

# Stage 3 Green Belt Review: Exceptional Circumstances 2022



**To find out more about the Local Plan, please contact:**

Spatial Planning Development Services

South Tyneside Council Town Hall and Civic Offices,

Westoe Road South Shields,

NE33 2RL

Telephone: **(0191) 424 7688**

E-mail: [local.plan@southtyneside.gov.uk](mailto:local.plan@southtyneside.gov.uk)

Visit: [www.southtyneside.gov.uk/planning](http://www.southtyneside.gov.uk/planning) If you know someone who would like this information in a different format contact the communications team on (0191) 424 7385

## Contents

<b>1. Green Belt Methodology – Selecting Sites .....</b>	<b>1</b>
Stage 1 Exceptional Circumstances .....	3
Stage 2 Green Belt Assessment .....	3
Site Selection Topic Paper .....	3
Stage 3 Site Specific Exceptional Circumstances .....	4
Stage 4 Site Frameworks .....	4
Stage 5 Green Belt Boundary Review .....	4
<b>2. Background and Context .....</b>	<b>Error! Bookmark not defined.</b>
<b>3. How We Have Arrived at Proposing Detailed Green Belt Boundary Amendments: An Overview ...</b>	<b>5</b>
Determining Exceptional Circumstances Exist at the Borough Wide Level: The Stage One Green Belt Review .....	5
Assessing Our Green Belt against the Five Purposes of the Green Belt: The Stage Two Green Belt Review .....	6
Demonstrating Site Specific Exceptional Circumstances: The Stage Three Green Belt Review .....	9
The Sustainability Appraisal (SA) and Green Belt sites .....	9
<b>4. Site Specific Exceptional Circumstances: Site Appraisals .....</b>	<b>11</b>
<b>SOUTH SHIELDS .....</b>	<b>11</b>
Policy SP5, GA1: Land South of Cleadon Park (SHLAA Ref SBC100) .....	11
Policy SP5, GA2: Land West of Sunnyside Farm (SHLAA Ref SBC101) .....	15
<b>FELLGATE .....</b>	<b>19</b>
Policy SP6: Land South of Fellgate (SHLAA Ref. SFG075) .....	19
Policy SP14, ED.9: Wardley Colliery (SHLAA Ref SFG006) .....	24
<b>HEBBURN .....</b>	<b>27</b>
Policy SP5, GA3: Land at South Tyneside College, Hebburn Campus (SHLAA Ref SHB034) .....	27
<b>BOLDON .....</b>	<b>31</b>
Policy SP5, GA4: Land at North Farm (SHLAA Ref SBC003) .....	31
Policy SP5, GA7: Land north of Town End Farm (SHLAA Ref SBC102) .....	35
Policy SP5, GA6: Land south of St John’s Terrace and Natley Avenue (SHLAA Ref SBC087) .....	39
Policy SP5, GA5: Former MOD Site (SHLAA Ref. SBC084) .....	43
<b>CLEADON .....</b>	<b>47</b>
Policy SP5, GA9: Land at West Hall Farm (SHLAA Ref SBC051) CLEADON .....	47

<b>WHITBURN</b> .....	<b>51</b>
Policy SP5, GA10: Land at Wellands Farm (SHLAA Ref. SWH009) .....	51
Policy SP5, GA11: Land North of Cleadon Lane (SHLAA Ref SWH013) .....	55
Policy SP5, GA12: Land at Whitburn Lodge (SHLAA Ref SWH025) .....	59
Policy SP5, GA13: Land to north of Shearwater (SHLAA Ref SWH026).....	62
<b>4. Safeguarded land South of Fellgate</b> .....	<b>66</b>

## 1. INTRODUCTION

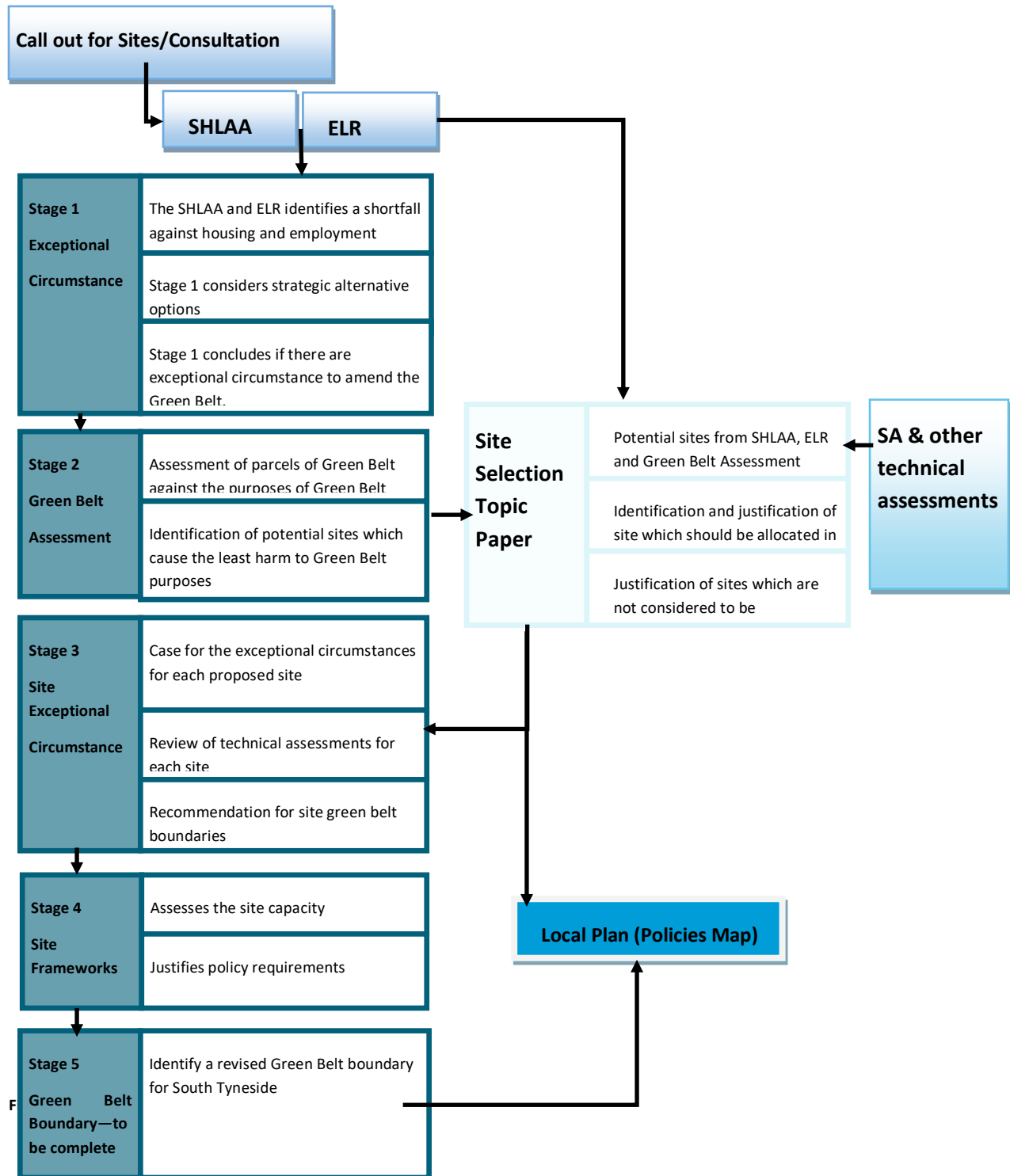
- 1.1 The National Planning Policy Framework (NPPF) is clear that any amendments to the Green Belt should only be considered through the local plan process. We are preparing a new Plan that will largely replace the suite of adopted development plan documents.
- 1.2 It is important to note that exceptional circumstances must first be demonstrated at the strategic scale to justify the need to amend Green Belt boundaries and again on an individual site by site basis.
- 1.3 The Stage 1 Green Belt Review concluded that, despite a thorough analysis as required by the NPPF, there remains an acute need for land to meet the needs for new homes and jobs.
- 1.4 This Stage Three Green Belt Review summarises how we have demonstrated that exceptional circumstances exist at the Borough wide level (through the Stage One Green Belt Review) and the process by which individual parcels of land were assessed (through the Stage Two Green Belt Review). This Report then details how we have assessed and justified allocating Green Belt land for the Plan based upon the detailed exceptional circumstances that exist for those individual boundaries.
- 1.5 A stage 5 Review will be carried out by a critical friend to determine the new Green Belt boundary. This will be prepared for Regulation 19.

## PURPOSE OF THIS PAPER

- 1.3 The Site Specific Exceptional Circumstances Report details how the Council have assessed and justified making detailed boundary amendments to the Green Belt for the Plan based upon the detailed exceptional circumstances that exist for those individual boundaries.

## 2. GREEN BELT METHODOLOGY – SELECTING SITES

2.1 The following section sets out the methodology used for undertaking this Green Belt review. The Review will be undertaken in several stages as shown in Figure 1.



- 2.2 Throughout the preparation of the Draft Local Plan 2021-2039, the Council has identified and assessed sites to determine if they are suitable for housing or employment. This has included:
- **Call out for housing sites as part of the SHLAA** – The Council has undertaken numerous calls for sites over the years. The most recent call out was in 2021
  - **Review of Strategic Land Review** – The Council undertook a Strategic Land Review in 2016. As part of the preparation of the Plan, the Council has identified sites which are considered to have a realistic prospect for housing or employment. This includes considering playing pitches, open space, and green belt
  - **Employment Land Review** – The ELR in 2019, assessed and identified potential sites which could be allocated for employment land.
- 2.3 Identified sites have been assessed for development either through the SHLAA or Employment Land Review. Those sites considered to be reasonable options were then assessed in the Site Selection Report (see below).
- 2.4 The SHLAA and ELR both concluded that there is insufficient land available to meet identified needs. Consequently, the Council has assessed if there are exceptional circumstances to amend the Tyne and Wear Green Belt.

### **STAGE 1 EXCEPTIONAL CIRCUMSTANCES**

---

- 2.5 The Stage 1 Report examines the strategic context and existing evidence base insofar as it relates to the possible need to release land from the Green Belt and provides an assessment as to whether the Council considers that exceptional circumstances exist to justify the removal of land from the currently defined Green Belt.

### **STAGE 2 GREEN BELT ASSESSMENT**

---

- 2.6 The Stage 2 Report - assessed the potential harm to the Green Belt purposes that release identified sites would cause. The Council subdivided the Green Belt in South Tyneside into 118 parcels. The report assesses the entirety of South Tyneside's Green Belt against the purposes of Green Belt as set out in national policy - National Planning Policy Framework (NPPF). The assessment provided an overall rating for each parcel of Green Belt assessed. As and when, new parcels have been identified, for example an alternative parcel boundary through a Local Plan consultation, the Report includes these assessments.
- 2.7 It is not the purpose of this report to allocate sites, but to help inform site selection. Site selection will be done based on various other environmental/sustainability considerations. This is considered in the Site Selection Report and Green Belt Stage 3. 40 sites progressed to the Site Selections Topic Paper.

### **SITE SELECTION TOPIC PAPER**

---

- 2.8 The Site Selections Topic Paper assesses all sites considered to be reasonable options for potential housing and employment sites to identify suitable, deliverable, and achievable sites which are proposed to be allocated. This includes sites identified in the SHLAA, ELR and the Stage 2 Green Belt Assessment. The Paper sieved out Green Belt sites and identified that 14 sites should be allocated in the Plan. However, the Council further assessed these sites to determine if there were exceptional circumstances to amend each sites' boundary.

### **STAGE 3 SITE SPECIFIC EXCEPTIONAL CIRCUMSTANCES**

---

- 2.9 The Site Specific Exceptional Circumstances Report details how the Council have assessed and justified making detailed boundary amendments to the Green Belt for the Plan based upon the detailed exceptional circumstances that exist for those individual boundaries.

### **STAGE 4 SITE FRAMEWORKS**

---

- 2.10 To assess the deliverability of proposed Green Belt sites and determine their capacity. The Council will prepare Development Frameworks for each site. These assessments include a contextual analysis of the site and the surrounding area, the site constraints and opportunities and the capacity and indicative layouts of each site.

### **STAGE 5 GREEN BELT BOUNDARY REVIEW**

---

- 2.11 The Council will undertake an assessment of the entire Green Belt boundary to ensure it is robust. This work will not commence until after Regulation 18 consultation on the Plan. The revised boundary will be illustrated on the Regulation 19 Local Plan Policies Map.



### 3. HOW WE HAVE ARRIVED AT PROPOSING DETAILED GREEN BELT BOUNDARY AMENDMENTS: AN OVERVIEW

#### DETERMINING EXCEPTIONAL CIRCUMSTANCES EXIST AT THE BOROUGH WIDE LEVEL: THE STAGE ONE GREEN BELT REVIEW

---

- 3.1 As referred to above, the Stage One Green Belt Review sets out a comprehensive appraisal which concludes that at the Borough wide level, exceptional circumstances exist to justify amendments to the Green Belt in order to meet the needs for both new homes and jobs.
- 3.2 Neither the NPPF nor the associated Planning Practice Guidance defines or provides guidance as to what circumstances are exceptional. Consideration was therefore given to case law, the NPPF, the Planning Practice Guidance and the recommendations made at other local plan examinations. The Stage One Review specifically considered what are known as the ‘five tests’ derived from the Calverton Judgement [2015] EWHC 10784 as to the planning considerations that constitute exceptional circumstances i.e.:
- (i) The acuteness/intensity of the objectively assessed need (matters of degree may be important)
  - (ii) The inherent constraints on supply/availability of land prima facie suitable for sustainable development
  - (iii) The consequent difficulties in achieving sustainable development without impinging on the Green Belt
  - (iv) The nature and extent of harm to this Green Belt (or those parts of it which would be lost if the boundaries were reviewed); and
  - (v) The extent to which the consequent impacts on the purposes of the Green Belt may be ameliorated or reduced to the lowest reasonable practicable extent.
- 3.3 Tests (i) to (iii) of the Calverton Judgement were dealt with comprehensively in the Stage One Review given these affect the Borough as a whole. It also addressed the NPPF’s requirement that all other reasonable options for meeting the identified development needs have been assessed before concluding exceptional circumstances exist, i.e. Plans must:
- Make as much use as possible of suitable brownfield sites and underutilised land
  - Optimise the density of development, including whether policies promote a significant uplift in minimum density standards in town and city centres, and other locations well served by public transport
  - Be informed by discussions with neighbouring authorities about whether they could accommodate some of the identified need for development.
- 3.4 Whilst the Stage One Green Belt Review has appraised Tests (iv) and (v), these have been considered in detail at site specific level through the individual site pro forma (undertaken by the Stage Two Green Belt Review) and again is covered in this Report. This is because each parcel will vary in terms of how well it performs in relation to the Green Belt purposes, the extent of harm that could arise its development and the potentials for mitigation.
- 3.5 In conclusion, the Stage One Review found there is an acute residual shortfall of land to meet the minimum needs for new homes and jobs. This is constrained by the supply of land from all

reasonable non-Green Belt sources. On balance, meeting the Borough’s development needs in full represents a more sustainable approach to the growth of the Borough as demonstrated through the Sustainability Appraisal (2022). Whilst there would be harm to the Green Belt, amending its boundaries would amount to an approximate 2% reduction in its total coverage across the Borough.

