level car park (300 spaces);
- Café (use class A3) to the south of Burrow Street;
- Public realm enhancements.

3.10 Using the four parcels of land identified in section 2 of this Statement, the proposed development across the application site can be summarised as follows:

Land around Barrington Street and Chapter Row

3.11 Following the demolition of all buildings within this area of the site, the scheme proposes the closure of Barrington Street and East Street. Chapter Row will become pedestrianised, with vehicular access for servicing only.

3.12 A new retail unit is proposed to front onto King Street, with two further retail units to the east along Chapter Row. Two cafés are proposed to the north of Church Way and to the south of Chapter Row. A further two new retail units are proposed to the north of Coronation Street.

3.13 This area also includes the provision of a new leisure site, comprising a cinema and restaurants, which is proposed between Chapter Row, Cornwallis Street and Coronation Street.

3.14 A new public square is proposed for the south side of Chapter Row, opposite the retained listed building (16 Barrington Street).



Illustrative image looking west from Chapter Row

The existing surface car park to the west of Garden Lane and south of Coronation Street

- 3.15 To the south of Coronation Street, the existing surface car park is proposed to be replaced by a multi-storey car park over 4 floors to provide 300 car parking spaces. This includes elements of landscaping around the car park.

Land to the north of the existing Waterloo Square car park

- 3.16 The existing Waterloo Square car park is proposed to be extended northwards into the area of public realm. This would provide an additional 18 car parking spaces.

Land to the west of Fowler Street, including sections of Thomas Street, Charlotte Street, Franklin Street, Mount Terrace and St Hilda Street

- 3.17 This part of the site is proposed to be the location for a new large-format foodstore, associated petrol filling station (PFS) and car park with 300 spaces. The foodstore is shown to be located to the south of the overall parcel of land towards Crossgate, with the car park and PFS to the north. Vehicular access would be taken from Fowler Street, with pedestrian access to the town centre shopping area taken beneath the Metro line via an improved footpath.
- 3.18 A separate café is also proposed to be located next to Burrow Street, adjacent to the northern end of the foodstore car park.



Illustrative image looking north from Crossgate towards the new foodstore

4. Relevant Planning History

- 4.1 Given the large area of the application site, and the variety of uses within the site, there are a number of historic planning applications relating to the land and buildings within the site listed on the Council's online planning application database.
- 4.2 However, as the proposals are for the clearance of the site, replacing existing town centre uses with new town centre uses, it is not considered that any of the planning history listed on the database is directly relevant to this application.

5. Planning Policy Context

5.1 This section sets out current relevant national and local planning policy. Specific policies relating to design and heritage are reviewed in more detail in the relevant Design and Access Statement and Heritage Assessment respectively.

5.2 The policies outlined below are assessed in detail in chapter 6 of this Statement. As such, the two chapters should be read in conjunction with each other.

National Planning Policy Framework

5.3 The National Planning Policy Framework (the Framework) sets out the Government's planning policies for England, with the presumption in favour of sustainable development (paragraph 14).

5.4 Paragraph 7 of the Framework sets out the three dimensions to sustainable development: economic, social and environmental. The economic role includes contributing to building a strong, responsive and competitive economy; the social role includes supporting strong, vibrant and healthy communities by providing accessible local services that reflect the community's needs and support its cultural well-being; and the environmental role includes mitigating and adapting to climate change including moving to a low carbon economy.

5.5 Paragraph 9 advises that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including making it easier for jobs to be created in cities, towns and villages, replacing poor design with better design, and improving the conditions in which people live, work, travel and take leisure.

5.6 Paragraph 17 sets out 12 core planning principles which should underpin both plan-making and decision-taking. Of relevance to this application, these include proactively driving and supporting sustainable economic development to deliver the infrastructure that the country needs, securing high-quality design and amenity, supporting the transition to a low carbon future, encouraging the effective use of land by reusing land that has been previously developed (brownfield land), promoting mixed use developments and making the fullest possible use of public transport, walking and cycling.

5.7 Section 2 of the Framework seeks to ensure the viability of town centres. Of relevance, paragraph 23 states that LPAs should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality, promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres, and, where town centres are in decline, plan positively for their future to encourage economic activity.

5.8 Section 4 of the Framework promotes sustainable transport, supporting solutions which reduce greenhouse gas emission and reduce congestion. Paragraph 31 states that local authorities should work with transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development.

- 5.9 Paragraph 35 seeks developments to give priority to pedestrian and cycle movements and have access to high quality public transport facilities, as well as creating safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians. It also seeks to avoid street clutter, incorporating facilities for charging plug-in and other ultra-low emission vehicles, and considering the needs of people with disabilities by all modes of transport.
- 5.10 Paragraph 37 aims for a balance of land uses so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.
- 5.11 Paragraph 56 of the Framework states the importance the Government attaches to the design of the built environment, stating that *“good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.”*
- 5.12 Paragraph 60 of the Framework states that *“planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.”* Paragraph 61 goes on to say that *“planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.”*
- 5.13 Paragraph 63 gives ‘great weight’ to outstanding or innovative designs which help raise the standard of design more generally in the area. Paragraph 64 advises that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 5.14 Paragraph 65 states that *“local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal’s economic, social and environmental benefits).”*
- 5.15 Paragraph 66 goes on to say that *“applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably.”*
- 5.16 Paragraph 70 of the Framework seeks to deliver the social, recreational and cultural facilities and services the community needs. It states that planning policies and decisions should plan positively for the provision and use of community facilities to enhance the sustainability of communities and residential environments.
- 5.17 Paragraph 125 aims to limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

- 5.18 Paragraphs 126 to 141 of the Framework deal with heritage. In respect of planning applications, paragraph 128 requires the description of the significance of any heritage assets affected. This includes any contribution made by their setting, and states that the level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.
- 5.19 Given that heritage is a key issue in the determination of the applications, this is addressed separately in greater detail in the Heritage Statement, which accompanies the submission.
- 5.20 Paragraphs 186 and 187 of the Framework encourage local authorities to approach decision-taking in a positive way to foster the delivery of sustainable development and to look for solutions rather than problems. The Framework seeks to approve applications for sustainable development where possible, and to work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.

The Development Plan

- 5.21 Section 38(6) of the Planning and Compulsory Purchase Act (2004) states that the determination of planning applications must be made in accordance with the Development Plan unless material considerations indicate otherwise.
- 5.22 The South Tyneside Local Development Framework (LDF) is the current Local Plan. It comprises a portfolio of statutory Development Plan Documents¹ and Supplementary Planning Documents. The relevant policies are summarised below. All documents have been adopted.
- 5.23 The emerging South Tyneside Local Plan is currently in the early stages of preparation, and will bring together the Council's LDF Core Strategy and Development Management Policies DPDs. Public consultation on strategic growth scenarios for the Borough was carried out through a questionnaire in June and July 2015, and adoption of the emerging Local Plan is anticipated for 2018. However, as this document is not at an advanced stage, it is not considered that significant weight can be attached to it in the determination of the application.

LDF Development Plan Documents (DPDs)

Core Strategy (2007)

- 5.24 The Core Strategy sets out the overarching vision of achieving "a better future for South Tyneside's people". It is a blueprint for the economic, social and environmental transformation of the Borough, taking forward the vision of South Tyneside's Regeneration Strategy and providing the framework for proactively implementing the aims and objectives of the Council's Community Strategy that affect the use of land and buildings.
- 5.25 The Core Strategy describes how the Borough's population is "falling slowly following an earlier period of more rapid decline". This has had an impact on the quality of life for the

¹ The Site-Specific Allocations DPD covers the remaining "non-Area Action Plan" parts of the Borough and is not, therefore, of relevance to this proposal

Borough's residents (because previous policies have sought to manage decline rather than reverse it). One of the key challenges is to make the Borough a place which maximises the opportunity for people to meet their aspirations, including learning and visiting.

5.26 To bring this change about, the **Spatial Vision** of the Core Strategy seeks to concentrate development in key regeneration/ development areas, which includes the centre of South Shields. The vision stipulates that proposals should be of sufficient scale to deliver a major change in the perception of the Borough and to have the greatest impact on quality of life and cultural facilities.

5.27 Strategic **Policy ST1** sets the Spatial Strategy for South Tyneside. The policy seeks to maximise both the re-use of previously developed land and the community benefits of regeneration, whilst avoiding or minimising environmental impacts and congestion and safeguarding natural and cultural assets.

5.28 Strategic **Policy ST2** relates to sustainable urban living. This will be promoted by ensuring that:

- Highest standards of urban design are promoted so that buildings and their settings make a positive contribution to the local area;
- The use of environmentally sound and energy efficient construction materials and operational techniques are achieved and that developers work towards low carbon and zero carbon standards;
- On-site generation of renewable energy is maximised, with a target of 10% of each scheme's energy requirements;
- Use is made of 'sustainable urban drainage systems' and water conservation features including 'grey water recycling' and other technologies wherever possible;
- Priority is given to alternative modes of transport to the private car, and access by:
 - i) requiring travel plans for developments which would have significant transport implications;
 - ii) enhancing electronic communication infrastructure;
- The need to design out crime and eliminate the fear of crime has been addressed;
- Buildings and their settings are designed to be flexible, enabling them to adapt to future needs and to take into account the needs of all users; and
- All new development is encouraged to incorporate biodiversity and geological features at the design stage.

5.29 **Policy A1** aims to improve accessibility, including focusing development in regeneration areas such as South Shields town centre. Priority will also be given to improving accessibility, particularly by encouraging and promoting public transport improvements.

5.30 **Policy E1** allocates land for economic development, and states that *“particular priority will be given to focusing office development within the Town Centres and South Shields Riverside.”*

5.31 **Policy SC1** seeks to create sustainable urban areas. Again, development proposals should be focused and promoted within built-up areas, where they can create a strong sense of place by strengthening the distinctive historic and cultural qualities including townscape, promoting high quality design, revitalising the town centre and improving the provision of accessible basic local services and community facilities, whilst focusing high trip-generating uses within town centres.

5.32 **Policy SC2** focuses retailing (as well as offices, commercial leisure, indoor sports, cultural, social and community facilities) within the three town centres of South Shields, Jarrow and Hebburn, where they:

A) protect and enhance the retail character and function of ground floor premises within the defined primary shopping areas and primary retail frontages;

B) encourage retail growth and an appropriate mix of uses within the secondary shopping streets and through the re-use of upper floors; and

C) encourage the controlled and well-managed growth, diversification and promotion of the evening economy, particularly in South Shields town centre.

5.33 **Policy EA1** seeks to improve the distinctive urban characters of South Shields, Jarrow and Hebburn.

5.34 **Policy EA5** requires new development to be controlled so that it:

- acts to reduce levels of pollution, environmental risk and nuisance;
- focuses the treatment of contaminated and derelict land; and
- ensures that the individual and cumulative effects of development do not breach noise, hazardous substances or pollution limits.

Development Management Policies Development Plan Document (2011)

5.35 **Policy DM1** is a general policy relating to the management of development. Of relevance to the development proposed in this application, the Council will ensure that:

- The development is designed to convey sensitive consideration of its surroundings, and, where possible, enhance its local setting and reinforce local identity, having particular regard to scale and proportions, alignment, form, use of materials and architectural detailing;
- The development is acceptable in relation to any impact on residential amenity;
- The development protects existing soft landscaping, including trees and hedges, where possible or provides replacement planting where necessary;

- New development provides well-designed external spaces to provide a high quality setting for buildings, improve visual amenity and enhance community activity;
- The design of buildings and external spaces incorporates focal points and landmarks to aid recognition and legibility of the townscape and streetscape, including public art, where possible;
- The impact of the development is acceptable in relation to highway capacity and safety or includes proposals to mitigate any adverse impacts;
- New development provides site layouts that facilitate convenient and safe routes between facilities, and prioritises movement by pedestrians and cyclists;
- The needs of all users for access around sites and into buildings for public use are considered as an integral part of the development;
- The development is designed to achieve lower carbon emissions, and to be energy efficient and maximise the use of renewable and low carbon energy sources;
- The development is designed to minimise and mitigate localised flood risk, both on site or elsewhere;
- The development does not adversely impact upon air pollution levels;
- Any risks of contamination have been fully assessed and, where necessary, remediation measures are included as part of the development proposals.

5.36 **Policy DM6** relates to heritage assets and archaeology, which are discussed in greater detail in the separate Heritage Assessment and Archaeological Desk-Based Assessment that accompany the submission. However, it is important to note that the policy is supportive of development proposals that protect, preserve and where possible enhance the historic, cultural and architectural character and heritage, visual appearance and contextual importance of the Borough's heritage assets and their settings.

South Shields Town Centre & Waterfront Area Action Plan (2008)

5.37 The Area Action Plan (AAP) is the detailed development plan document for South Shields. It sets out the more detailed strategy and vision, policies and site-specific land allocations for South Shields town centre, riverside and foreshore.

5.38 The AAP Proposals Map identifies the entire application site as being within the designated South Shields town centre boundary.

5.39 The parcels of land within the overall application site around Barrington Street and Chapter Row, the existing surface car park to the west of Garden Lane and south of Coronation Street and land to the north of the existing Waterloo Square car park are also within the South Shields Town Centre Primary Shopping Area (with the King Street element also lying within the Primary Shopping Frontage). The main areas of the parcel of land to the west of Fowler Street, including sections of Thomas Street, Charlotte

Street, Franklin Street, Mount Terrace and St Hilda Street, are not within the Primary Shopping Area.