## ASSESSING OUR GREEN BELT AGAINST THE FIVE PURPOSES OF THE GREEN BELT: THE STAGE TWO GREEN BELT REVIEW

---

- 3.6 The purpose of the Stage Two Green Belt Review (November 2021) was to provide detailed evidence of how specific parcels of land perform against the following five purposes of the Green Belt as detailed within the NPPF (paragraph 138):
- i. To check the unrestricted sprawl of large built-up areas
  - ii. To prevent neighbouring towns from merging into one another
  - iii. To assist in safeguarding the countryside from encroachment
  - iv. To preserve the setting and special character of historic towns
  - v. To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 3.7 In total, we evaluated 119 parcels of land which collectively comprises all our Green Belt using a set pro forma. We are therefore able to present clear and fully justified conclusions as to how each parcel performs individually cumulatively against the NPPF’s Green Belt purposes. Tests (iv) and (v) of the Calverton Judgement were also considered in detail as to whether:
- Releasing parcel(s) of land from the Green Belt would result in ‘harm’ to the wider Green Belt objectives and whether potential conflict(s) would be created as to the cumulative harm placed on the remaining Green Belt parcels
  - It was possible to mitigate the impacts of removing land from the Green Belt on its purposes or whether those impacts could be reduced to the lowest reasonable practicable extent.
- 3.8 The final output of this Stage Two Review has been to evaluate the impacts of any planning permissions granted planning consent on land within the Green Belt since our Core Strategy was adopted (that had previously demonstrated very special circumstances).
- 3.9 Based upon the above exercise, a judgement has been made as to each individual site’s performance which is shown below and summarised on Figure 1. It should be noted that whilst a site may perform less well than others, this does not automatically imply it is suitable for development purposes. Our Site Selection Topic Paper (2022) details those parameters by which sites have been appraised and allocated within the Plan.

<b>A: Zero Impact</b>	Makes no contribution to the openness of the Green Belt	Performs Weakly
-----------------------	---	-----------------

<b>B: Minor impact, which can be mitigated</b>	Makes a limited contribution to the openness of the Green Belt, whereby the removal of the parcel would have a minor impact upon the overall openness of the Green Belt	Performs Moderately
<b>C: Moderate impact, which can be mitigated</b>	Makes a limited contribution to the openness of the Green Belt, whereby the removal of this parcel would have a moderate impact upon the overall openness of the Green Belt	Performs Moderately
<b>D: Adverse impact/ some mitigation feasible</b>	Contributes to openness in a significant way, whereby removal of part of the parcel would have a major impact upon the overall openness of the Green Belt	Performs Relatively Strongly
<b>E: Significant adverse impact</b>	Contributes to openness in a strong and undeniable way, where removal of the parcel from the Green Belt would detrimentally undermine the overall openness of the Green Belt	Performs Strongly

Table 1: Performance against the Green Belt purposes



# South Tyneside Council

## Individual Green Belt Parcel Assessments

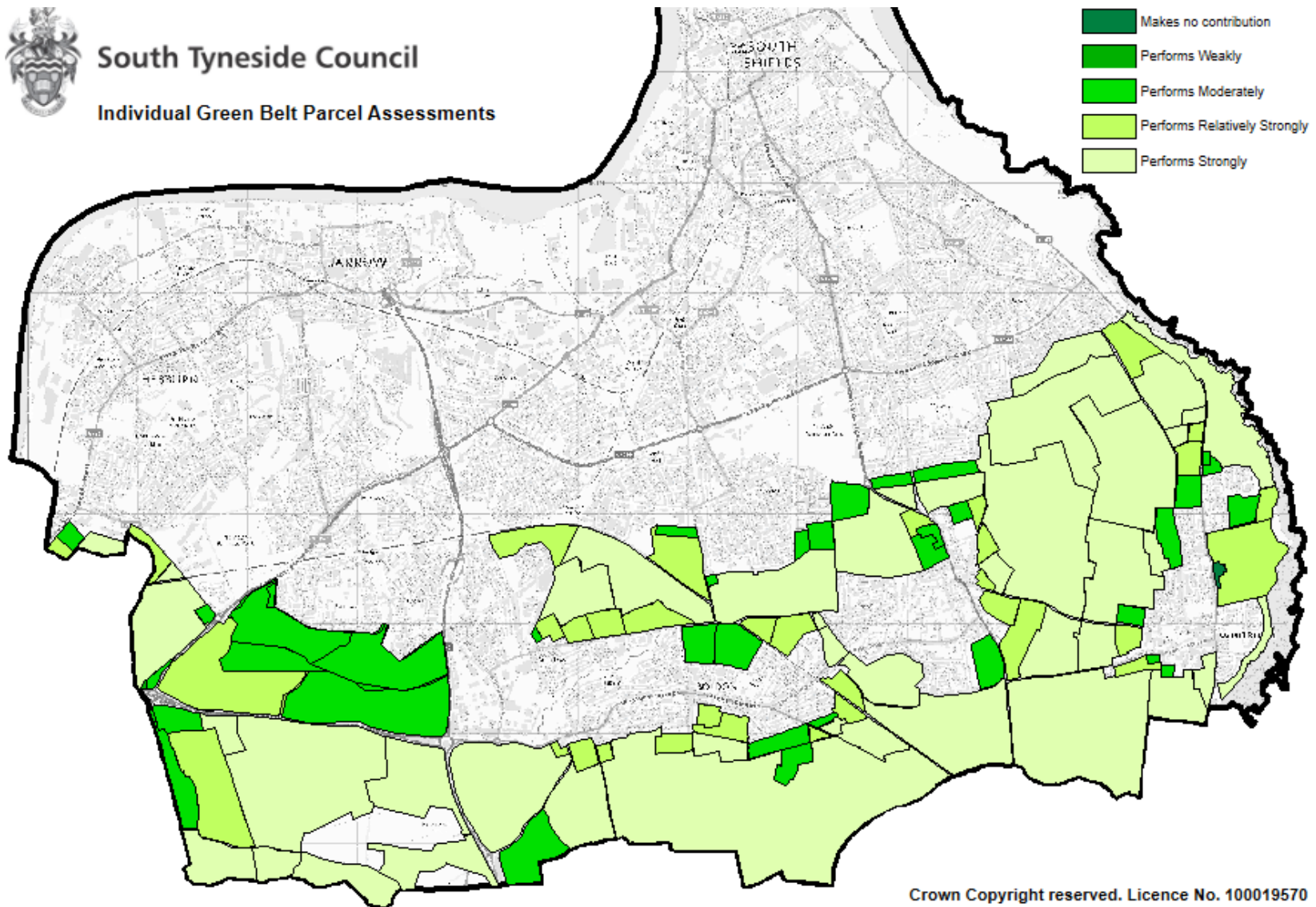


Figure 2: Individual parcels performance against the Green Belt purposes

## DEMONSTRATING SITE SPECIFIC EXCEPTIONAL CIRCUMSTANCES: THE STAGE THREE GREEN BELT REVIEW

---

- 3.10 Informed by the above results of the Stage Two Green Belt Review, the emerging Plan proposes to amend the boundaries of 14 specific Green Belt parcels. This Stage Three Green Belt Review therefore appraises the site specific exceptional circumstances regarding those sites. It should be read in conjunction with the Site Selection Topic Paper (2022) which details the wider planning considerations that have been considered in the site selection process.
- 3.11 As detailed previously, there is no nationally prescribed definition of exceptional circumstances or methodology to determine whether exceptional circumstances exist that justifies releasing specific parcel(s) from the Green Belt. It is ultimately an exercise of planning judgement. From previous analysis of case law and local plan examinations, it can however be concluded that:
- It is not sufficient to simply say that moving Green Belt boundaries is desirable in the planning balance
  - The simple act of carrying out a local plan assessment/review of the Green Belt will not be sufficient to amount to exceptional circumstances
  - The fact that a particular site in the Green Belt may be considered suitable for housing (or other development) is unlikely on its own to amount to exceptional circumstances, but would contribute to a finding of exceptional circumstances as part of a package of measures
  - Protection of the Green Belt should not necessarily override the NPPF's fundamental objective of securing sustainable development with respect to both the scale and location of future growth.
- 3.12 Whilst working within the principles of the Calverton Judgement and NPPF, we have undertaken a locally derived approach to determine whether exceptional circumstances exist on a site by site basis. We have therefore framed the Stage Three Review site assessments as follows:
- The rationale for housing or economic development at this location
  - The availability of suitable, available, and achievable sites
  - The potential harm to the Green Belt and how this can be minimised
  - An assessment of whether harm be mitigated
  - Role of the remaining Green Belt
  - Exceptional Circumstances Conclusion
- 3.13 In making this assessment, we have again drawn on the Stage One and Stage Two Green Belt Reviews for each site i.e. conclusions around openness, the purposes a site serves and consideration against the Tests (iv) and (v) arising from the Calverton Judgement.
- 3.14 In addition, for this stage of the review process, we also draw on the wider evidence base which includes the Site Selection Topic Paper. It therefore demonstrates the degree to which the site is *inter alia* strategy compliant; at risk of flooding; and in a sustainable location.

---

## THE SUSTAINABILITY APPRAISAL (SA) AND GREEN BELT SITES

- 3.15 All sites considered to be a reasonable option in the delivery of housing or employment needs have been subject to as Site- Specific Sustainability Appraisal. The SA assesses the environmental, economic and social sustainability outcomes of developing the site and helps to represent the overall sustainability of the site. These assessments can be found in the South Tyneside Sustainability Appraisal Annex 1: Site Options Sustainability Appraisal Matrices (2022).
- 3.16 Objective 4 of the SA framework ‘Protect our soils and promote efficient land use’; is most relevant to assessing the impact of proposed development on the Green Belt. Objective 4 identifies the following criteria in the assessment framework:

4	Protect our soils and promote efficient land use	Is the Site:		
		Brownfield land	++	✓
		Greenfield land (mainly or entirely Grade 1, 2 or 3 soils)	--	
		Greenfield land (mainly or entirely Grade 4 or below soils)	-	

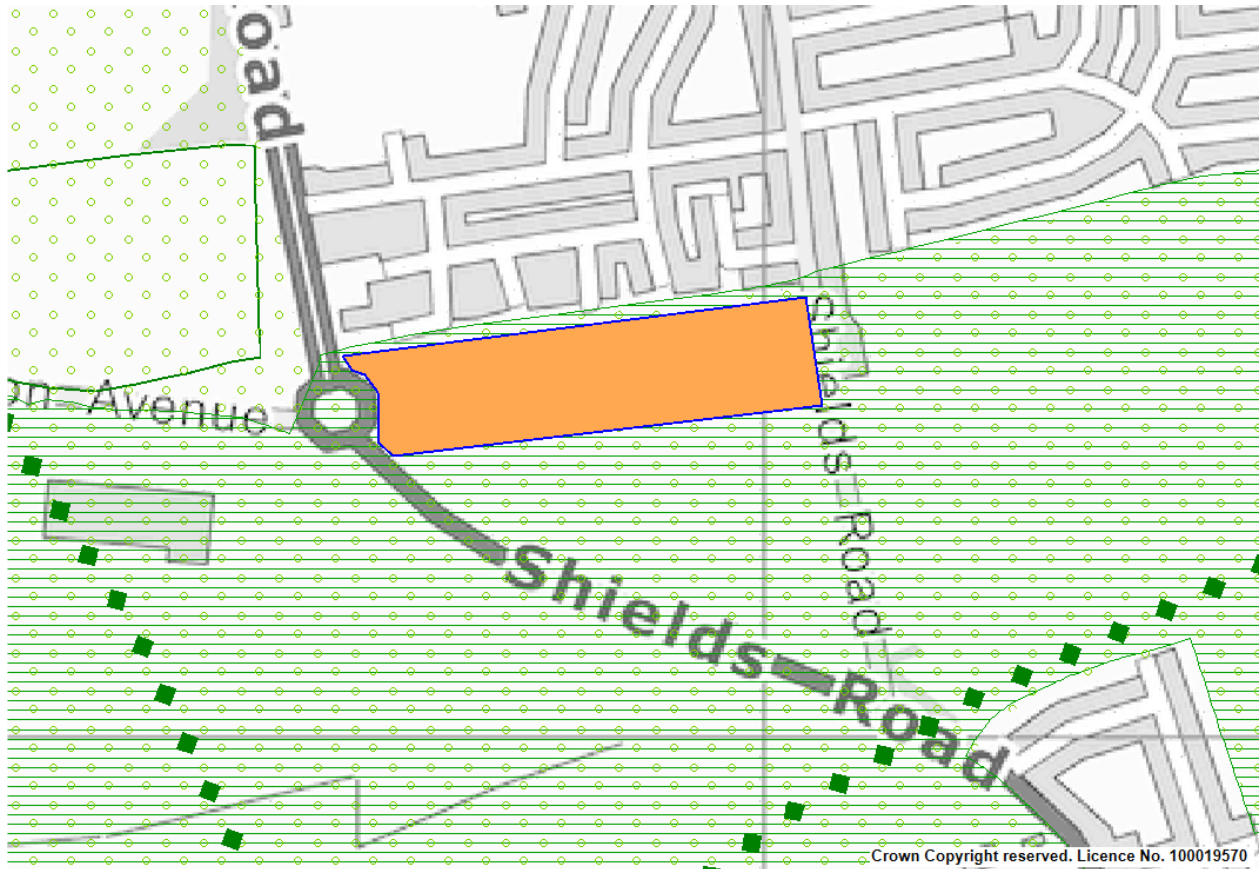
- 3.17 The assessment identifies that the use of Brownfield land is likely to result in significant positive effects against this objective; the use of Greenfield land (Grade 4 or below), would result in a minor negative effect and Greenfield land (Grade 1-3), would result in a significant negative effect against this sustainability objective.
- 3.18 Within this document the overall outcomes of the Sustainability Appraisal are summarised for each site including the assessment for Objective 4 ‘Protect our soils and promote efficient land use’.

## 4. SITE SPECIFIC EXCEPTIONAL CIRCUMSTANCES: SITE APPRAISALS

### SOUTH SHIELDS

#### POLICY SP5, GA1: LAND SOUTH OF CLEADON PARK (SHLAA REF SBC100)

Figure 3: SBC100 Land South of Cleadon Park



#### SHLAA

4.1 The SHLAA considered the site to be suitable and available for development and achievable over the plan period. The site has been promoted for development by Barton Willmore OBO on behalf of the Church Commissioners for England and is therefore demonstrably available for development. The site is in a suitable location for development and would form an extension of the built up area of South Shields. The site is in a high value area; biodiversity and Green Belt mitigation would be required however it is not considered that this mitigation would impact the site's viability.

4.2 The site is considered to be developable within the next 6-10 years. It is suitable for the reasons stated above and the Infrastructure Delivery Plan has not identified any constraints that would prevent its development within the plan period.

### ***Sustainability Appraisal***

4.3 The site performs reasonably well against the sustainability appraisal objectives; significant negative effects against source protection zones (Objective 3) and efficient land use (Objective 4), with minor negative effects identified against climate change (Objective 1) and cultural heritage (Objective 6). Mitigation would be required to address negative effects. Positive effects are identified against distance to mineral workings (Objective 3), sustainable transport (objective 7), town centres (Objective 8) and housing objectives (Objective 12). Mixed effects were identified for biodiversity (Objective 2), distance to AQMA (Objective 3), green infrastructure (Objective 5) and health (Objective 13).

### ***Overall Green Belt Review Assessment***

4.4 The overall assessment in the Green Belt Review is that the site performs moderately against the NPPF purposes and the contribution it makes to the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could be mitigated.