- 5.40 **Policy SS1** sets out the strategic vision which includes strengthening, reviving and promoting the growth of the town centre as the Borough's principal centre for shopping, entertainment and leisure, culture and administration, making it a popular and attractive market town.
- 5.41 **Policy SS2** promotes the regeneration of South Shields town centre, riverside and foreshore areas for a mix of uses, where appropriate, at the following sites:
- i. Asda superstore on Ocean Road (approx.1.2ha);
 - ii. Central Library and adjacent car park (approx.0.3ha);
 - iii. land to the west of Fowler Street (approx.3.5ha);
 - iv. land at Coronation Street (approx.2.4ha);
 - v. land at Oyston Street – site of gasholder (approx.0.6ha);
 - vi. sites in the Barrington Street area (approx.0.8ha); and
 - vii. Wouldhave House in the Market Place (approx.0.3ha).
- 5.42 It is stated that all developments should conform to the highest standards of urban and sustainable design.
- 5.43 **Policy SS3** deals with improving the physical accessibility of South Shields Town Centre and Waterfront. Of particular relevance, sub-point a) seeks to improve visual and physical infrastructure links between the riverside, town centre and foreshore/seafront, particularly along the King Street/Ocean Road axis.
- 5.44 Sub-point b) seeks to improve the accessibility of existing and proposed development sites by improving pedestrian connections between the King Street and Waterloo Square/Coronation Street primary shopping areas, and with the Metro/bus station interchange, and between the Market Place and the Shields Ferry landing and Customs House on the riverside.
- 5.45 Sub-point c) is also relevant, as it seeks to encourage improvements at the Metro station and bus stands along Keppel Street and Chapter Row/Church Way.
- 5.46 Another important sub-point is g), which seeks to improve traffic movement, circulation and management. This includes the focusing of road traffic for the town centre and riverside towards main gateways at the Crossgate/Station Road roundabout and at the Station Road/Coronation Street roundabout beside Harton Quay, and with a secondary gateway at the Crossgate/Westoe Road junction outside the Town Hall.
- 5.47 Finally, sub-point h) is relevant in that it seeks to improve connections and signage between town centre car parks, including improving links between the Coronation

Street/Waterloo Square area and rationalised and consolidated provision in the area to the west of Fowler Street (by 2015).

- 5.48 **Policy SS4** promotes the economic growth and prosperity of South Shields by (amongst other things) allocating high quality office-based business and commercial developments. One of the 'priority sites' is 'land to the west of Fowler Street (by 2015).'
- 5.49 **Policy SS7** deals with retailing opportunities in South Shields, encouraging proposals that improve the vitality and viability of the town centre, maintain a sustainable retail environment, and improve its image as a high quality location to invest in.
- 5.50 Of relevance to this planning application, retail development will be concentrated within the designated Primary Shopping Area, focusing retail growth within the Primary Shopping Frontages.
- 5.51 Within the primary frontages in and around King Street and Waterloo Square, the policy seeks to maintain a high proportion of no less than 85% of properties in Use Class A1 retail shop use and enabling the amalgamation of retail units to facilitate larger, modern stores.
- 5.52 Sub-point e) of the policy allocates sites for new retail-based developments in the to provide up to a maximum 500sqm net additional convenience shopping floorspace, and 23,000sqm net additional comparison shopping floorspace (including up to a maximum 12,000sqm net additional bulky goods shopping floorspace), where appropriate, as part of a mixed-use development scheme. Of relevance, these sites include:
- i) Ocean Road – re-use of the Asda superstore for non-food retail, or for smaller scale convenience retailing up to 1,115sqm gross floorspace (by 2011);
 - ii) Coronation Street – for a new 5,574sqm gross food-based superstore (by 2008);
 - iii) the Barrington Street area (by 2010); and
 - vi) land to the west of Fowler Street (by 2015) (for comparison (bulky) goods shopping only).
- 5.53 **Policy SS8** encourages the diversification of evening and night-time economy attractions that enhance the vitality of South Shields. Of relevance, this will be promoted by promoting a street café culture in the town centre's pedestrianised areas, and in public realm spaces along the riverside and foreshore, together with the provision of new restaurants (Class A3), bars (Class A4) and other licensed premises in the area around the Market Place and the designated Riverside Regeneration area, where the Council considers that they would not have any adverse impacts upon the local environment or residential amenity, or the viability of established uses.
- 5.54 **Policy SS9** promotes and encourages the provision and enhancement of a range of quality entertainment, commercial leisure and indoor sports facilities, and other social and community facilities, within South Shields town centre. Land to the west of Fowler Street (by 2015) and Coronation Street (for a swimming pool and sports/leisure centre) are considered to be appropriate sites for major new high quality commercial

entertainment and leisure developments, where appropriate, as part of a mixed-use development scheme:

5.55 **Policy SS10** encourages the improvement of the quality of the public realm and the provision of publicly-accessible recreational open spaces throughout South Shields town centre. This includes requiring mixed-used developments within the town centre and riverside areas to include high quality landscaping with a variety of public open spaces, in accordance with adopted standards.

5.56 **Policy SS12** states that the built environment assets of the South Shields town centre, riverside and foreshore areas will be protected, together with their settings.

LDF Supplementary Planning Documents (SPDs)

5.57 The following SPDs are considered to be relevant to the application proposals.

SPD 1: Sustainable Construction and Development (2007)

5.58 SPD 1 supplements Core Strategy Policy ST2 'Sustainable Urban Living,' which is summarised above. The SPD seeks to raise awareness of the range of environmentally-friendly methods and techniques available through a Sustainability Checklist. It requires applicants for larger scale schemes to demonstrate their sustainability credentials within a Sustainability Statement.

SPD 5: Planning Obligations & Agreements (2008)

5.59 The Council considers it reasonable to ask developers to contribute towards the cost of infrastructure, facilities and services that will be needed as a result of their development. The SPD sets out what will be required from developers in the form of planning obligations, having regard to the specific details of the development proposal and the viability of the scheme. In particular, the Council will seek to secure a fair and reasonable developer contribution, without removing the incentive for new development to take place in the Borough.

SPD 6: Parking Standards (2010)

5.60 SPD6 sets out the parking standards that the Council will have regard to in assessing proposals for new development. These standards cover the maximum levels of provision for car parking, and minimum levels of provision for parking for people with disabilities, cycles and motorcycles.

5.61 The development set out in this outline planning application proposes a number of uses within the town centre, which will each be subject to maximum parking standards. However, as this planning application is made in outline, it is considered that the detailed parking considerations can be addressed in a subsequent reserved matters application.

SPD 7: Travel Plans (2010)

5.62 SPD7 supplements Core Strategy Policy ST2 'Sustainable Urban Living' and provides developers with guidance on when Travel Plans should be produced and what they should contain. Travel Plans may be secured through Section 106 agreements.

SPD21: Locally Significant Heritage Assets (2011)

- 5.63 SPD21 relates to non-designated heritage assets that are considered by the Council to be 'locally significant.' The 'Local List' is intended to recognise these non-designated assets so that they can be properly considered when development proposals are submitted to the Council.
- 5.64 This document is addressed in more detail in the accompanying Heritage Assessment.

Other Relevant Documents

South Shields 365

- 5.65 The South Shields 365 Town Centre Vision document sets out a sustainable economic vision for South Shields and seeks to create new opportunities for residents, businesses and visitors.
- 5.66 As with the AAP, the document defines three character areas. The Master Plan demonstrates how improved links between the town centre, Riverside and Foreshore will result in a positive visitor experience, and an altogether more cohesive and functional town.
- 5.67 The application site sits within the town centre, key objectives for which are the regeneration of King Street, Barrington Street and St Hilda's Square and Fowler Street.
- 5.68 In respect of King Street, the Vision identifies this area as providing the 'spine' to the town centre and linking the Riverside with the Foreshore via Ocean Road, remaining the traditional and emotional heart of the town centre. It proposes that new development brought forward on land at Barrington Street is physically connected with King Street by redeveloping part of a parade of existing lower quality buildings. This would give the new development a strong commercial frontage and presence on King Street driving footfall to both. In terms of other improvements to King Street, in time the public realm will be enhanced to tie in with other new or remodelled public areas within the town centre.
- 5.69 In respect of Barrington Street/St Hilda's Square, this is considered in the Vision to be an interesting 'quirky' part of the town centre, capable of delivering approximately 50,000 sq.ft of commercial retail and leisure uses. It is considered that the development has the potential to punch through into King Street and provide greater connectivity and a retail/leisure circuit resulting in greater dwell time from visitors.
- 5.70 It is also identified that further development opportunities between Coronation Street and Barrington Street could accommodate a further 9,500 sq.ft of retail to complement Waterloo Square, while also providing for a 24,000 sq.ft digital six screen cinema and associated food and drink uses.
- 5.71 The Vision states that the redevelopment of Barrington Street is central to the success of the town centre regeneration, as it is the key to unlocking how the town functions. It proposes new development to enable the remodelling of the highway, creation of pedestrianised areas and the re-routing of traffic which sterilises the area.

- 5.72 In respect of Fowler Street, the Vision identifies the area as a main route into the town for buses and cars and therefore a key gateway into the town.
- 5.73 To the rear of Fowler Street (west) is a mix of car parks, commercial units and some derelict/vacant sites and buildings, which it is considered is in need of comprehensive redevelopment if it is to make a contribution to the South Shields offer. It is also identified that the northern half of the Fowler Street site could accommodate a 60,000 sq.ft (gross) supermarket with parking, while a fully assembled site extending to Western Approach would be of sufficient size and scale to accommodate a further 60,000 sq.ft retail park type development.

Planning Policy Summary

- 5.74 It is clear from the relevant documents identified above that the proposals are supported by current national and local planning policy. The subsequent chapter provides a detailed assessment of the proposals in light of the identified policies and supplementary planning documents.

6. Planning Appraisal

6.1 This chapter appraises the planning application against national and local planning policy documents: principally, the NPPF and the adopted South Tyneside Local Development Framework Core Strategy (2007), as identified in the previous chapter.

6.2 An Environmental Statement (ES) accompanies this planning application. The ES describes the proposed development, its likely significant environmental effects (during construction and operation) and the proposed ways to prevent, reduce and offset any significant adverse effects on the environment. A Non-Technical Summary (NTS) of the document also accompanies this planning application.

Key Issues

6.3 The proposals contained in this application for the demolition of properties and existing bus stands, and the erection of retail uses, restaurants and cafes, cinema and an A1 foodstore represents a significant investment in South Shields. When taken with the simultaneous full planning application for the new Transport Interchange and retail/office accommodation, and taking into account the first phase of the wider South Shields 365 Town Centre Vision (new library and Market Place remodelling), they have the potential to significantly improve the town, bringing in associated economic, social and environmental benefits.

6.4 The proposed regeneration of the town centre will provide considerable enhancements to South Shields' commercial and leisure offer, providing significant improvements to the public realm, opening up a link from the proposed supermarket site to King Street via Garden Lane (increasing connectivity through the town centre), and providing improvements and increased capacity to car parking facilities.

6.5 Overall, the proposals for the redevelopment of the town centre proposed in this outline planning application are supported by national planning policy contained within the National Planning Policy Framework. They are also supported by local planning policy contained within South Tyneside Local Development Framework Core Strategy and South Shields Town Centre and Waterfront Area Action Plan, as well as the South Shields 365 document.

6.6 In respect of the foregoing, it is considered that the key issues in the determination of this application are the benefits of the proposals from a regeneration perspective (including the economic benefits, which are addressed in greater detail in the accompanying ES Socio-Economic Chapter), the retail impact of the proposals (which are addressed in greater detail in the accompanying Retail Assessment), heritage issues (which are also addressed in greater detail in the accompanying Heritage Statement and ES), townscape/visual impacts (addressed in the accompanying Design and Access Statement) and highway/transport matters (addressed in the accompanying Transport Assessment and Travel Plan).

6.7 These issues, along with the principle of development and other material considerations, are discussed in detail below.