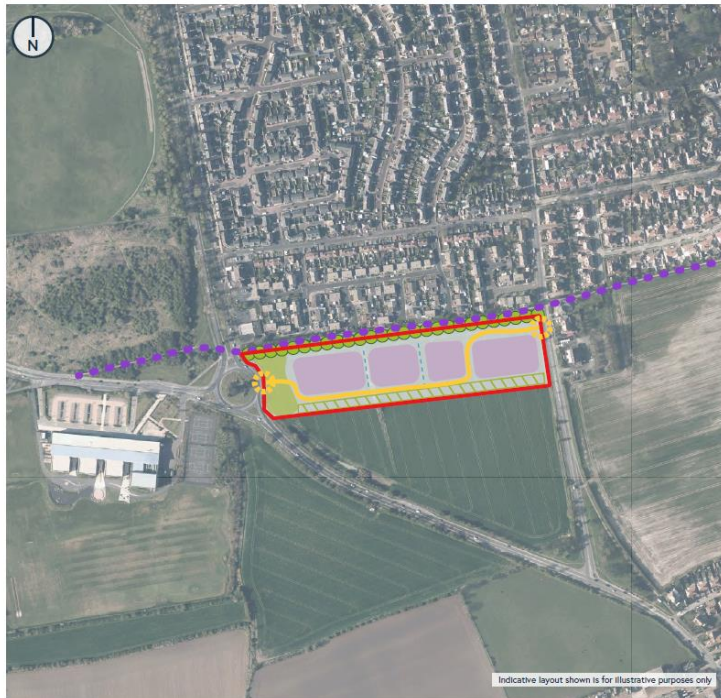
### ***The potential harm to the Green Belt and how this can be minimised***

4.5 The site is semi-rural in character offering views towards the Cleadon Hills Area of High Landscape Value. The parcel is visually and physically contained on three sides by robust durable boundaries including an established settlement and transport infrastructure. No defensible boundary exists to the south. On the edge of a strategic landscape corridor, the eastern boundary of the parcel is approximately 50m from a Local Wildlife Site and forms part of a Local Geodiversity Site. The gap between settlements is fairly narrow in this location. It is considered that an element of 'rounding off' could be accommodated here. The harm in relation to urban sprawl is not significant when viewed in a wider context but could be considered to be harmful at a local level.

4.6 The design of development here would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. As there is no logical Green Belt boundary limiting the southern extent of development, the introduction of a robust landscape buffer would help to ensure that urban sprawl is contained in the long-term to the benefit of maintaining separation between settlements. The use of tree planting around and within the development itself, including the use of mature trees, will further help to minimise impacts especially in relation to long distance views. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.



## Land South of Cleadon Park: Indicative Layout



### General Design Principles:

- Enhance the existing bridleway to the north of the site.
- Maximise views over the surrounding green space.
- Take design cues from the surrounding residential context.
- Incorporate landscaping as an integral part of the design.
- Create buildings at a scale and mass in keeping with the wider area.

### Opportunities:

- The site must provide scope for environmental net gains, including on-site open space provision.
- The design and layout must actively seek to create and preserve, clear and defensible boundaries between the edge of the site and the Green Belt to which it is adjacent.
- Tree buffer to the north of the site must be retained.
- Footpath and bridleway running along the north the site must be retained and improved.
- Access into site important for traffic movements with preferred access onto Shields Road / Sunderland Road.
- Proposals must be supported by a site specific transport assessment, with particular focus, with particular focus on the A1018, Sunderland Road, Prince Edward Road and the A1300.
- Proposals must be supported by a site-specific flood risk assessment.
- An archaeological desk-based assessment will be required as a starting point for evaluation required.

### Role of the remaining Green Belt

4.7 The remaining Green Belt in this location will continue to function as currently in its purposes but would have an enhanced role to play in maintaining the separation of South Shields from Cleadon.

### ***Exceptional Circumstances - Land south of Cleadon Park conclusion***

4.8 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.9 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.10 In light of the above, housing development on this site would contribute of approximately 90 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

4.11 The site comprises undeveloped land which adjoins the built up area of South Shields which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the site is considered to be within a sustainable location given that it is less than 1000m from the best performing District Centre in the Borough, less than 400m from a bus stop and in close proximity to recreational open space. Whilst it is accepted that there may be potential adverse effects such as traffic impacts, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.12 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically and visually well contained on three sides by robust durable boundaries including an established settlement and transport infrastructure. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention and enhancement of the existing tree buffer to the north, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.13 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

Figure 4: SBC101 Land West of Sunnyside Farm



### **SHLAA**

4.14 The SHLAA considered the site to be suitable and available for development and achievable over the plan period. The site has been promoted for development by Barton Willmore OBO on behalf of the Church Commissioners for England and is therefore demonstrably available for development. The site is in a suitable location for development and would form an extension of the built up area of South Shields. The site is in a high value area; biodiversity and Green Belt mitigation would be required however it is not considered that this mitigation would impact the site's viability.

4.15 The site is considered to be developable within the next 6-10 years. It is suitable for the reasons stated above and the Infrastructure Delivery Plan has not identified any constraints that would prevent its development within the plan period.

### **Sustainability Appraisal**

4.16 The sustainability appraisal identifies significant negative effects against biodiversity (Objective 2), landscape and source protection zones (Objective 3) and efficient land use (Objective 4), with minor negative effects identified against climate change (Objective 1) and cultural heritage (Objective 6). Mitigation would be required to address negative effects. Significant and minor Positive effects are

identified against distance to mineral workings (Objective 3), sustainable transport (Objective 7), town centres (Objective 8) and housing objectives (Objective 12). Mixed effects were identified against distance to AQMA (Objective 3), green infrastructure (Objective 5) and health (Objective 13).

4.17 The site has been promoted for development by Barton Willmore OBO on behalf of the Church Commissioners for England. It is demonstrably available for development. It is demonstrably available for development. It is suitable for the reasons stated above and the Infrastructure Delivery Plan has not identified any constraints that would prevent its development. The latest SHLAA call for sites (2021) has provided the Council with up-to-date information regarding the supply of suitable, available, and achievable sites. When aligned to the Borough's quantitative local housing need, combined with the rigorous exploration of maximising yield from non-Green Belt sources (see South Tyneside Density Study 2018) it is clear that the Council has to consider Green Belt sites for allocation.

### *Overall Green Belt Review Assessment*

4.18 The overall assessment in the Green Belt Review is that the site performs **moderately** against the NPPF purposes and the contribution it makes to the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could be mitigated.

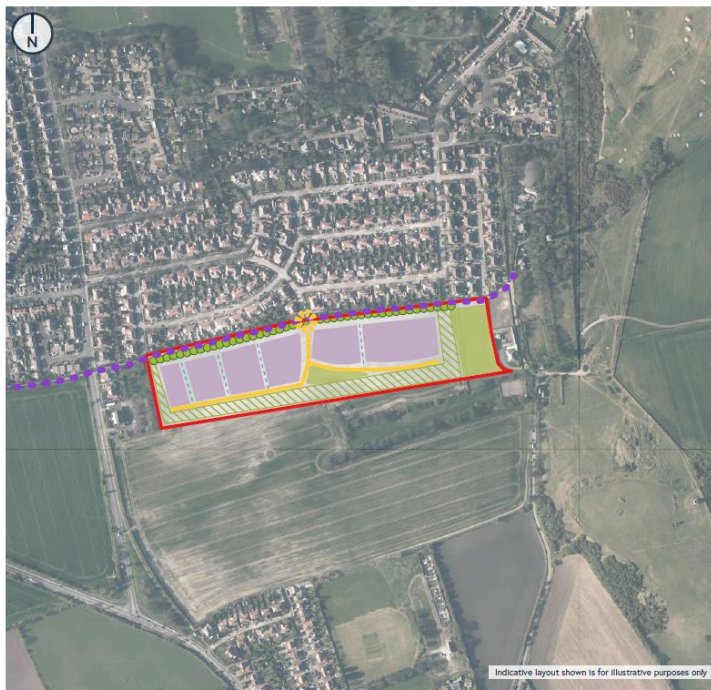
### *The potential harm to the Green Belt and how this can be minimised*

4.19 The parcel is semi-rural in character offering views towards the Cleadon Hills Area of High Landscape Value. The parcel is visually and physically contained on three sides by robust durable boundaries including an established settlement and transport infrastructure. No defensible boundary exists to the south. On the edge of a strategic landscape corridor, the eastern boundary of the parcel is approximately 80m from a Local Wildlife Site and approximately 600m from the nearest Local Nature Reserve and SSSI. The gap between settlements is fairly narrow in this location. It is considered that an element of 'rounding off' could be accommodated here. The harm in relation to urban sprawl is not significant when viewed in a wider context but could be considered to be harmful at a local level.






4.20 The design of development here would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. As there is no logical Green Belt boundary limiting the southern extent of development, the introduction of a robust landscape buffer would help to ensure that urban sprawl is contained in the long-term to the benefit of maintaining separation between settlements. The use of tree planting around and within the development itself will further help to minimise impacts especially in relation to long distance views. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.

4.21 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

## Land West of Sunnyside Farm: Indicative Layout



### General Design Principles:

-  Enhance the existing bridleway to the north of the site.
-  Maximise views over the surrounding green space and Cleadon Hills Conservation Area.
-  Take design cues from the surrounding residential context.
-  Incorporate landscaping as an integral part of the design.
-  Create buildings at a scale and mass in keeping with the wider area.

### Opportunities:

- The site must provide scope for environmental net gains, including on-site open space provision.
- The design and layout must actively seek to create and preserve, clear and defensible boundaries between the edge of the site and the Green Belt to which it is adjacent.
- Tree and shrub buffer to the north of the site must be retained.
- Footpath running along the north the site must be retained and improved.
- Lower densities should be considered towards the eastern part of the site to mitigate the impact on the settings of Cleadon Hills Conservation Area and the locally listed heritage asset (Sunnyside Farm).
- Access into site important for traffic movements with preferred access onto Shields Road / Sunderland Road.
- Proposals must be supported by a site specific transport assessment, with particular focus, with particular focus on the A1018, Sunderland Road, Prince Edward Road and the A1300.
- Proposals must be supported by a site-specific flood risk assessment.
- An archaeological desk-based assessment will be required as a starting point for evaluation required.

### Role of the remaining Green Belt

4.22 The remaining Green Belt in this location will continue to function as currently in its purposes but would have an enhanced role to play in maintaining the separation of South Shields from Cleadon.

### ***Exceptional Circumstances - Land west of Sunnyside Farm conclusion***

4.23 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.24 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.25 In light of the above, housing development on this site would contribute of approximately 156 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

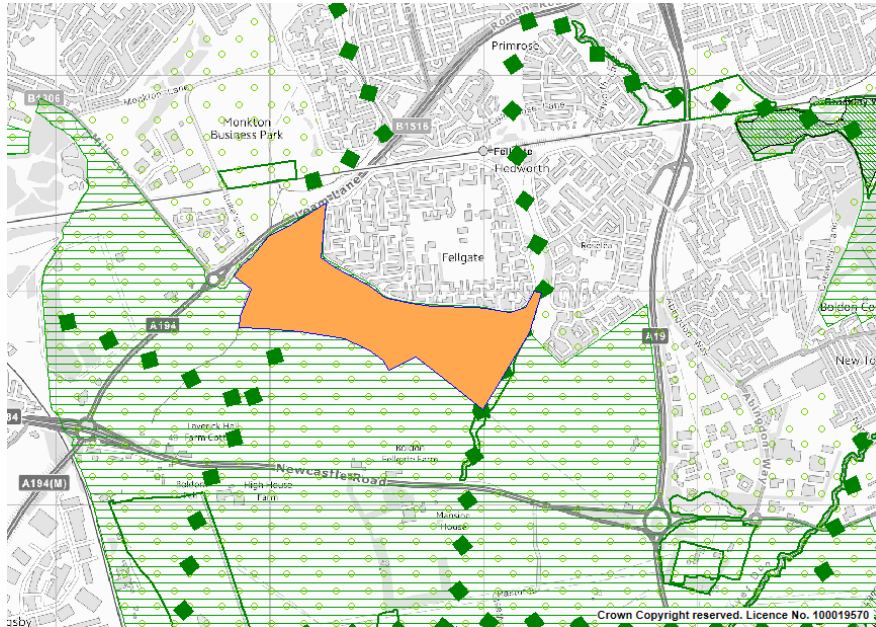
4.26 The site comprises undeveloped land which adjoins the built up area of South Shields which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the site is considered to be within a sustainable location given that it is less than 1000m from the best performing District Centre in the Borough, within 400m of a bus stop and in close proximity to recreational open space. Whilst it is accepted that there may be potential adverse effects such as traffic impacts, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.27 Against the purposes of the Green Belt, it the site is considered to make a moderate contribution. The site is physically and visually well contained on three sides by robust durable boundaries including an established settlement and transport infrastructure. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention and enhancement of the existing tree buffer to the north, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.28 Having considered all of the factors set out within the Stage Two Green Belt Review and the South Tyneside Site Selection Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

## POLICY SP6: LAND SOUTH OF FELLGATE (SHLAA REF. SFG075)

Figure 5: SFG075 Land South of Fellgate

**SHLAA**

4.29 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is in close proximity to two Local Wildlife Sites however there are minimal constraints on the site. The site has been promoted for development by Savills OBO, Laverick Hall Farm Ltd. and Dean and Chapter of Durham Cathedral and is therefore demonstrably available for development. Biodiversity, flooding, Green Belt and infrastructure mitigation would be required. However, given the scale and location of the site, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.30 The site is considered to be developable with potential for development to start over the next 6-10 years. The Infrastructure Delivery Plan has not identified any constraints that would prevent development of the site over the plan period. Given the size of the site, it is likely that several developers will be on site meaning the annual delivery rate is projected to be higher than the standard SHLAA assumptions.

**Sustainability Appraisal**

4.31 The sustainability appraisal identifies a minor negative effect against climate change due to surface water flooding (Objective 1) and cultural heritage (Objective 6). Significant negative effects against biodiversity (Objective 2), mineral working (Objective 3), efficient land use (Objective 4) and

green infrastructure (Objective 5) due to its proximity to existing designations and scale of the site. Due to the sites size and ability to provide a large number of houses and jobs, significant positive effects are identified against economic and housing objectives (Objectives 8, 9, 10 and 12). Further positive effects are identified for sustainable transport (Objective 7) and health (Objective 13).

#### ***Overall Green Belt Review Assessment***

4.32 The overall assessment in the Green Belt Review is that the site performs **moderately** against the NPPF purposes and the contribution it makes to the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could be mitigated.

#### ***The potential harm to the Green Belt and how this can be minimised***

4.33 This parcel is contained by urban development to the north and the strategic road network to the east. The rest of the parcel is in parts defined by field boundaries but in areas lacks any durable boundary. Part of the Boldon Fell Landscape Character Area. Field boundaries are generally defined by hedgerows which are gappy in places, with scattered hedgerow trees, although there is an element of exposure where views over hedgerows are available within the rolling landscape. There is a Local Wildlife Site in the north west corner of the site and another Local Wildlife Site running along the eastern boundary. It is considered that an element of 'rounding off' could be accommodated here. The harm in relation to urban sprawl is not significant when viewed in a wider context but could be considered to be harmful at a local level.

4.34 It is recommended that existing planting is retained and enhanced, and landscape buffers incorporated to introduce robust durable boundaries. The design of development on this site is complimentary to the site character to ensure any harm arising from development on this site is minimised. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.



## Land South of Fellgate: Indicative Layout



Indicative layout shown is for illustrative purposes only

- |  |  |  |  |
|--|--|--|--|
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |

**General Design Principles:**

- Create an open space corridor through the site, fronted by development with pedestrian routes and SUDS areas.
- Maximise views over the surrounding green space.
- Take design cues from the surrounding residential context.
- Incorporate landscaping as an integral part of the design.
- Create buildings at a scale and mass in keeping with the wider area.
- Provide new community facilities within the boundary of the site.

- Maintain wildlife and green infrastructure corridors
- Limit any impact on the area's landscape character and provide suitable ecological mitigation where appropriate
- Deliver biodiversity net gains
- Secure on-site recreational open space and playing pitch provision
- Ensure that there are no unacceptable impacts on highway safety or severe residual cumulative impacts on the wider road network in terms of capacity and congestion. Details of all necessary on and off-site highway works and improvements, together with a timetable for their implementation, shall be agreed with the Council as part of the comprehensive masterplan and any future planning applications.
- Reduce the dominance of car traffic and improve the permeability by incorporating convenient, safe, and high-quality bus, pedestrian, and cycle routes within the site and connecting to existing networks.
- A Transport Assessment and Travel Plan for each site will also be required.
- An archaeological desk-based assessment will be required as a starting point for the scope of evaluation required.