The principle of the proposed development

- 6.8 The overall scheme in the two simultaneous applications represents the second phase of a larger vision to transform South Shields, as set out in detail in the South Shields 365 Town Centre Vision and Master Plan documents.
- 6.9 Under the Use Classes Order, the proposed units comprise Class A1 'shops,' Class A3 'restaurants and cafes' and Class D2 'assembly and leisure' (for the proposed cinema) uses. These uses are all considered to be 'main town centre uses' in the National Planning Policy Framework.
- 6.10 It has been noted that the application site all falls within the designated South Shields town centre boundary on the AAP Proposals Map, and, as such, the principle of the proposed uses is considered to be in accordance with relevant planning policy.
- 6.11 In respect of the South Shields 365 Town Centre Vision document, key objectives are the regeneration of King Street, Barrington Street and St Hilda's Square and Fowler Street. These areas broadly take in the elements of the planning application proposals and the proposals have been formulated in accordance with the Council's wider 365 Vision.
- 6.12 In addition, the adopted Core Strategy seeks to maximise the re-use of previously developed land and the community benefits of regeneration (policy ST1) and improved accessibility (policy A1), including focusing development in regeneration areas such as South Shields town centre. It seeks to focus and promote development within built-up areas and to revitalise South Shields town centre (policy SC1), and specifically to focus retail development within South Shields town centre (policy SC2). The proposed development is in accordance with these policy provisions of the Core Strategy, as the application relates to previously-developed land within the town centre boundary.
- 6.13 In respect of the AAP, this document also stresses the importance of strengthening, reviving and promoting the growth of the town centre as the Borough's principal centre for shopping, entertainment and leisure, culture and administration, making it a popular and attractive market town (policy SS1), and promoting the regeneration of South Shields town centre for a mix of uses (policy SS2). These policy provisions, and the provisions of policy SS3 (improving the physical accessibility of South Shields town centre and improving pedestrian and vehicular connections), SS7 (concentrating retail development in the Primary Shopping Area and Primary Shopping Frontages), SS8 (encouragement of the evening and night-time economy) and SS9 (provision and enhancement of entertainment facilities) are also considered to be achieved through these application proposals.
- 6.14 In summary, the overall proposals for the regeneration of the town centre, along with improvements to the public realm, will see South Tyneside's Spatial Vision for South Shields continue to be implemented (following approval of 'The Word' building and the remodelling of the Market Place). The proposed development will benefit the people of South Shields, improve the urban fabric of the town and attract more people to the town's retail and commercial core through improved transport links, pedestrian legibility and a significantly enhanced commercial and leisure offer.

- 6.15 The principle of development for the proposed regeneration of the town centre and improvements to the public realm are supported by the Framework, the South Tyneside LDF Core Strategy and South Shields Town Centre and Waterfront Area Action Plan, as well as the South Shields 365 document. As such, it is considered that the principle of development is acceptable in this location.

Other material policy considerations

- 6.16 Before assessing other material considerations, it is worth noting that economic impact, design, heritage and highway matters are being considered in detail in other reports and assessments that are submitted as part of the application package. Indeed, the matters of Heritage and Socio-Economic impact are addressed in the accompanying ES.
- 6.17 It is not intended to repeat these assessments as part of this Planning Statement, although the key findings in relation to planning policy are summarised below.

Economic Impact

- 6.18 The economic impact of the application proposals is addressed in detail in the accompanying Socio-Economic chapter of the accompanying Environmental Statement (ES), prepared by Turley.
- 6.19 The Socio-Economics chapter of the ES sets out the potential effects of the proposed development on the local economy and population both during the construction and operational (ie occupied) stages.
- 6.20 The assessment considers the potential effects on South Shields, local area (ie South Tyneside area), and the wider area (ie whole of the North East). The assessments take into account the loss of employment as businesses are relocated to enable the redevelopment to take place.
- 6.21 Overall, it is considered that the economic impact of the proposed regeneration of the town centre will be positive, with major benefits to the economy, and is in accordance with relevant national and local planning policy.

Retail Impact

- 6.22 The impact of the proposed development in terms of retail (in particular the impact of the proposed foodstore) is addressed in greater detail within the Retail Assessment (RA) that accompanies the application submission, prepared by Turley.
- 6.23 The RA assesses the proposals in relation to the retail policy framework, drawing on the impact and sequential analysis that has been undertaken.
- 6.24 In terms of a sequential assessment, the RA identifies that the proposed foodstore element of the development is linked inextricably to the South Shields town centre regeneration proposals. The foodstore is intended to enable residents within the South Shields catchment area to better meet their convenience shopping needs locally, by creating more choice and effective competition with existing provision. The site of the proposed foodstore, being within the town centre boundary, is suitable for the use proposed, and, applying the sequential approach on a flexible basis (as required by policy), there are no other suitable alternatives capable of meeting the identified need.

- 6.25 The proposed foodstore development is therefore in accordance with the sequential approach, and Core Strategy policies ST1 and SC1 which seek, inter alia, the locating of retail development within town centres and maximising the re-use of previously developed land.
- 6.26 In respect of the retail impact of the proposals, the RA identifies that the greatest impact of the proposed foodstore is forecast to be on the existing Asda store within the town centre. This reflects the objective of the proposed store in providing effective competition to this Asda store, and provides residents in South Shields with genuine choice in provision. Impacts upon other facilities within South Shields town centre are forecast to be low.
- 6.27 Overall, the RA considers that the proposed foodstore development will have a positive impact upon the convenience and comparison goods turnover of the centre. It will provide significant benefits, such as enhancing choice in foodstore provision for South Shields residents, increasing levels of expenditure retained within the town and strengthening the southern end of South Shields town centre which is currently weaker than other parts of the centre.
- 6.28 It is noted that this outline planning application seeks to bring forward the regeneration proposals set out in the Council's 365 Vision and the proposed foodstore forms part of the planned investment within the town centre. It is assessed that the development will have a positive impact upon the centre, with the proposed foodstore alone forecast to result in an uplift of £26m (11.7%) in the South Shields town centre turnover by 2019. The wider measures proposed in this current outline application, including new cinema and food & drink uses, will also increase the attractiveness of the town centre to shoppers and visitors, thereby having a further positive impact upon the overall performance of South Shields town centre. This in accordance with the requirements of South Shields AAP Policies SS1 and SS7.
- 6.29 The RIA identifies the proposed foodstore element as an integral part of planned investment within South Shields town centre and could not be considered to have an adverse impact upon investment within the centre.
- 6.30 In summary, the proposed foodstore, along with the 'The Word' civic use and range of leisure and retail uses proposed in this current application, are considered to be in conformity with national retail and town centre policy. There are no alternative sequentially preferable sites which are fully suitable, available and can viably accommodate foodstore development of the scale and nature proposed. The development of a foodstore of the scale proposed on the application site, along with the wider Masterplan proposals, will help to deliver a number of significant benefits. These include facilitating the delivery of the wider town centre regeneration proposals and delivering economic benefits, which should all be taken into consideration in the determination of this application.

Design/townscape matters

- 6.31 The impact on the overall townscape of this part of South Shields town centre is addressed in full detail within the Design and Access Statement that accompanies the application submission, prepared by The Harris Partnership.

- 6.32 It should be noted that this planning application is made in outline, with all matters reserved for subsequent consideration in relevant applications for reserved matters approval. As such, the detailed design of the individual elements proposed in this application will be considered at the appropriate stage, although the accompanying drawings do provide an indication of the design and appearance, as well as parameters of the scale of the proposed buildings.
- 6.33 The accompanying drawings show that the proposals will enable an overall enhancement to the appearance of the town centre by replacing older buildings with a higher-quality form of development, also designed to integrate with its urban surroundings and adjacent buildings.
- 6.34 The application site contains a variety of uses and buildings that will be demolished, which are mainly of two and three-storey height, as well as areas of hardstanding and vacant land. Although it is acknowledged that the proposals will replace this existing street pattern with a new modern form of development, this will largely be similar in scale and height to the existing predominant two and three-storey form and urban layout of the town centre.
- 6.35 Due to the urban location of the proposed development within the context of the range of modern and older town centre buildings, it is considered that the visual impact and level of change in townscape will not be significant. Longer-range views will not be significantly affected.
- 6.36 It has been noted in the previous Section of this Statement that the South Shields 365 Town Centre Vision document proposes that new development brought forward on land at Barrington Street should be physically connected with King Street by redeveloping part of a parade of existing lower quality buildings. This would give the new development a strong commercial frontage and presence on King Street driving footfall to both. In terms of other improvements to King Street, in time the public realm will be enhanced to tie in with other new or remodelled public areas within the town centre.
- 6.37 In addition, the Vision states that the proposals are capable of delivering approximately 50,000 sq.ft of commercial retail and leisure uses, and that the development has the potential to punch through into King Street and provide greater connectivity and a retail/leisure circuit resulting in greater dwell time from visitors.
- 6.38 In this regard, the proposals show a new retail unit to be constructed to replace a building on the southern side of King Street, extending southwards to the proposed development in the Barrington Street area. A new pedestrian link from King Street to Chapter Row will be created, increasing connectivity between these two areas in accordance with the 365 Vision and providing an attractive new area of public realm.
- 6.39 The Vision proposes 'further development opportunities between Coronation Street and Barrington Street,' which it suggests 'could accommodate a further 9,500 sq.ft of retail to complement Waterloo Square, while also providing for a 24,000 sq.ft digital six screen cinema and associated food and drink uses.' Such uses in this location are shown on the accompanying plans. In accordance with the Vision's statement that the redevelopment of Barrington Street is central to the success of the town centre

regeneration, it is considered that these masterplan proposals will assist in achieving this objective.

- 6.40 In respect of Fowler Street, the Vision identifies the area as a main route into the town for buses and cars and therefore a key gateway into the town, and also that the land to the rear of Fowler Street (west) is considered to be in need of comprehensive redevelopment if it is to make a contribution to the South Shields offer. It is also identified that the northern half of the Fowler Street site could accommodate a 60,000 sq.ft (gross) supermarket with parking, while a fully assembled site extending to Western Approach would be of sufficient size and scale to accommodate a further 60,000 sq.ft retail park type development.
- 6.41 The masterplan proposals as set out in this outline planning application show that the proposed supermarket will be positioned to the south of the area, as opposed to the north as shown on the Vision's original masterplan. It is considered that this is the most appropriate location for the supermarket within the site, linking the proposed car park and circulation areas more closely to the town centre and proposed new Transport Interchange.
- 6.42 The town centre masterplan proposals have been developed over a long period of consultation and development with the client team and other parties. Although the application is made in outline, with all matters reserved for subsequent consideration, the locations and parameters of the proposed new buildings and areas of enhanced public realm have been formulated to ensure that the next phase moving forward will create a seamless, holistic new town centre.
- 6.43 The other key material consideration in respect of the design of the scheme and its impact upon townscape is the change in perception that will occur as a consequence of the development proposals. The proposed masterplan proposals for the town centre will result in a change in townscape, replacing old buildings and areas of land with a more modern design and areas of enhanced public realm. It is hoped that this regeneration will make people more aware of South Shields and its ambitions. In turn, this should assist in taking forward the next phases of development, building the momentum with each phase of development.
- 6.44 In light of the above, and taking account of the Design and Access Statement that accompanies the submission, it is considered that the design of the proposals, along with their impact upon the wider townscape, is in accordance with relevant NPPF policy, policies ST2 and SC1 of the Core Strategy, policy DM1 of the Development Management Policies Development Plan Document and policy SS2 of the AAP.

Heritage matters

- 6.45 A full assessment of the impacts upon heritage assets is made within the accompanying Heritage Assessment and Built Heritage ES chapter, prepared by Turley Heritage.
- 6.46 The assessment:
- identifies all known designated and non-designated heritage assets that may be affected by the proposed development and evaluates their significance;

- outlines any likely environmental effects of the development and the heritage asset receptors likely to be affected, assessing the magnitude of effects;
- assesses the effects of the development upon those heritage asset receptors, categorising the scale of effect against significance; and
- identifies, where relevant, any mitigation measures and assess the likely residual effect after such mitigation on the identified heritage asset receptors.

6.47 In summary, there are no designated heritage assets located within the application site and there are no direct effects on heritage assets. Any effects arising from the proposed development on built heritage will therefore be indirect in nature, having potential to affect the significance of the identified assets through the alteration of their setting, rather than any direct physical effects.

6.48 It is considered that the construction phase will impact a number of buildings, but these impacts will be temporary and reversible and no further mitigation is proposed. During the operational phase of the development, it is considered that the impacts upon any designated and non-designated heritage assets will be low.

6.49 The application proposals are based on a clear understanding and appreciation of the significance of the designated and non-designated heritage assets within the vicinity of the application site. The proposals will preserve those elements of setting which contribute to the significance of the nearby listed building in accordance with s.66 of the Act, with the exception of 16 Barrington Street. The significance of the identified non-designated heritage assets will also be sustained, with the exception of the Victorian Pillar opposite the Municipal Buildings. The proposals comply with the relevant paragraphs contained in the NPPF including 131, 132, 135 and 137.

6.50 The proposed development is considered to cause a limited harmful effect to the significance of the grade II listed 16 Barrington Street. However, such harm is limited in nature and extent (i.e. less than substantial) and in accordance with paragraph 134 of the NPPF, falls to be weighed in the balance with the wider public benefits to be generated by the proposals.

6.51 The proposals are considered to accord with the requirements of Policy EA1 and ES4 of the South Shields Core Strategy, Policy SS12 of the Town Centre and Waterfront Area Action Plan and Development Management Policy DM6. Regard has also been had to the actions identified within the adopted South Shields SPD21: List of Locally Significant Heritage Assets.

Highways/transport

6.52 A Transport Assessment (TA) and Travel Plan (TP) have been prepared by JMP Consultants Ltd and accompany the planning application submission.

6.53 The TA includes details of existing transport conditions, collision analysis, trip generation calculations and an impact assessment. The TP has been prepared to reduce the number of single occupancy car trips to and from the site, increase the number of staff and visitors using sustainable forms of transport to and from the site, and increase staff and visitor awareness of the TP and the use of sustainable modes.