**Opportunities:**

- Development must provide a mix of house types and tenures
- Development must be designed to a high standard. Particular attention to be paid to layout, height, design, scale, landscaping, materials and massing to ensure that the development is of a high quality design that responds to local character.
- Provision or contributions towards social and community infrastructure must be made
- development should enhance access to local facilities and services, where appropriate
- development should provide 20% affordable homes and provide accessible or adaptable homes
- development must create a new defensible Green Belt boundary to the south of the site
- Deliver compensatory improvements to the remaining Green Belt to maintain and enhance ecological value
- Enhance the boundary along to A184 and A19 to ensure appropriate screening and noise attenuation

### ***Role of the remaining Green Belt***

4.35 The remaining Green Belt in this location will continue to function as currently in its purposes.

### ***Exceptional Circumstances - Land south of Fellgate conclusion***

4.36 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.37 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

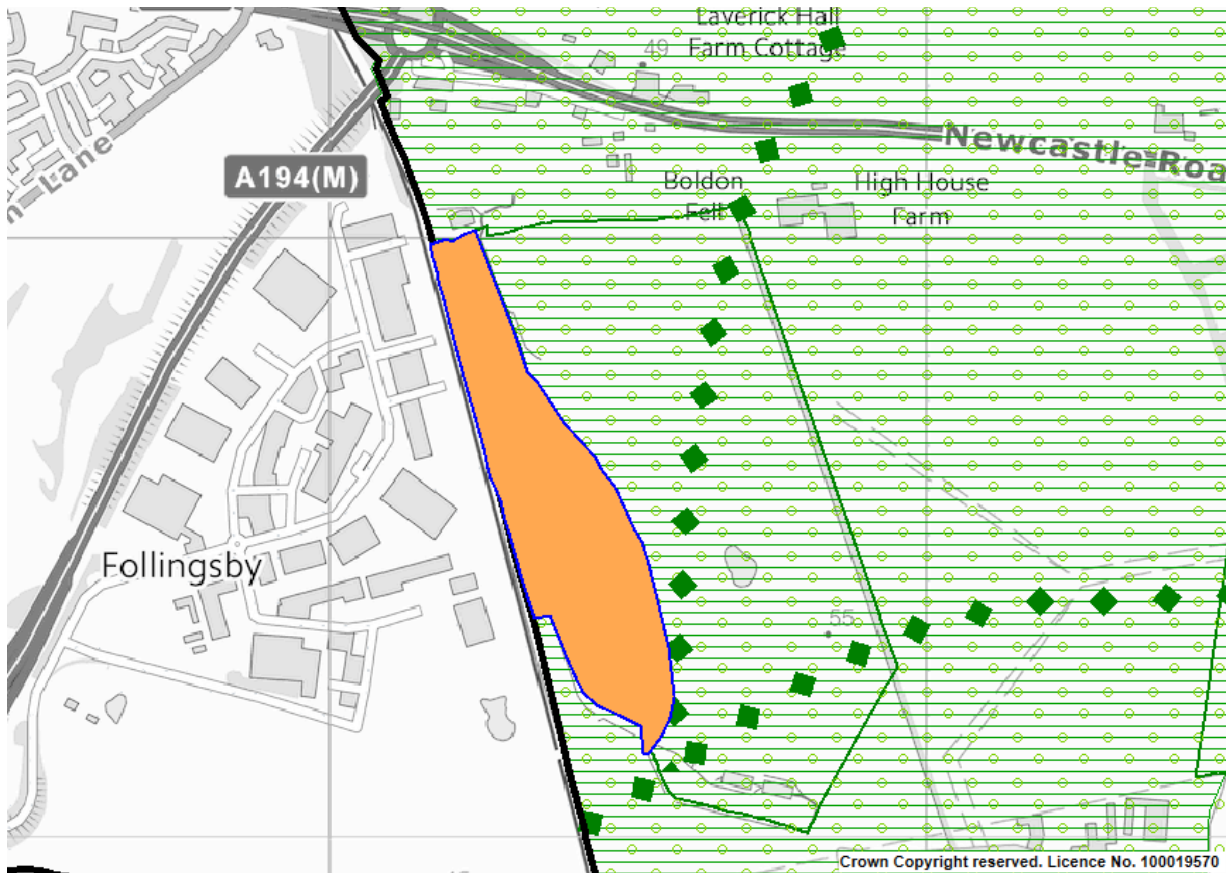
4.38 In light of the above, housing development on this site would contribute of up to 1200 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

4.39 The site comprises undeveloped land which adjoins the built up area of Fellgate which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes.

4.40 Against the purposes of the Green Belt, it the site is considered to make a **moderate** contribution. The site is physically and visually well contained on three sides by robust durable boundaries including an established settlement and transport infrastructure. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention and enhancement of the existing tree buffer to the north, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as the harm to the Green Belt purposes in this location would be mitigated.

4.41 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

Figure 6: SFG006 Wardley Colliery



### *Employment Land Review*

4.42 Wardley Colliery is a rail-connected site situated in the southwest of the Borough, in close proximity to White Mare Pool Interchange (to the north of the site), IAMP and the Follingsby logistics park (to the west of the site) which is within the Gateshead boundary. It therefore offers an excellent opportunity for businesses that would require first class transport links and that are able to operate effectively within this distinctive site.

4.43 The site has recently been acquired by Thomas Armstrong Ltd, a leading block paving and concrete blocks manufacturer across the North of England.

4.44 8.5 The Wardley Colliery site is therefore perhaps an unusual site that is not easily categorised but would appear to fall under the category of general employment land. Both the previous and the current site owners have contended that allowing the expansion of the existing commercial operation is a commercial necessity.

4.45 Wardley Colliery is considered to be previously developed land.

4.46 The boundary was amended based on survey work carried out in October 2020 to identify Durham Biodiversity Action Plan (BAP) Priority Habitats.

### ***Sustainability Appraisal***

4.47 The sustainability appraisal identifies minor negative effects against climate change (Objective 1) and green infrastructure (Objective 5). Significant negative effects have been identified against mineral workings (Objective 3) and biodiversity (Objective 2) due to its proximity to Local Wildlife Site. Significant positive effects have been identified against efficient land use (Objective 4) as the site is brownfield land. Further significant and minor positive effects are identified for sustainable transport (Objective 7) and economic growth (Objectives 9 and 10), Mixed effects are identified for town centres and health (Objectives 8 and 13).

### ***Overall Green Belt Review Assessment***

4.48 The sites perform **moderately** in terms of their contribution to the NPPF purposes and the overall integrity of the wider strategic Green Belt.

### ***The potential harm to the Green Belt and how this can be minimised***

4.49 The site is well screened by a soil heap. The western edge of the parcel has been redeveloped, whilst the remaining larger portion of the site remains an industrial landscape and follows the western boundary of a Local Wildlife Site. The neighbouring authority of Gateshead is extending the adjacent industrial estate. The scale of outward growth could therefore be regulated as a result of these established durable features, thus restricting sprawl, and preventing further encroachment.

4.50 The design of development on this site is complimentary to the site character in order to ensure any harm arising from development on this site is minimised. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife. This may require the developable area of land to be reduced accordingly.

### ***Role of the remaining Green Belt***

4.51 The remaining Green Belt in this location will continue to function as currently in its purposes.

### ***Exceptional Circumstances – Wardley Colliery conclusion***

4.52 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.53 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.54 The site represents previously developed land. The reuse of previously developed land is a key objective of the NPPF.

4.55 In light of the above, the site will contribute towards meeting the Borough's identified need for general employment land and is locationally consistent with the spatial strategy for South Tyneside. The larger portion of the site is an industrial landscape adjoining the Local Wildlife Site. The neighbouring authority of Gateshead is extending the adjacent industrial estate. The scale of outward growth will therefore be regulated as a result of these established durable features, thus restricting sprawl and preventing further encroachment.

4.56 No other site offers the range of benefits as a strategic employment location that Wardley Colliery does. The Sustainability Appraisal identified the potential for a negative impact on biodiversity and conservation. However, the proposed allocation is supported by the Council's Countryside Officer, subject to the allocation policy incorporating the requisite safeguards. There is potential to re-open the Leamside Line and the potential for a new station and associated park and ride which would enhance the sustainability of the location. The site is therefore considered to be sustainable, suitable, available, and achievable.

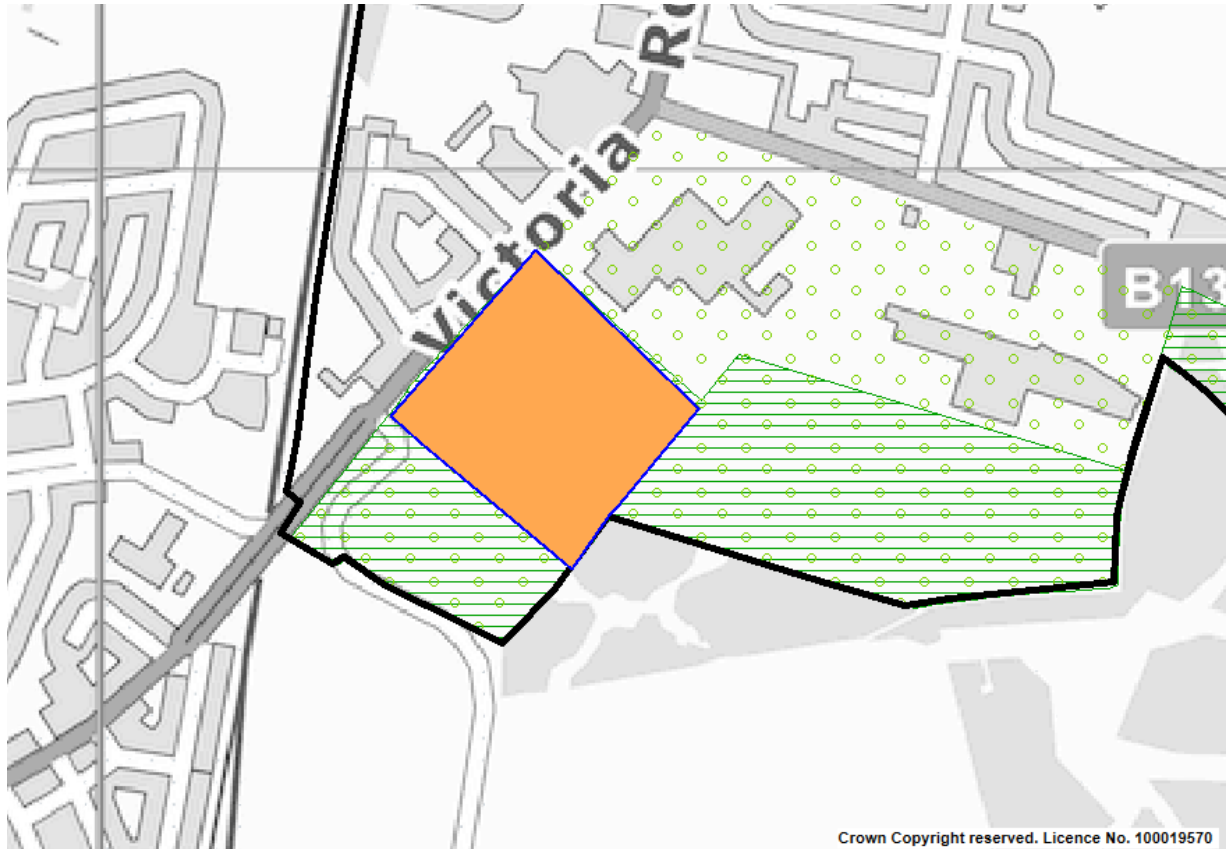
4.57 Against the purposes of the Green Belt, it the site is considered to make a moderate contribution. The site is physically and visually well contained by existing features. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.58 Amending the Green Belt boundary in this location would recognise the reality that the site has an industrial history and that parts of the site are already in commercial operation and provide an opportunity to expand the scope of commercial operations to meet the needs of Thomas Armstrong Ltd. It is important to note that the production operations undertaken by Thomas Armstrong Ltd are an important component of the construction industry which is vital to the levelling up ambitions of the region.

4.59 It is therefore proposed to allocate the Wardley Colliery site as general employment land as it is considered that exceptional circumstances have been demonstrated to justify an alteration to the Green Belt boundary in this location.

## POLICY SP5, GA3: LAND AT SOUTH TYNESIDE COLLEGE, HEBBURN CAMPUS (SHLAA REF SHB034)

Figure 7: SBH034 Land at South Tyneside College, Hebburn



### SHLAA

4.61 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is considered to be in suitable location for development. It would form an extension to the new build estate to the north and is well screened with good access. The site has been promoted for development by Bellway Homes and is therefore demonstrably available for development. Biodiversity, Green Belt and infrastructure mitigation would be required. However, given the location of the site in a medium value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.62 The site is considered to be developable as there are no known constraints to the site's achievability. Development of the site is projected to being over the next 6-10 years. The Infrastructure Delivery Plan has not identified any constraints that would prevent its development.

### *Sustainability Appraisal*

4.63 The sustainability appraisal identifies a number of minor negative effects against environmental objectives, including efficient land use (Objective 1, 2 and 4). A significant negative effect is recorded against green infrastructure due to the impact on the former playing fields (Objective 5). Significant and minor positive effects are identified against distance to mineral workings (objective 3), sustainable transport (objective 7), town centres (Objective 8) and housing (Objective 12).

### *Overall Green Belt Review Assessment*

4.64 The site performs **moderately well** in terms of its contribution to the NPPF purposes and the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could potentially be mitigated.

### *The potential harm to the Green Belt and how this can be minimised*

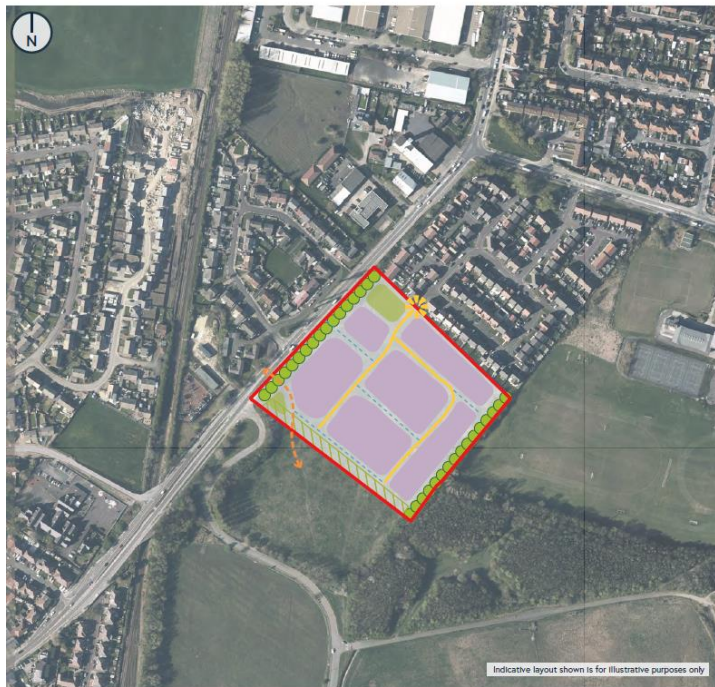
4.65 This parcel is contained by urban development to the north, north-east and north-west. The boundaries to the north and north-west are lined with trees. The south-eastern boundary is heavily wooded and there is thick vegetation screening part of the south-easterly boundary. The parcel is also contained to the south-west by Wardley Lane. The south-eastern boundary and the south-western boundary form part of the administrative boundary between South Tyneside and the neighbouring authority of Gateshead. If development of the parcel were to take place, it would therefore reduce the gap between authorities.

4.66 During the examination of the UDP (1998), the site was recommended as a proposed housing site. Whilst the Inspector at the time rejected this proposal stating that if this site was to be built upon it would risk merging South Tyneside and Gateshead, it is clear that the built areas of Gateshead and South Tyneside already abut the administrative boundary. The Inspector at the time also considered that the exclusion of this site from the Green Belt would bring pressure to develop to the site to the south. However, Gateshead Council's adopted Core Strategy does not plan for development in this location and the site is heavily contained by robust, durable boundaries.

4.67 It is recommended that existing planting is retained and enhanced, and the design of development on this site is complimentary to the site character in order to ensure any harm arising from development on this site is minimised. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.



## South Tyneside College: Indicative Layout



	Landscape boundary to retain		Development plots		Key vehicle routes
	Proposed landscape buffer		Open space		Secondary vehicle routes
	Improved pedestrian route		Proposed entry point		

### General Design Principles:

- Enhance and formalise the pedestrian desire lines through the site.
- Maximise views over the surrounding green space.
- Take design cues from the surrounding residential context.
- Incorporate landscaping as an integral part of the design.
- Create buildings at a scale and mass in keeping with the wider area.

### Opportunities:

- The design and layout must actively seek to create and preserve, clear and defensible boundaries between the edge of the site and the Green Belt to which it is adjacent.
- Developer contributions towards enhancement of off-site playing pitch provision.
- Proposals must be supported by a site-specific flood risk assessment.
- Proposals must be supported by a site specific transport assessment, with particular focus on the A185, Mill Lane, Monkton Lane and the A194 along with the importance of active travel links and public transport connections.
- Mature trees should be retained.
- An up-to-date archaeological desk-based assessment will be required.

### *The role of the remaining Green Belt*

4.68 The strategic role of the Green Belt in this location could be compromised and the remaining Green Belt in Gateshead's administrative boundary would play an enhanced role.

### *Exceptional Circumstances - Land at South Tyneside College, Hebburn Campus conclusion*

4.69 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (iv) the acuteness/intensity of the objectively assessed need

- (i) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (ii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.70 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.71 In light of the above, housing development on this site would contribute of approximately 160 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

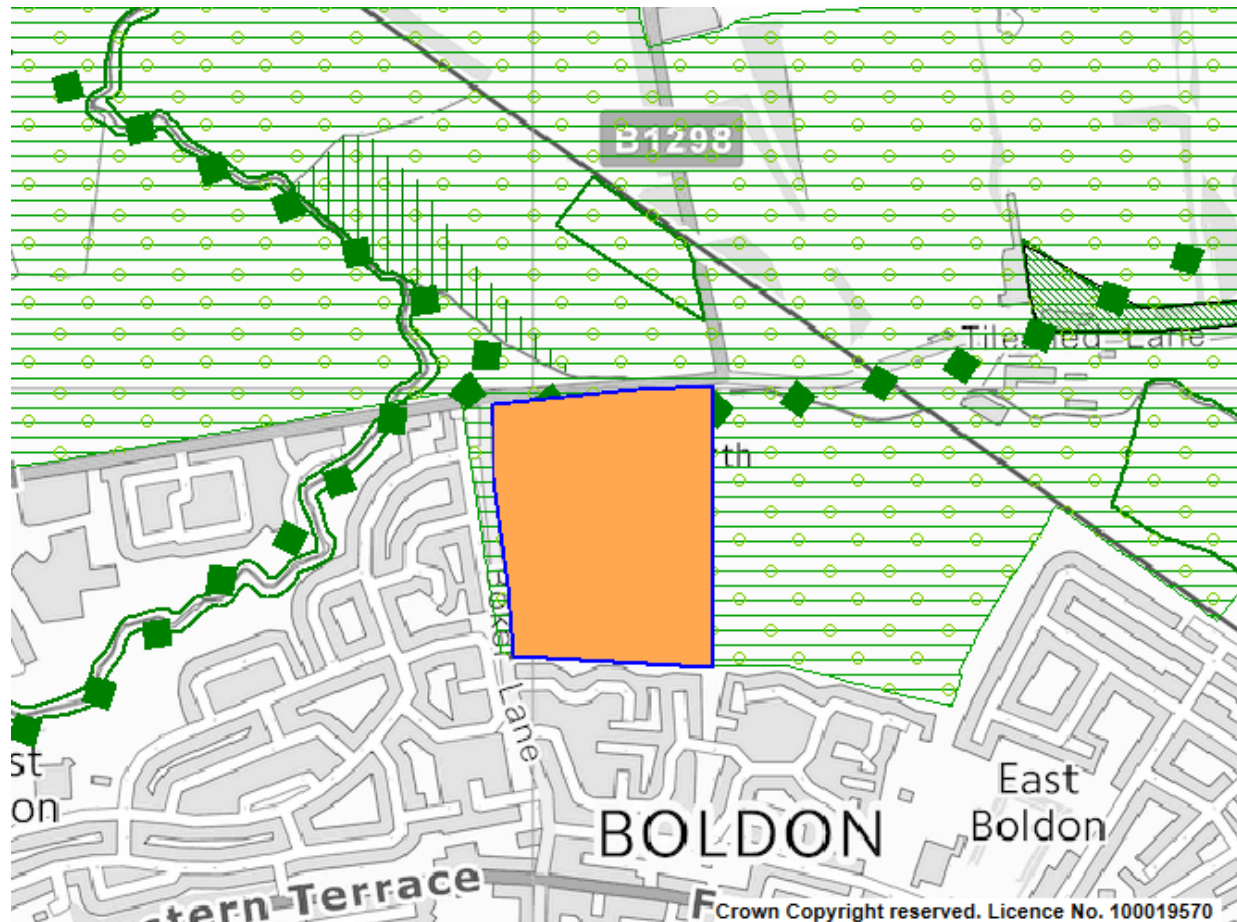
4.72 The site comprises an undeveloped site which adjoins the built up area of Hebburn which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the site is considered to be within a sustainable location given that it is within 400m of a cluster of shops and a bus stop and in close proximity to recreational open space and to a site that is being considered as the location of a new Metro station. Whilst it is accepted that there may be traffic impacts, it is considered that this could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.73 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically and visually well contained by urban development to north, north-east and north-west and bounded by trees to the south-west and south-east which provides a defensible barrier and could be fortified. Under Duty to Cooperate, Gateshead Council has no intention to develop land to the south, therefore ensuring that a strategic gap remains between South Tyneside and Gateshead. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention and enhancement of existing tree buffers, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.74 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

## POLICY SP5, GA4: LAND AT NORTH FARM (SHLAA REF SBC003)

Figure 8: SBC003 Land at North Farm

**SHLAA**

4.75 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is considered to be in suitable location for development with good access. It would form a rounding off of the built up area. The site has been promoted for development by Barton Willmore OBO acting on behalf of the Church Commissioners for England and is therefore demonstrably available for development. Biodiversity, flooding, Green Belt and infrastructure mitigation would be required. However, given the location of the site in a high value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.76 The Infrastructure Delivery Plan has not identified any constraints that would prevent its development. Given that there are no known constraints to the site's achievability, the site is considered to be developable over the plan period.

### ***Sustainability Appraisal***

4.77 The sustainability appraisal identifies significant negative effects identified against climate change (Objective 1), biodiversity (Objective 2), efficient land use (Objective 4), and source protection zones objectives (Objective 3) as well as a minor negative impact on green infrastructure (Objective 5) due to proximity to existing designations and impacts on open space. Minor positive effects are identified against sustainable transport (Objective 7) and distance from mineral workings (Objective 3). Due to the site's proximity to existing services and suitability for housing, significant positive effects are identified for Objectives 8, 12 and 13.

4.78

### ***Overall Green Belt Review Assessment***

4.79 The site makes a moderate contribution to the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could be mitigated.

### ***The potential harm to the Green Belt and how this can be minimised***

4.80 The site is visually and physically contained by settlement boundaries to three sides and transport infrastructure to the north. Although long distance views over the wider landscape do exist to the north, these are interrupted by well-established hedgerows. These parcels provide a public right of way, and the combination of open farmland, hedgerows and scrub supports a number of priority species. The historic settlement pattern of East Boldon has already been eroded in this locality with the introduction of two housing estates in the 1990s. There is potential for 'rounding off' of the settlement pattern.

4.81 At the examination for the UDP (1998), the Inspector noted: '... this site is clearly one of those which must come into consideration if changes to the Green Belt have to be made to accommodate further housing development. It is well related to the settlement and associated services. However, development in this area would reduce the gap, in terms of distance, between Boldon and South Shields still further and would increase pressure on the remainder. If the gap were to be reduced here then it would become more difficult to reduce pressure to eliminate it completely between Newton Garths and Shields Road, thereby merging Boldon and Cleadon with South Shields.'

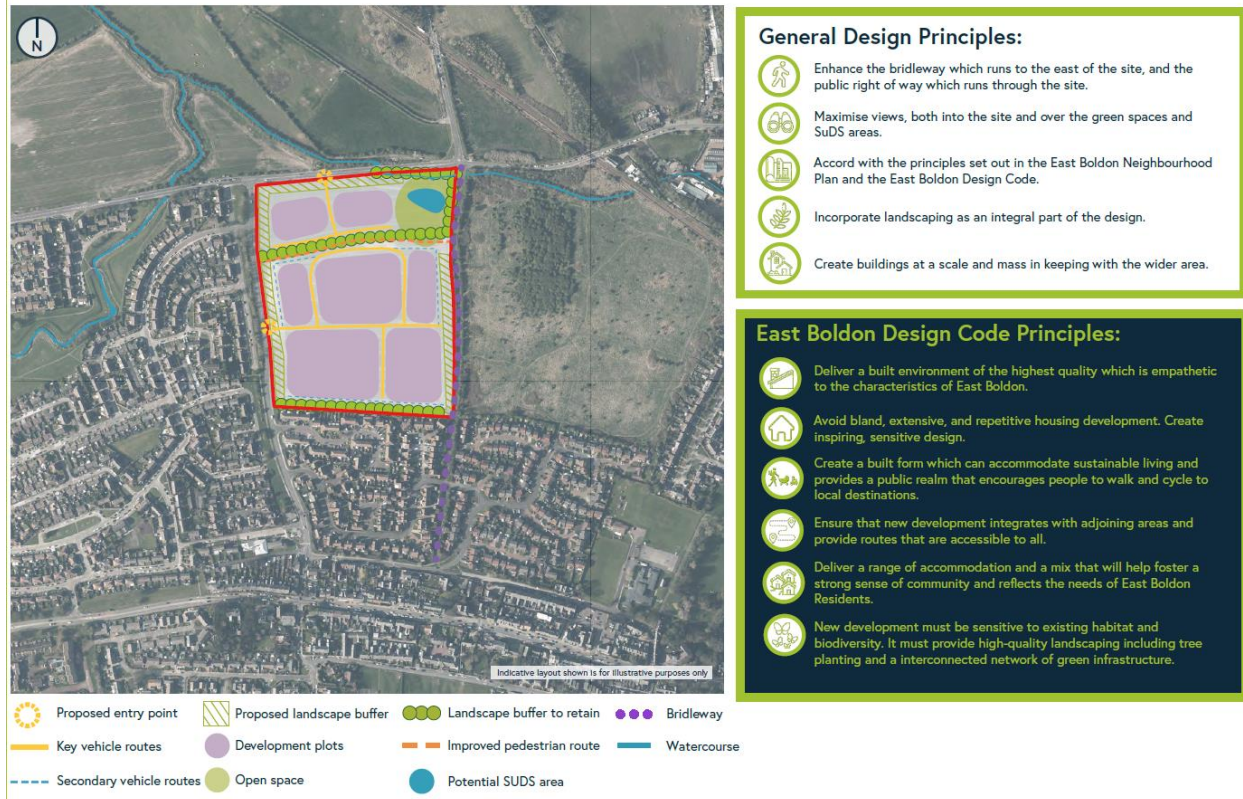
4.82 The Inspector considered land at BC27/BC27a and BC25a/BC25b: 'if considering only the Green Belt, then I would prefer the subject site to the south of South Lane to be allocated, as the Green Belt to the south is more substantial. However, the subject site lies in more attractive landscape and is closer to the Boldon Conservation Area, which is insulated from the northern site by relatively recent housing development. Thus in terms of the settlement and ignoring Green Belt issues I would prefer the northern site (Land south of Tiled Lane [BC25a/BC25b] and East of Boker Lane [BC27/BC27a]).'

4.83 The site is already visually contained by existing landscape features. However, these are sparse in areas, and it is recommended that these are enhanced, and that the design of development on this site is complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. A significant landscape buffer should be introduced between any new development and the SSSI to the north in order to continue to support biodiversity. The use of tree planting along the northern boundary of the development, and also within the development itself, including the use of mature trees will further help to minimise impacts especially in relation to long distance views. Development proposals would need to accommodate and ideally enhance the public right of way. With

regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.

### South Tyneside Site Frameworks

## Land at North Farm (West): Indicative Layout



#### Opportunities:

- The site must provide scope for environmental net gains, including on-site open space provision.
- The design and layout must actively seek to create and preserve, clear and defensible boundaries between the edge of the site and the Green Belt to which it is adjacent.
- Opportunities to re-naturalise the water course must be explored.
- Appropriate water quality treatment will be required prior to discharge to the watercourse.
- The bridleway to the east of the site and the trees running along it to be retained.
- Tree buffers to the north and south of the site must be retained. Buffer between the water course and residential development must be at least 8 metres.
- Existing hedgerows must be retained.
- Preferred access of New Road
- An archaeological desk-based assessment will be required as a starting point for evaluation required.

### Role of the remaining Green Belt

4.84 The remaining Green Belt in this location will play an enhanced role in maintaining the sense of separation between East Boldon and South Shields.