- 6.54 From a highways perspective, it is considered that all junctions will continue to operate effectively. Nonetheless, given the number of buses travelling through these junctions, it is considered appropriate to develop mitigation schemes to provide bus priority.
- 6.55 In addition, further junction modelling has demonstrated that the mitigated junctions will operate well with the addition of the full development as identified in the Council's wider 365 masterplan and this planning application for the regeneration of the town centre.
- 6.56 The proposed development is considered to sit within the policy framework and particularly build on the key elements of promoting economic development and prosperity within a safe, sustainable and efficient environment. The TA is considered to show that the road network will continue to work well within its theoretical capacity and no remedial works to provide additional capacity are necessary as a direct result of the development of the site.
- 6.57 In respect of transport and highway implications, therefore, it is considered that the proposed development is in accordance with relevant NPPF policy, as well as policy ST2 of the Core Strategy, policy DM1 of the Development Management Policies Development Plan Document, policy SS3 of the AAP and the guidance contained within the Council's SPD 6: Parking Standards and SPD 7: Travel Plans documents.

Sustainability

- 6.58 A Sustainability Statement has been prepared by Turley Sustainability and accompanies the planning application submission.
- 6.59 The Sustainability Statement demonstrates that the proposed new development will deliver low carbon, sustainable new buildings and infrastructure which will provide significant local economic and social benefits to the local area, including improving access to the town centre, encouraging people to visit South Shields and supporting the development of new retail and office opportunities.
- 6.60 The proposed development incorporates a number of sustainability measures and features which contribute to the development, providing a range of sustainability benefits. These measures are considered at the outline stage but will be considered further during the detailed design of each building.
- 6.61 It is therefore considered that the proposed development will have a high standard of sustainability and will be in accordance with relevant NPPF policy, as well as policy ST2 of the Core Strategy, policy DM1 of the Development Management Policies Development Plan Document and the guidance contained within the Council's SPD 1: Sustainable Construction and Development document.

Flood Risk

- 6.62 The site lies within Flood Risk Zone 1 (area at lowest risk of flooding from rivers and the sea) and the impact of flood risk and drainage on the environment is therefore not considered to be significant. However, as the overall site exceeds 1ha, a Flood Risk Assessment (FRA) has been prepared to accompany the planning application.

- 6.63 The FRA, prepared by 3e, concludes that the proposed development is classified as a 'less vulnerable' development in accordance with Table 2 of the NPPF Technical Guidance document.
- 6.64 The EA surface water flood maps show that there is a medium risk of surface water flooding to parts of the application site. This risk of flooding could be reduced/removed during the design of the new drainage systems.
- 6.65 In terms of drainage, the application site is considered unlikely to be suitable for the use of infiltration techniques for the disposal of surface water to ground, and it is considered that surface water flows will be directed to the public sewer network within/adjacent to the sites with flows to be agreed with NWL. Foul water flows will be directed to the public combined sewers with/adjacent to the sites.
- 6.66 It is therefore considered that the proposed development is in accordance with relevant NPPF policy, as well as policy DM1 of the Development Management Policies Development Plan Document.

Ecology and trees

- 6.67 An Ecological Assessment and Tree Survey have been prepared and accompany the planning application submission.
- 6.68 The Ecological Assessment report, prepared by RDF Ecology, describes the findings of a desktop study and field survey work. It evaluates the ecological interest of the application site, considers the potential impacts arising from the proposed development and makes recommendations for any further ecological survey work required along with preliminary outline mitigation measures.
- 6.69 The Ecological Assessment identifies that the application site is not covered by any statutory or non-statutory nature conservation designations. Consequently, no further survey or assessment work to consider impacts upon sites covered statutory or non-statutory nature conservation designations or the species that they support is recommended.
- 6.70 In addition, it is assessed that no mitigation/replacement/compensation measures are recommended in relation to habitats and no further survey work is recommended. The development will not have any direct negative impacts upon breeding birds resulting from habitat losses and no further survey is recommended unless demolition works have to be completed during the bird breeding season.
- 6.71 In respect of bats, the assessment concludes that the development will not have any direct negative impacts upon bats or bat roosts and no further survey work is currently recommended.
- 6.72 The accompanying Arboricultural Report, prepared by AWA, identifies that the new development will require the removal of almost all of the surveyed vegetation, consisting of 21 individual trees and 2 groups of trees. All of the surveyed vegetation is low value, largely comprised of very recently established tree planting as part of soft landscaping for the car park site or roadside planting, and low value shrubs that have recently established on unmanaged land.

- 6.73 The report considers it possible that some of the better-quality recently-established planted trees could be re-located as part of the new landscaping scheme, although in general it is recommended to use the development of the site as an opportunity to replace them with better quality trees and shrubs.
- 6.74 While the removal of the existing trees may have some negative impact on the surrounding amenity in the short term, the new development includes extensive new tree planting of semi-mature trees that will mitigate the removals. In the longer term, as the new trees become established, they will provide greater visual amenity and more robust tree cover than is currently provided.
- 6.75 Given the low probability of any ecological impacts as a result of the proposals, it is therefore considered that the proposed development is in accordance with relevant NPPF policy, as well as policy ST2 of the Core Strategy.

Landscaping

- 6.76 The accompanying drawings and Design and Access Statements provide indicative details of the proposed hard and soft landscaping areas, but these will be considered in greater detail in any forthcoming applications for reserved matters approval.

Archaeology

- 6.77 In respect of archaeology, a desk-based assessment has been prepared by Prospect Archaeology and accompanies the planning application submission.
- 6.78 It is concluded that the site has relatively low potential for archaeological activity, primarily due to modern uses, probable industrial pollution, and in some areas due to low impacts from the proposed development. However, the potential for archaeological activity over as wide an area as this application covers cannot be discounted.
- 6.79 The Archaeological Desk-Based Assessment considers that the greatest potential for archaeological investigation is likely to be where demolition is taking place, new building foundations are being created, and some depth is likely to be reached.
- 6.80 Particularly notable in this respect is the proposed new building on the north side of Coronation Street, which could potentially impact on St Hilda's graveyard.
- 6.81 As such, the Assessment recommends that site-specific impact assessments will be required for each subsequent reserved matters application in order to determine the need for any evaluation or excavation to establish the presence or absence of features of archaeological significance.
- 6.82 Provided that the requisite work is undertaken as part of the development, it is considered that the proposed development is in accordance with relevant NPPF policy, as well as policy DM6 of the Development Management Policies Development Plan Document.

Air Quality

- 6.83 In terms of any potential environmental effects of the associated traffic arising from the proposed development, the main effect would be air emissions from additional vehicles visiting the site. Importantly, the site does not lie within an Air Quality Management Area

(AQMA) where the effect of transport emissions is likely to be significant. The effect of traffic arising from the development on the environment is not considered to be significant.