### ***Exceptional Circumstances– Land at North Farm conclusion***

4.85 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.86 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.87 In light of the above, housing development on this site would contribute of approximately 263 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

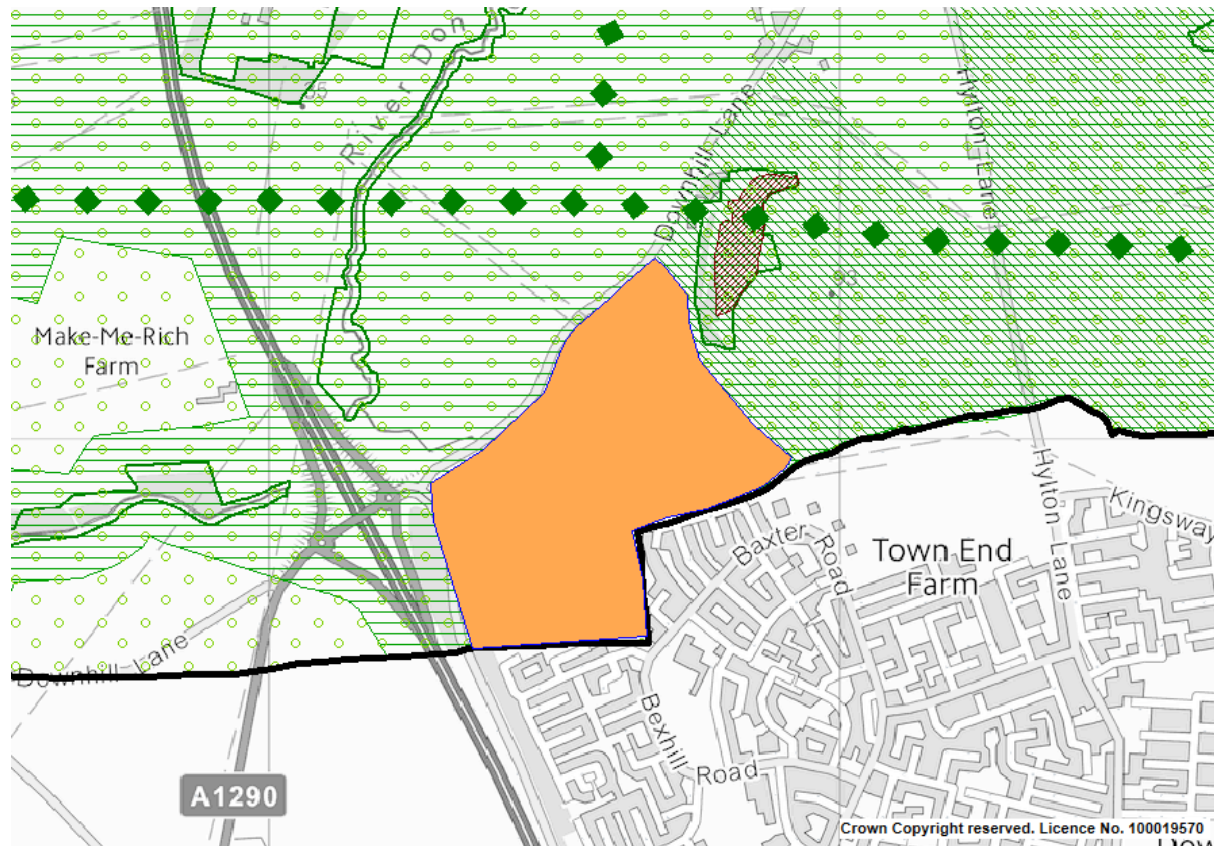
4.88 The site comprises undeveloped land which adjoins the built up area of Boldon which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the site is considered to be within a sustainable location given that it is in close proximity to numerous public transport links and is less than 1000m from East Boldon Metro station as well as being in close proximity to a cluster of shops and 900m from Station Road Local Centre with shops and services. It is also in close proximity to recreational open space, which can encourage healthy lifestyles. Whilst it is accepted that there may be potential adverse effects such as traffic impacts and surface water flooding, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.89 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically and visually well contained by settlement boundaries to three sides and transport infrastructure to the north. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.90 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

## POLICY SP5, GA7: LAND NORTH OF TOWN END FARM (SHLAA REF SBC102)

Figure 9: SBC102 Land North of Town End Farm



### SHLAA

4.91 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is considered to be in suitable location for development with good access with no known constraints that would impact the site's suitability. The site has been promoted for development by Hellens Land Ltd. and is therefore demonstrably available for development. Biodiversity, flooding, Green Belt and infrastructure mitigation would be required. However, given the location of the site in a high value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.92 The current highway capacity is a constraint to development on this scale, but it is anticipated that this will be addressed through strategic highways improvements by Highways England at Downhill Lane Junction. There are no known constraints that would impact the site's achievability, therefore the site is considered to be developable over the plan period.

### Sustainability Appraisal

4.93 The sustainability appraisal identifies significant negative effects against climate change (Objective 1), due to surface water flooding. The site also scored red in the carbon audit. Significant negative effects are also identified against biodiversity (Objective 2), landscape (Objective 3) and

efficient land use (Objective 4). Minor negative effects were identified against green infrastructure and cultural heritage (Objective 5 and 6). Mitigation would be required to address negative effects. Neutral effects are identified against sustainable transport and health (Objectives 7 and 13); this reflects the distance of the site from established public transport networks and services in South Tyneside, however, the site would be in close proximity to services in Sunderland. Minor and significant positive effects were identified against town centres (Objective 8), economic development (Objectives 9 and 10) and housing (Objective 12).

### ***Overall Green Belt Review Assessment***

4.94 The site performs **moderately** in terms of its contribution to the NPPF purposes and the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could potentially be mitigated.

### ***The potential harm to the Green Belt and how this can be minimised***

4.95 The parcel, consisting of three separate fields, is situated in a wider open space corridor which offers continuous views of surrounding green belt area landscape. This parcel is contained by existing durable boundaries; abuts the urban area along two boundaries, whilst another two boundaries are defined by roads. Whilst the north east boundary abuts open fields, these are separated by field boundaries. To the west, a tree belt visually screens the parcel from the strategic road network. The hedgerows and open arable farmland in this area support a wide range of farmland birds, many of which are priority species and/or high on the list of conservation concern. There may be scope to consider an element of rounding off.

4.96 It is considered that the parcel has the potential for development as a carefully considered rounding off of the existing settlement to the south. The design here would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. A more robust landscape buffer could be introduced to reduce the visual impact of development. The use of tree planting around the site and within the development itself will further help to minimise impacts especially in relation to long distance views. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.



## Land to North of Town End Farm: Indicative Layout



### General Design Principles:

- Enhance the bridleway which runs through the site, and use active design principles to create walking routes throughout the site to maintain its use as a recreation area.
- Maximise views, both into the site and over the green spaces and SuDS areas.
- Take design cues from the surrounding residential context.
- Incorporate landscaping as an integral part of the design.
- Protect the local geodiversity site by discouraging routes to or through it.

### Opportunities:

- The site must provide scope for environmental net gains, including on-site open space provision.
- The design and layout must actively seek to create and preserve, clear and defensible boundaries between the edge of the site and the Green Belt to which it is adjacent and consider including a landscape buffer to the north.
- The design and layout must have regard to the settings of the Listed Buildings to the north.
- Proposals must include an appropriate landscaping scheme throughout the site. Open space should be provided throughout the site.
- Potential buffering required in terms of the Town End Farm estate.
- Development should be designed to discourage and prevent unauthorised access into Downhill Old Quarry Local Wildlife Site.
- Proposals must be supported by a site specific transport assessment, with particular focus on the A19 (Highways England), A1290, Downhill Lane and the A184 along with the importance of active travel links and public transport connections.
- Proposals must be supported by a site-specific flood risk assessment.
- An archaeological desk-based assessment will be required as a starting point for the scope of evaluation required.

### Role of the remaining Green Belt

4.97 In terms of the wider Green Belt, the development of this area would not cause harm to the strategic purpose of the Green Belt in separating the nearest established settlement in South Tyneside from the neighbouring authority to the south.

### ***Exceptional Circumstances- Land to North of Town End Farm conclusion***

4.98 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.99 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.100 In light of the above, housing development on this site would contribute of approximately 400 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

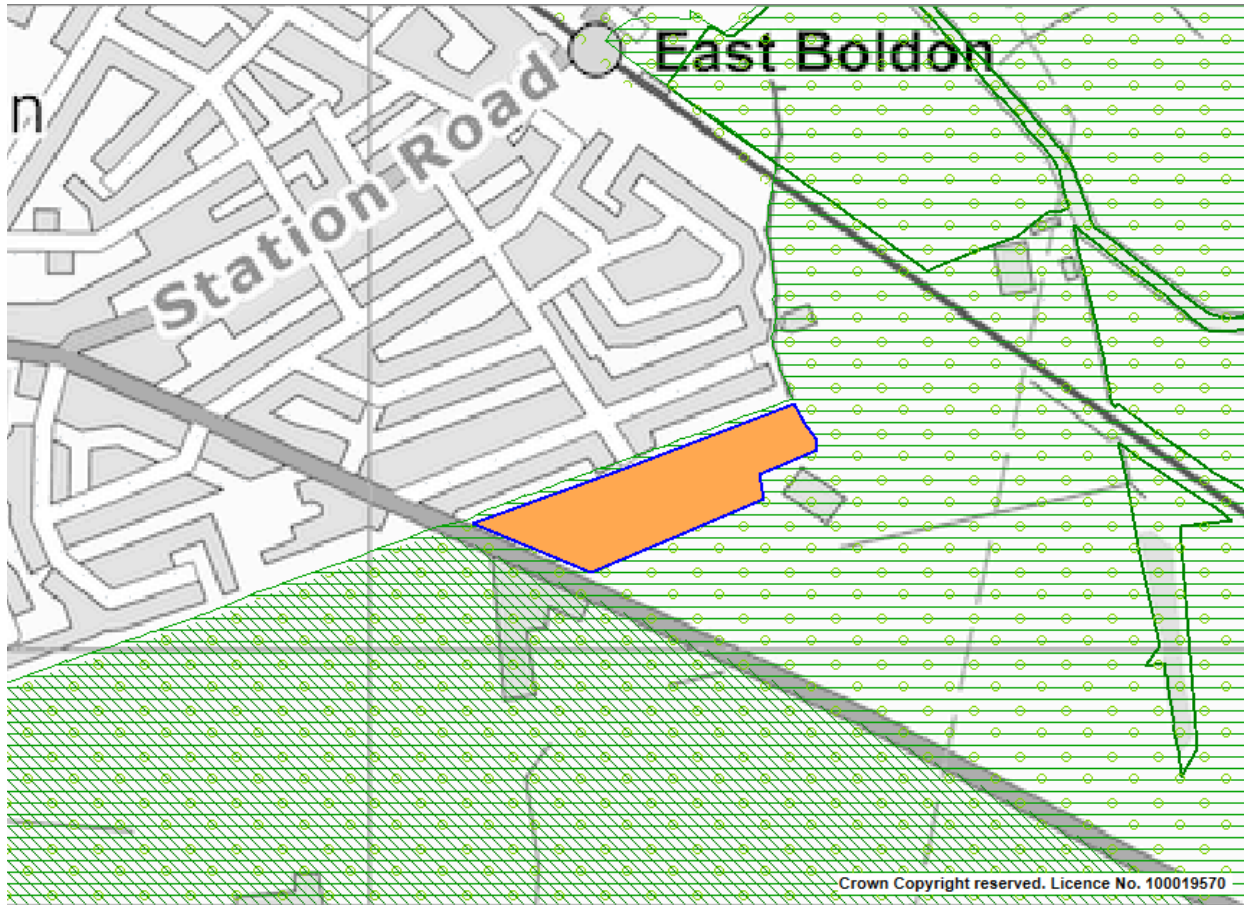
4.101 The site comprises undeveloped land which adjoins the built up area of Sunderland. The site is considered to be within a sustainable location given that it is within 400m of bus routes, less than 450m from a cluster of shops and within 1km of a surgery. It is within 400m of St John Bosco Primary Academy and within 150m of Town End Primary Academy. It is also situated in close proximity to the International Advanced Manufacturing Park. Whilst it is accepted that there may be potential adverse effects such as the impact on the setting of the listed buildings and traffic impacts, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.102 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically and visually well contained by existing durable boundaries; abuts the urban area along two boundaries, whilst another two boundaries are defined by roads. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.103 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

**POLICY SP5, GA6: LAND SOUTH OF ST JOHN'S TERRACE AND NATLEY AVENUE (SHLAA REF SBC087)**

Figure 10: SBC087 Land South of St John's Terrace and Natley Avenue



**SHLAA**

4.104 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is considered to be in suitable location for development forming a small extension to the housing estate to the north. There is some surface water flooding on the site however it is considered that this can be successfully mitigated. The site has been promoted for development by Barton Willmore OBO on behalf of the Church Commissioners for England. and is therefore demonstrably available for development. Biodiversity, flooding, Green Belt and infrastructure mitigation would be required. However, given the location of the site in a high value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.105 The Infrastructure Delivery Plan has not identified any constraints that would prevent its development. Given that there are no known constraints to the site's achievability, the site is considered to be developable over the plan period.

### *Sustainability Appraisal*

4.106 The sustainability appraisal identifies significant negative effects climate change (Objective 1) as a very small areas of the site wite are within Flood Risk Zone 2 & 3, source protection zones (Objective 3) and efficient land use (Objective 4). The SFRA advises that Flood risk should be manageable through careful consideration of site layout and design around the flood risk early on in the planning stage. Significant positive, minor positive are recorded against social and economic objectives reflecting the sites proximity to existing services (Objectives 7, 8 and 12). Neutral effects are recorded against biodiversity (Objective 2) and health (Objective 13).

### *Overall Green Belt Review Assessment*

The site performs **moderately** in terms of its contribution to the NPPF purposes and the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could potentially be mitigated.

### *The potential harm to the Green Belt and how this can be minimised*

4.107 An area of semi-enclosed urban fringe and agricultural land which offers some views of surrounding green belt area landscape to the south and adjacent Area of High Landscape Significance. As it is located within 300m of two Local Wildlife Sites, it may contribute to habitat connectivity. The parcel abuts the urban edge along its northern boundary and is otherwise contained to the west by a road, the south by East Boldon Cricket Club, and the east by a mature hedgerow.

4.108 This parcel was proposed for housing development in the UDP (1998) which would constitute infilling the area between the existing housing development and the cricket club. Objectors to the UDP also argued that the Green Belt boundary was drawn too tightly around the existing urban area. The Inspector concluded that the site is beyond the built up limit of East Boldon and that the cricket club and associated buildings are appropriate structures which coincide with the purpose of the Green Belt. However, by following the agreed methodology for assessing individual parcels, it is clear that the site is heavily contained by existing durable boundaries and further encroachment could not be achieved if the site were to be released from the Green Belt other than potentially to the east. The harm in relation to urban sprawl is not significant when viewed in a wider context.

4.109 The design of development on this site would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. A more robust landscape buffer could be introduced to reduce the visual impact of development. The use of tree planting around and within the development itself, including the use of mature trees, will further help to minimise impacts especially in relation to long distance views. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.

## Land South of St John's Terrace: Indicative Layout



### General Design Principles:

- Create and enhance connections to East Boldon Metro Station.
- Maximise views over the surrounding green space.
- Accord with the principles set out in the East Boldon Neighbourhood Plan and the East Boldon Design Code.
- Incorporate landscaping as an integral part of the design.
- Connect to the existing neighbourhood.

### East Boldon Design Code Principles:

- Deliver a built environment of the highest quality which is empathetic to the characteristics of East Boldon.
- Avoid bland, extensive, and repetitive housing development. Create inspiring, sensitive design.
- Create a built form which can accommodate sustainable living and provides a public realm that encourages people to walk and cycle to local destinations.
- Ensure that new development integrates with adjoining areas and provide routes that are accessible to all.
- Deliver a range of accommodation and a mix that will help foster a strong sense of community and reflects the needs of East Boldon Residents.
- New development must be sensitive to existing habitat and biodiversity. It must provide high-quality landscaping including tree planting and an interconnected network of green infrastructure.

### Opportunities:

- The site must provide scope for environmental net gains, including on-site open space provision.
- The design and layout must actively seek to create and preserve, clear and defensible boundaries between the edge of the site and the Green Belt to which it is adjacent.
- Formal connections to East Boldon metro station should be established.
- Tree buffers must be preserved and enhanced.
- Appropriate water quality treatment will be required prior to discharge to the watercourse.
- Proposals must be supported by a site specific transport assessment, with particular focus on the A184 along with the importance of active travel links and public transport connections.
- Proposals must be supported by a site-specific flood risk assessment.
- Access from St. Johns Terrace.
- An archaeological desk-based assessment will be required as a starting point for the scope of evaluation required.

### Role of the remaining Green Belt

4.110 The remaining Green Belt in this location will continue to function as currently in its purposes.

### Exceptional Circumstances– Land south of St John's Terrace and Natley Avenue conclusion

4.111 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.112 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.113 In light of the above, housing development on this site would contribute of approximately 63 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

4.114 The site comprises undeveloped land which adjoins the built up area of Boldon which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the site is considered to be within a sustainable location given that it is in close proximity to numerous public transport links including East Boldon Metro station. Its development would support the continued vitality and viability of the Station Road Local Centre. Whilst it is accepted that there may be potential adverse effects such as traffic impacts and surface water flooding, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.115 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically and visually well contained by existing durable boundaries and further encroachment could not be achieved if the site were to be released from the Green Belt other than potentially to the east. The harm in relation to urban sprawl is not significant when viewed in a wider context. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention and enhancement of existing tree buffers, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.116 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

Figure 11: SBC084 Former MOD Site



### SHLAA

4.117 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is a brownfield site with good access and is well screened from the wider Green Belt. The site has been promoted for development by Miller Homes and is therefore demonstrably available for development. Biodiversity, flooding, Green Belt and infrastructure mitigation would be required. However, given the location of the site in a high value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.118 The Infrastructure Delivery Plan has not identified any constraints that would prevent its development. Given that there are no known constraints to the site's achievability, the site is considered to be developable over the plan period.