- 6.84 In this regard, an Air Quality Assessment (AQA) has been prepared by JMP Consultants Ltd and accompanies the planning application submission. The purpose of AQAs is to consider the impact of the development on local traffic related pollutant emissions, whilst also considering the sensitivity and safeguarding of future occupiers of the site in relation to air quality.
- 6.85 It is concluded that, because the site does not lie within an AQMA and the pollutant concentrations at receptors locations are below the National Air Quality Strategy (NAQS) Objectives, the impact of development on local air quality is considered to be negligible and the site is deemed acceptable for the amenity of future occupants and visitors in respect of local air quality.
- 6.86 In light of the above, it is concluded that the proposed development will not initiate any significant increase in traffic-related emissions, and, as such, it is anticipated that no specific mitigation will be required. In respect of the construction phase, tried-and-tested mitigation measures may be required to alleviate any potential generation of dust.
- 6.87 In this regard, therefore, it is considered that the proposed development is in accordance with relevant NPPF policy, as well as policy DM1 of the Development Management Policies Development Plan Document.

Lighting

- 6.88 The application site already includes town centre lighting to buildings and highways and is not considered to be sensitive, being in the urban area of South Shields. As such, it is not considered that there will be any significant effects arising from lighting on the surrounding environment.
- 6.89 Notwithstanding the above, a detailed lighting scheme is expected to be agreed with the LPA as part of any forthcoming applications for reserved matters approval.

Ground Contamination

- 6.90 A Geo-Environmental Desk Study Report has been prepared by 3e and accompanies the planning application submission. The report establishes the historical development of each site and the surrounding area and determines the ground conditions at the site and the potential ground related constraints, including those related to contamination, which may impact on the proposed development.
- 6.91 The report identifies that widespread contamination is unlikely to be present on the site, although localised areas of contamination may be present. It is considered that the identified risks could be mitigated through appropriate design of the development including construction materials, and landscaped areas, together with the adoption of appropriate health and safety and environmental controls during construction and implementation of localised remedial measures if necessary.
- 6.92 Based upon the results of the Phase 1 Study, it is considered that any contamination can be remediated by removal or by capping/sealing using tried-and-tested methods so

as not to impact upon the proposed development. The proposed end uses are not sensitive and no residential development is proposed within either of the two applications. As such, it is considered that remediation techniques based on severing the pathway between potential contamination and receptors can be adequately achieved.

- 6.93 In light of the results of the Desk Study, it is not considered that the issue of contaminated land is significant in the application proposals and it is thus considered that the proposed development is in accordance with relevant NPPF policy, as well as policy DM1 of the Development Management Policies Development Plan Document.

Noise

- 6.94 An Environmental Noise Assessment has been prepared by Apex Acoustics and accompanies the planning application submission.
- 6.95 It makes an assessment of the background noise levels at locations around the proposed development site to provide benchmarks against which potential noise impact may be assessed. The application site is in an urban area and it can reasonably be considered that the site is already affected by relatively high baseline noise levels.
- 6.96 It has been concluded that the calculated plant sound rating level will not exceed the measured or representative background level at any sound sensitive receptor by more than 5 dB. This may be attenuated by tried-and-tested remedial measures, which may include attenuator specifications, acoustic enclosures or barriers, and attenuated louvre specifications, and through detailed locational choice of plant locations within the development.
- 6.97 Noise from the construction of the proposed development will be temporary and best practice procedures will be employed, including limiting the hours of working, maintaining plant and construction materials and the inclusion of noise attenuation measures if required.
- 6.98 In light of the suggestions and recommendations contained within the assessment, the effect of noise in respect of the proposed development is not considered to be significant and it is considered that the proposed development is in accordance with relevant NPPF policy, as well as policy DM1 of the Development Management Policies Development Plan Document.

Other material (non-policy) considerations

Community involvement

- 6.99 A public exhibition was held on Thursday 18 June 2015 at the South Shields Museum and again on Saturday 20 June 2015 at South Shields Library to introduce the proposals to members of the public and other interested parties, with the development team on hand to answer questions. A full summary of the exhibition and publicity for the proposals is provided in the accompanying Statement of Community Involvement document.

7. Conclusions

- 7.1 This Planning Statement has been prepared on behalf of Muse Developments Ltd and South Tyneside Council for the proposed second phase of the South Shields 365 Regeneration Strategy of South Shields Town Centre.
- 7.2 The first phase of the 365 Regeneration Strategy comprised the construction of a new Central Library and Digital Media Hub (now known as 'The Word') and the remodelling of the existing Market Place, which were approved planning permission in October 2014 and have now started on site.
- 7.3 This planning application seeks outline planning permission (all matters reserved) for the demolition of properties on King Street, Barrington Street, Coronation Street, Fowler Street, Thomas Street, Franklin Street, Charlotte Street, Mount Terrace, St Hilda Street and Crossgate and existing bus stands on Chapter Row, and the erection of A1 retail uses (7,028sq m), A3 restaurants and cafés (2,060sq m), D2 cinema (2,745sq m) and an A1 foodstore (6,039sq m) with multi-storey and surface car parking.
- 7.4 A separate simultaneous application for the demolition of the existing Metro station on King Street, Keppel Street Post Office, 3, 5 and 7 Keppel Street and properties on William Street, Burrow Street and Albermarle Street, and the erection of a new Transport Interchange, comprising new interchange building, Metro station, bus station, retail unit and passenger drop-off area and separate retail unit with office accommodation at first and second floors has also been submitted. The two planning applications are submitted simultaneously but must be treated as separate applications. It is envisaged that the proposals for the Transport Interchange are to be implemented ahead of the wider outline proposals. Although two separate planning applications are submitted, one is integral to the success of the other.
- 7.5 The application proposals will see a large area of South Shields town centre improved, bringing significant economic benefits to the town and including an enhanced retail and leisure offer. Nationally, this will make people more aware of South Shields and its ambitions. In turn, this should assist in taking forward the next phases of development, building the momentum with each phase of development.
- 7.6 The proposed application – along with the simultaneous application for the proposed new Transport Interchange – will see South Tyneside's Spatial Vision for South Shields continue to be implemented. The proposed development will benefit the people of South Shields, improve the urban fabric of the town and attract more people to the town's retail and commercial core.
- 7.7 The application proposals are supported by national planning policy contained within the National Planning Policy Framework, bringing economic, social and environmental benefits to South Shields. They are also supported by local planning policy contained within South Tyneside LDF Core Strategy, Development Management Policies Development Plan Document and South Shields Town Centre and Waterfront Area Action Plan, as well as the South Shields 365 document and the LDF Supplementary Planning Documents. In particular, the application represents the continuation of the implementation of the South Shields 365 Vision document.

7.8 Based on the above, it has been demonstrated that the application accords with national and local planning policy. In addition, other material planning considerations of relevance are supportive of the proposals. Therefore, it can be concluded that planning permission should be granted, allowing this important second phase of South Shields regeneration to commence.

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