### Sustainability Appraisal

4.119 The site performs reasonably well against the sustainability appraisal objectives with significant and minor positive effects identified due to the site's proximity to existing services (Objectives 7,8,9,10, 12 and 13) and reuse of brownfield land (Objective 4). A significant negative effect was identified against green infrastructure (Objective 5) due to potential impacts of the green infrastructure corridor

and Source protection zone (Objective 3); further minor negative effects were identified against cultural heritage (Objective 6) and climate change (Objective 1).

***The potential harm to the Green Belt and how this can be minimised***

4.120 An area of semi-enclosed urban fringe and agricultural land which offers some views of surrounding green belt area landscape to the south and adjacent Area of High Landscape Significance. As it is located within 300m of two Local Wildlife Sites, it may contribute to habitat connectivity. The parcel abuts the urban edge along its northern boundary and is otherwise contained to the west by a road, the south by East Boldon Cricket Club, and the east by a mature hedgerow.



4.121 This parcel was proposed for housing development in the UDP (1998) which would constitute infilling the area between the existing housing development and the cricket club. Objectors to the UDP also argued that the Green Belt boundary was drawn too tightly around the existing urban area. The Inspector concluded that the site is beyond the built up limit of East Boldon and that the cricket club and associated buildings are appropriate structures which coincide with the purpose of the Green Belt. However, by following the agreed methodology for assessing individual parcels, it is clear that the site is heavily contained by existing durable boundaries and further encroachment could not be achieved if the site were to be released from the Green Belt other than potentially to the east. The harm in relation to urban sprawl is not significant when viewed in a wider context.

4.122 The design of development on this site would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. A more robust landscape buffer could be introduced to reduce the visual impact of development. The use of tree planting around and within the development itself, including the use of mature trees, will further help to minimise impacts especially in relation to long distance views. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.








## Former MoD Bunkers: Indicative Layout



-  Proposed entry point
-  Landscape buffer to retain
-  PROW
-  Key vehicle routes
-  Development plots
-  Improved pedestrian route
-  Secondary vehicle routes
-  Open space
-  Provide public art or interpretation

### General Design Principles:

-  Enhance the existing public right of way to the north of the site and create new footpaths through the site.
-  Maximise views over the surrounding green space.
-  Accord with the principles set out in the East Boldon Neighbourhood Plan and the East Boldon Design Code.
-  Incorporate landscaping as an integral part of the design.
-  Include public art / interpretation as part of the design.

### East Boldon Design Code Principles:

-  Deliver a built environment of the highest quality which is empathetic to the characteristics of East Boldon.
-  Avoid bland, extensive, and repetitive housing development. Create inspiring, sensitive design.
-  Create a built form which can accommodate sustainable living and provides a public realm that encourages people to walk and cycle to city local destinations.
-  Ensure that new development integrates with adjoining areas and provide routes that are accessible to all.
-  Deliver a range of accommodation and a mix that will help foster a strong sense of community and reflects the needs of East Boldon Residents.
-  New development must be sensitive to existing habitat and biodiversity. It must provide high-quality landscaping including tree planting and an interconnected network of green infrastructure.

### Opportunities:

- The development of the site should be led by a thorough understanding of heritage significance and consider whether the bunkers could be incorporated into the development.
- Mature trees throughout the site should be retained
- Proposals should be supported by a site specific transport assessment, with particular focus on the A184 along with the importance of active travel links and public transport connections.
- Proposals must be supported by a site-specific flood risk assessment.
- Access via Green Lane
- Historic Building Recording is likely to be required in association with applications to develop this site. In addition, an archaeological desk-based assessment will be required.

### Role of the remaining Green Belt

4.123 The remaining Green Belt in this location will continue to function as currently in its purposes.

### Overall Green Belt Review Assessment

4.124 The site performs **moderately** in terms of its contribution to the NPPF purposes and the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could potentially be mitigated.

### ***Exceptional Circumstances- Former MOD Site conclusion***

4.125 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.126 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.127 In light of the above, housing development on this site would contribute of approximately 63 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

4.128 The site represents previously developed land. The reuse of previously developed land is a key objective of the NPPF. Furthermore, the site is considered to be within a sustainable location given that it is in close proximity to numerous public transport links including East Boldon Metro station. Its development would support the continued vitality and viability of the Station Road Local Centre. Whilst it is accepted that there may be potential adverse effects such as traffic impacts and surface water flooding, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.129 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically and visually well contained by existing durable boundaries and further encroachment could not be achieved if the site were to be released from the Green Belt other than potentially to the east. The harm in relation to urban sprawl is not significant when viewed in a wider context. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention and enhancement of existing tree buffers, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.130 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

## POLICY SP5, GA9: LAND AT WEST HALL FARM (SHLAA REF SBC051) CLEADON

Figure 12: SBC051 Land at West Hall Farm

**SHLAA**

4.131 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is considered to be in a suitable location and would form a rounding off of the existing built up area. The site has been promoted for development by Barton Willmore OBO on behalf of the Church Commissioners for England and is therefore demonstrably available for development. Biodiversity, flooding, Green Belt and infrastructure mitigation would be required. An area of surface water flooding has been identified in the southern part of the site however, given the location of the site in a very high value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.132 The Infrastructure Delivery Plan has not identified any constraints that would prevent its development. Given that there are no known constraints to the site's achievability, the site is considered to be developable over the plan period.

### ***Sustainability Appraisal***

4.133 The Sustainability appraisal outcomes shows minor negative effects for climate change (Objective 1) and biodiversity (Objective 2) and significant negative effects against source protection zones (Objective 3) and efficient land use (Objective 4). Significant positive, minor positive and neutral effects against social and economic objectives reflecting the sites proximity to existing services (Objectives 5, 7, 8 and 12).

### ***Overall Green Belt Review Assessment***

4.134 The site performs **moderately** against the NPPF purposes and the contribution it makes to the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could be mitigated.

### ***The potential harm to the Green Belt and how this can be minimised***

4.135 The parcel is currently used for agricultural purposes. Some long range views across the wider landscape are achievable across the parcel, whilst others are framed by the settlement of Cleadon which acts as a backdrop. The parcel is contained by 20th Century development along its north and west boundaries and part of its east boundary. The remaining boundaries are contained by Moor Lane to the south and the A1018 to the east. The parcel is within a wildlife corridor and the hedgerows and open arable farmland in this area support a wide range of farmland birds, many of which are priority species and/or high on the list of conservation concern. A sensitive 'rounding off' of the settlement could reduce harm to the openness and rural character of the wider surrounding landscape. It is considered to be of less importance to maintaining the gap between Cleadon and Sunderland. The harm in relation to urban sprawl could be contained by existing durable boundaries, and manageable in its wider and long-term effect. At the examination for the UDP (1998), the Inspector rejected the proposal for housing on this site, but commented:

*'If at some future date the shortage of land for housing development arises to such an extent that exceptional circumstances can be said to exist, then this site is one which should I believe be considered as part of a wider exercise.'*






4.136 The design of development on this site would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. A more robust landscape buffer could be introduced to reduce the visual impact of development. The use of tree planting around and within the development itself will further help to minimise impacts especially in relation to long distance views. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.

4.137 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

## Land at West Hall Farm: Indicative Layout



### General Design Principles:

-  Create a buffer between the site and the A1018.
-  Maximise views over the surrounding green space.
-  Take design cues from the surrounding residential context.
-  Incorporate landscaping as an integral part of the design.
-  Create buildings at a scale and mass in keeping with the wider area.

### Opportunities:

- The site must provide scope for environmental net gains, including on-site open space provision.
- The design and layout must actively seek to create and preserve, clear and defensible boundaries between the edge of the site and the Green Belt to which it is adjacent.
- Mature trees to the east of the site should be retained and a hedge along Sunderland Road must be created.
- Houses must be set back from the eastern boundary of the site to retain the feeling of openness along the A1018.
- Improvements should seek to alleviate both the flooding on site and on West Meadows Road Opportunities for improving the current staggered junction between the site and Sunderland Road must be explored to support access to the site.
- Proposals must be supported by a site specific transport assessment, with particular focus on the A1018, Moor Lane and Whitburn Road along with the importance of active travel links and public transport connections.
- Proposals must be supported by a site-specific flood risk assessment.
- An archaeological desk-based assessment will be required as a starting point for the scope of evaluation required.

### Role of the remaining Green Belt

4.138 The remaining Green Belt in this location will continue to function as currently in its purposes.

### ***Exceptional Circumstances- Land at West Hall Farm conclusion***

4.139 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.140 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.141 In light of the above, housing development on this site would contribute of approximately 259 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

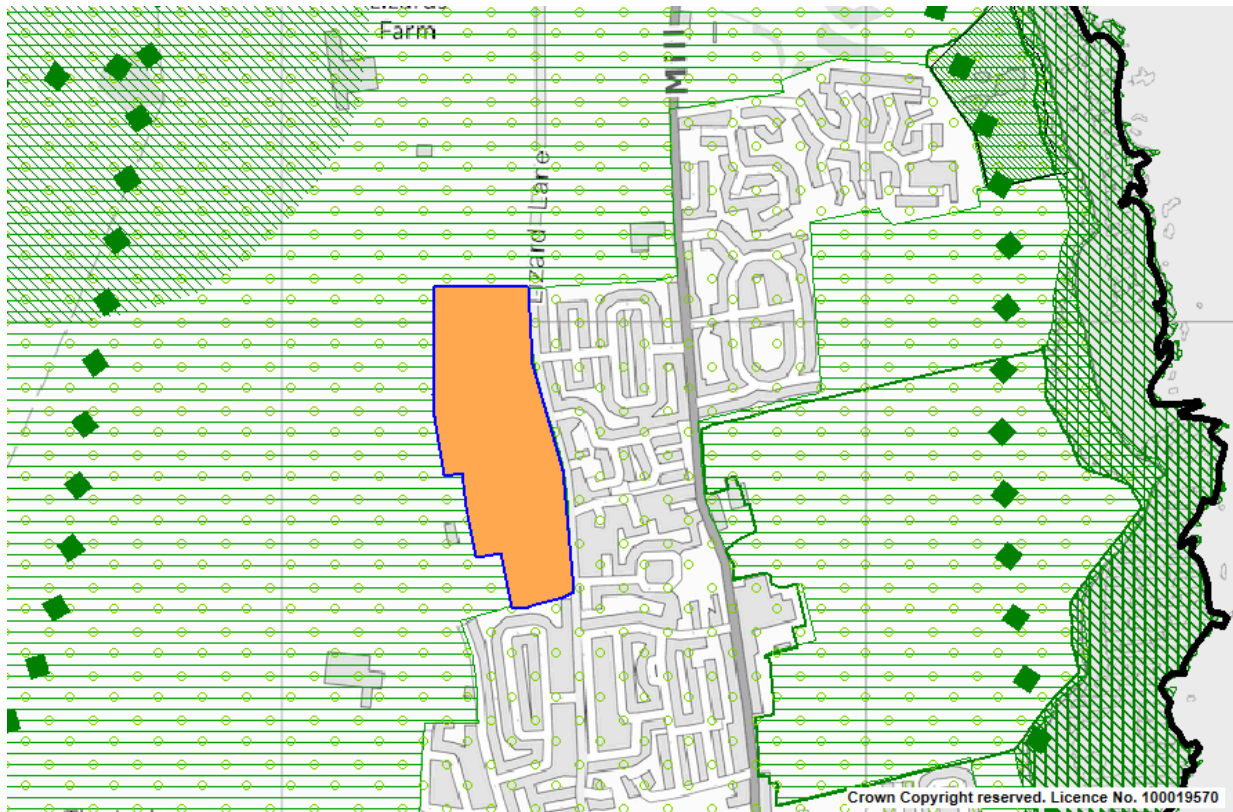
4.142 The site comprises undeveloped land which adjoins the built up area of Cleadon which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the site is considered to be within a sustainable location given that it is well served by public transport and is less than 600m from Cleadon Village Local Centre. It is also within 400m of recreational open space which will provide opportunities for physical activity and well-being. Whilst it is accepted that there may be potential adverse effects such as traffic impacts and surface water flooding, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.143 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically and visually well contained by development along its north and west boundaries and part of its east boundary. The remaining boundaries are contained by Moor Lane to the south and the A1018 to the east. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention of mature trees to the east of the site, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and harm to the Green Belt purposes in this location can be mitigated.

4.144 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

## POLICY SP5, GA10: LAND AT WELLANDS FARM (SHLAA REF. SWH009)

Figure 13: SWH009 Land at Wellands Farm

**SHLAA**

4.145 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is considered to be in a suitable location and would form a rounding off of the existing built up area. The site has been promoted for development by Banks Group and is therefore demonstrably available for development. Biodiversity, Green Belt and infrastructure mitigation would be required however, given the location of the site in a high value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.146 The Infrastructure Delivery Plan has not identified any constraints that would prevent its development. Given that there are no known constraints to the site's achievability, the site is considered to be developable over the plan period.

**Sustainability Appraisal**

4.147 The site performs reasonably well against the sustainability appraisal objectives; however, significant negative effects are identified against including landscape, mineral workings (Objective 3) and efficient land use (Objective 4). Minor negative effects are identified against climate change

(Objective 1), biodiversity (Objective 2) and cultural heritage (Objective 6). Positive effects are identified due to its proximity to existing services (Objectives 7,8 and 12).

### ***Overall Green Belt Review Assessment***

4.148 The site performs **moderately** against the NPPF purposes and the contribution it makes to the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could be mitigated.

### ***The potential harm to the Green Belt and how this can be minimised***

4.149 Whilst the site is semi-rural in character, it is bounded by two storey residential development to the east and south, and a caravan park in sited in the south west corner. The parcel could therefore potentially achieve an element of 'rounding off' of the existing settlement. The parcel rises to the north where it is more prominent and visible within the surrounding landscape. It is within an Impact Risk Zone for SSSI's and is in a peripheral location in a wildlife corridor. The open farmland and its associated hedgerows in this area support a wide range of farmland birds, many of which are priority species and/or high on the list of conservation concern. Located within a green infrastructure corridor and contains a long section of a public right of way.

4.150 There may be scope for a rounding off of the settlement provided that a suitable landscape buffer is introduced. The retention of existing landscape features, the intensification of landscaping along boundaries, and the appropriate design and layout of development on this site would act to minimise impacts. The design of development on the allocated land would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. The use of tree planting around the site and within the development itself will further help to minimise impacts especially in relation to long distance views. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.



## Land at Welllands Farm: Indicative Layout



### General Design Principles:

- Maintain a landscaped area in the north of the site
- Maximise views over the surrounding green space and local heritage assets such as the bunker and windmill.
- Take design cues from the surrounding residential context.
- Incorporate landscaping as an integral part of the design.
- Create buildings at a scale and mass in keeping with the wider area.
- Include public art / interpretation as part of the design

### Opportunities:

- The site must provide scope for environmental net gains, including on-site open space provision.
- The design and layout must actively seek to create and preserve, clear and defensible boundaries between the edge of the site and the Green Belt to which it is adjacent.
- Landscape buffer to all boundaries of the site.
- Proposals must reflect the local vernacular in terms of scale, massing, layout and design.
- Surface water management plan would be required.
- Proposals must be supported by a site specific transport assessment, with particular focus on the A183, Lizard Lane, North Guards and Front Street along with the importance of active travel links and public transport connections.
- Proposals must be supported by a site-specific flood risk assessment.
- An archaeological desk-based assessment will be required as a starting point for the scope of evaluation required.

### Role of the remaining Green Belt

4.151 The remaining Green Belt in this location will continue to function as currently in its purposes.

### ***Exceptional Circumstances – Land at Wellands Farm conclusion***

4.152 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.153 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

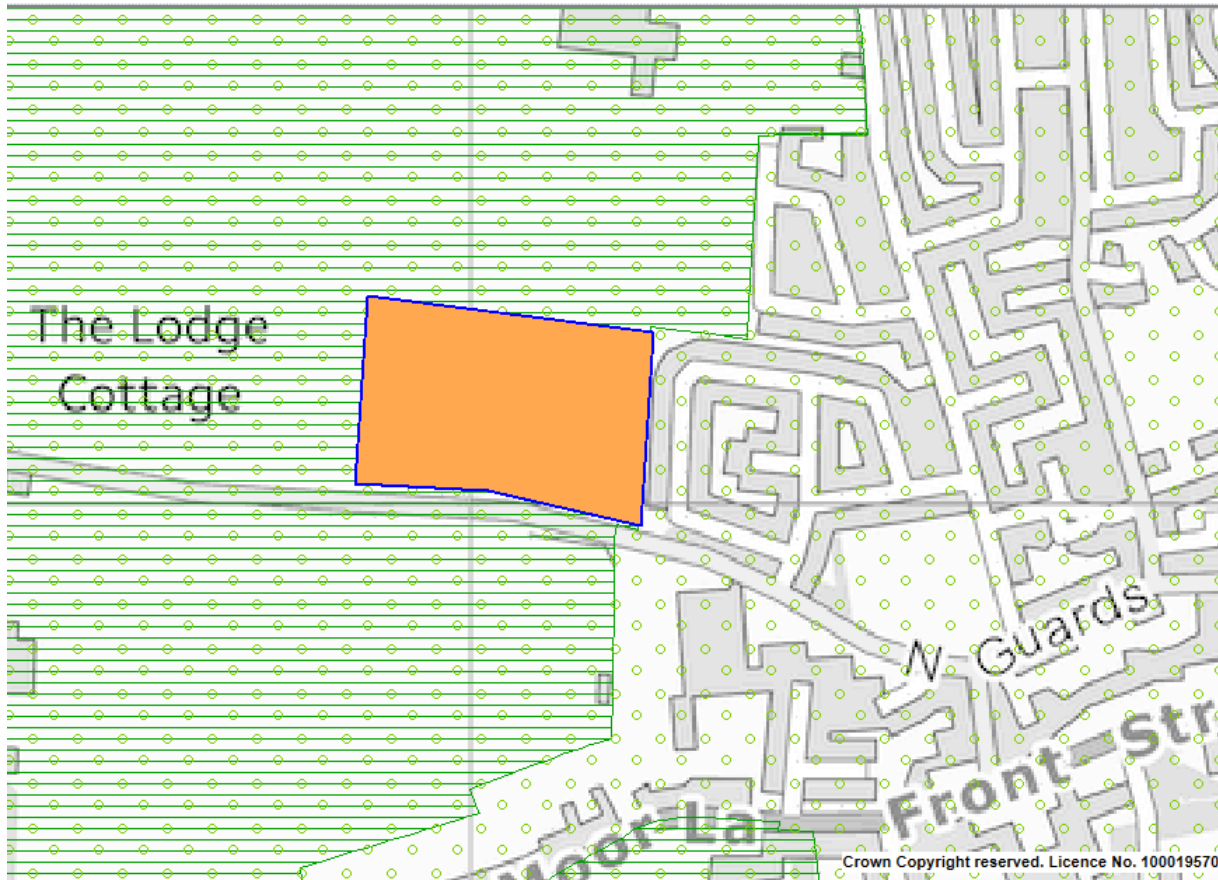
4.154 In light of the above, housing development on this site would contribute of approximately 250 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

4.155 The site comprises undeveloped land which adjoins the built up area of Whitburn which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the site is considered to be within a sustainable location given that it is well served by public transport as it is within 400m of a bus stop and is less than 600m from Whitburn Village Local Centre. It is also less than 450m away from Whitburn Surgery and close to areas of recreational open space which could promote physical activity and health and well-being. Whilst it is accepted that there may be potential adverse effects such as traffic impacts and surface water flooding, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.156 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically and visually well contained by residential development to the east and south, and a caravan park is sited in the south west corner. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.157 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

Figure 14: SWH013 Land North of Cleadon Lane



### SHLAA

4.158 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is considered to be in a suitable location with good access to existing services and is well screened from the wider Green Belt. The site has been promoted for development by Story Homes and is therefore demonstrably available for development. Biodiversity, Green Belt and infrastructure mitigation would be required however, given the location of the site in a high value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.159 The Infrastructure Delivery Plan has not identified any constraints that would prevent its development. Given that there are no known constraints to the site's achievability, the site is considered to be developable over the plan period.

### Sustainability Appraisal

4.160 The sustainability appraisal identifies minor negative effects against climate change (Objective 1), biodiversity (Objective 2), green infrastructure (Objective 5), and cultural heritage (Objective 6). Significant negative effects are identified against efficient land use (Objective 4). Positive effects are identified due to its proximity to existing services (Objectives 7, 8 and 12).

### ***Overall Green Belt Review Assessment***

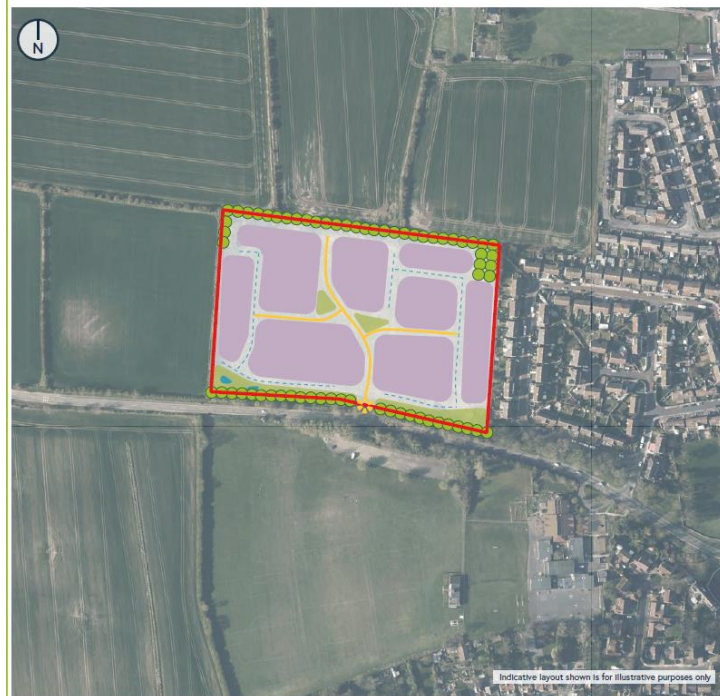
4.161 The site performs **moderately** in terms of its contribution to the NPPF purposes and the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could potentially be mitigated.

### ***The potential harm to the Green Belt and how this can be minimised***

4.162 Whilst this parcel is part of the western approach to the main historic core of the settlement of Whitburn, this has been somewhat eroded by mid-20<sup>th</sup> Century housing which lines the eastern boundary of the parcel. Views are further limited as the parcel is largely contained by tree belts and well established hedgerows. The boundary to the south is also contained by a main road. As such, the harm of development in relation to urban sprawl is largely contained. Whilst there are no biodiversity designations associated with this parcel, the open land and its associated hedgerows in this area support a wide range of farmland birds, many of which are priority species and/or high on the list of conservation concern. Lying within a green infrastructure corridor, this parcel contains a number of disused sports playing fields. However, the site is not in community use, and therefore it is considered that there would not be a loss in community sports provision.

4.163 The retention and intensification of landscaping along boundaries and the appropriate design and layout of development on this site would act to minimise impacts further. The design of development on the allocated land would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.

## Land West of Cleadon Lane: Indicative Layout



### General Design Principles:

- Enhance the connection between the site and the open space to the south
- Connect to the existing neighbourhood.
- Accord with the principles set out in the 2019 Whitburn Design Guidelines
- Incorporate landscaping as an integral part of the design.

### Whitburn Neighbourhood Plan Design Guidelines:

- Integrate with existing paths and streets; and reinforce or enhance the established village character.
- Respect and reinforce local architecture and distinctiveness, including the use of sustainable modern design.
- Respect surrounding buildings in terms of scale, height, form, materials and massing
- Maintain the rural character and key views into and out of Whitburn.
- Incorporate landscaping and provision of open space into any scheme, including ensuring the retention of healthy trees and hedgerows and the provision of new landscaping as an integral part of the scheme
- Incorporate opportunities to reduce the carbon footprint of development.

### Opportunities:

- The site must provide scope for environmental net gains, including on-site open space provision.
- Development must be of a high quality that preserves or enhances the character or appearance of Whitburn Conservation Area and must reflect the local vernacular in terms of scale, massing, layout and design.
- Developer contributions towards enhanced playing pitch off-site provision.
- Enhanced the existing landscape buffer around the site, including the retention of mature trees.
- Surface water management plan would be required.
- Overland surface water flow routes will need to be considered and detailed modelling will be required to inform the surface water drainage strategy.
- If the surface water discharge connection is via the ditch and culvert system adjacent to the site, further survey work will be required of this system.
- Proposals must be supported by a site specific transport assessment, with particular focus on the A183, Cleadon Lane, Lizard Lane, North Guards and Front Street along with the importance of active travel links and public transport connections.
- Proposals must be supported by a site-specific flood risk assessment.
- An archaeological desk-based assessment will be required as a starting point for the scope of evaluation required.

### Role of the remaining Green Belt

4.164 The remaining Green Belt in this location will continue to function as currently in its purposes.

### ***Exceptional Circumstances– Land north of Cleadon Lane conclusion***

4.165 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.166 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.167 In light of the above, housing development on this site would make a contribution of approximately 75 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

4.168 The site comprises undeveloped land which adjoins the built up area of Whitburn which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the site is considered to be within a sustainable location given that it is well served by public transport, and it is 600m from Whitburn Village Local Centre with shops and services and is less than 650m away from Whitburn Surgery. It is also close to areas of recreational open space which could promote physical activity and health and well-being. Whilst it is accepted that there may be potential adverse effects such as the traffic impacts and surface water flooding, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.169 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically and visually well contained by tree belts and well established hedgerows. The boundary to the south is also contained by a main road. As such, the harm of development in relation to urban sprawl is largely contained. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention and enhancement of existing tree buffers, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.170 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

Figure 15: SWH025 Land at Whitburn Lodge



***The rationale for housing development in this location***

4.171 The location is sustainable and accessible and is consistent with the emerging Spatial Strategy (Policy SP1). The site has been assessed through the Sustainability Appraisal (through both a baseline appraisal and then based on the impact of the Plan’s mitigation requirements being implemented). The table below summarises both assessments and shows that overall the site is considered to have a neutral rising to positive impact which will need to be mitigated through the Plan. The site is located within a green infrastructure coastal corridor and Whitburn Coastal Park is situated to the north of the site. However, it is of small scale and previously developed and therefore it is considered that developing this site could have a low impact on the Green Infrastructure objective. Whilst it performs moderately in terms of its Green Belt function, it is a previously developed site.

4.172 The site is more than 1km from Whitburn Surgery and more than 1km from Whitburn Village Local Centre. However, it is within 400m of the public transport network and therefore scores positively against the objective of promoting sustainable transport and accessibility and it is adjacent to areas of recreational open space which could promote physical activity and wellbeing. A key sustainability benefit of this site is that it is currently a vacant brownfield site which attracts anti-social behaviour, and the Whitfield Neighbourhood Forum has expressed its support specifically for the principle of the

redevelopment of this site. When aligned to the strategic need to identify areas of land within the Green Belt to be deleted to meet our housing need, we consider that Exceptional Circumstances exist for making an alteration to the Green Belt boundary at this location.

### ***SHLAA***

4.173 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is a brownfield site which is considered to be in a suitable location with good access to existing services. The site has been promoted for development by Lichfields OBO Whitburn Estates and is therefore demonstrably available for development. Biodiversity, Green Belt and infrastructure mitigation would be required however, given the location of the site in a high value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.174 The Infrastructure Delivery Plan has not identified any constraints that would prevent its development. Given that there are no known constraints to the site's achievability, the site is considered to be developable over the plan period.

### ***Sustainability Appraisal***

4.175 The sustainability appraisal identifies significant negative effects against landscape, source protection zone and distance to mineral workings (Objective 3). Minor negative effects are identified against climate change (Objective 1) and biodiversity (Objective 2). Positive effects are identified due to its proximity to existing services (Objectives 7 and 12) and the potential re-use of brownfield land (Objective 4). The site is considered to be suitable, available and achievable in the SHLAA.

### ***Overall Green Belt Review Assessment***

4.176 The site performs moderately against the NPPF purposes and the contribution it makes to the overall integrity of the wider strategic Green Belt. It is considered that any harm arising from the release of the site could be mitigated.

### ***The potential harm to the Green Belt and how this can be minimised***

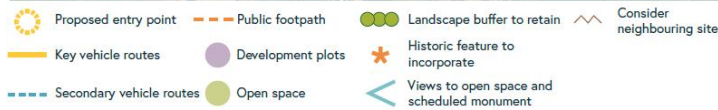
4.177 The parcel lies between the Cleadon Hills Area of High Landscape Value and recommended Coastal Area of High Landscape Value. It comprises a vacant public house and associated car parking and landscaping. Its location and proximity to existing built development reduces its contribution to the openness of the surrounding area. Located within 400m from the European Designated Sites along the coast and would have to be considered through Habitat Regulations Assessment / Appropriate Assessment. Part of a green infrastructure corridor. Due to the level of containment of this site by the existing urban form and the highway network, development on this site would not constitute urban sprawl in itself. However, allocating the parcel would not result in a logical and robust Green Belt boundary, with implications on limiting further urban sprawl in the future, having particular regard to parcel WH9 to the south.

4.178 The design of development on this site is complimentary to the site character in order to ensure any harm arising from development on this site is minimised. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.



## South Tyneside Site Frameworks

# Land at Whitburn Lodge: Indicative Layout



### General Design Principles:

- Provide a formal connection through the site to adjacent public footpath
- Maximise views over the surrounding green space and local heritage assets
- Accord with the principles set out in the 2019 Whitburn Design Guidelines
- Incorporate landscaping as an integral part of the design.
- Incorporate historic features of the site into the design

### Whitburn Neighbourhood Plan Design Guidelines:

- Integrate with existing paths and streets; and reinforce or enhance the established village character.
- Respect and reinforce local architecture and distinctiveness, including the use of sustainable modern design.
- Respect surrounding buildings in terms of scale, height, form, materials and massing
- Maintain the rural character and key views into and out of Whitburn.
- Incorporate landscaping and provision of open space into any scheme, including ensuring the retention of healthy trees and hedgerows and the provision of new landscaping as an integral part of the scheme
- Incorporate opportunities to reduce the carbon footprint of development.

### Opportunities:

- The site must provide scope for environmental net gains, including on-site open space provision.
- The design and layout must actively seek to create and preserve, clear and defensible boundaries between the edge of the site and the Green Belt to which it is adjacent.
- Mature trees should be retained and tree planting throughout the site should be used to minimise visual impacts of developing the site.
- Surface water management plan would be required.
- Proposals must be supported by a site specific transport assessment, with particular focus on the A183, Lizard Lane, North Guards and Front Street along with the importance of active travel links and public transport connections.
- Surface water flood risk must be considered through a full drainage strategy.
- An archaeological desk-based assessment will be required as a starting point for the scope of evaluation required.

## Role of the remaining Green Belt

4.179 The remaining Green Belt in this location will continue to function as currently in its purposes.

## Exceptional Circumstances– Land at Whitburn Lodge conclusion

4.180 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need

- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.181 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.182 In light of the above, housing development on this site would contribute of approximately 30 homes which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

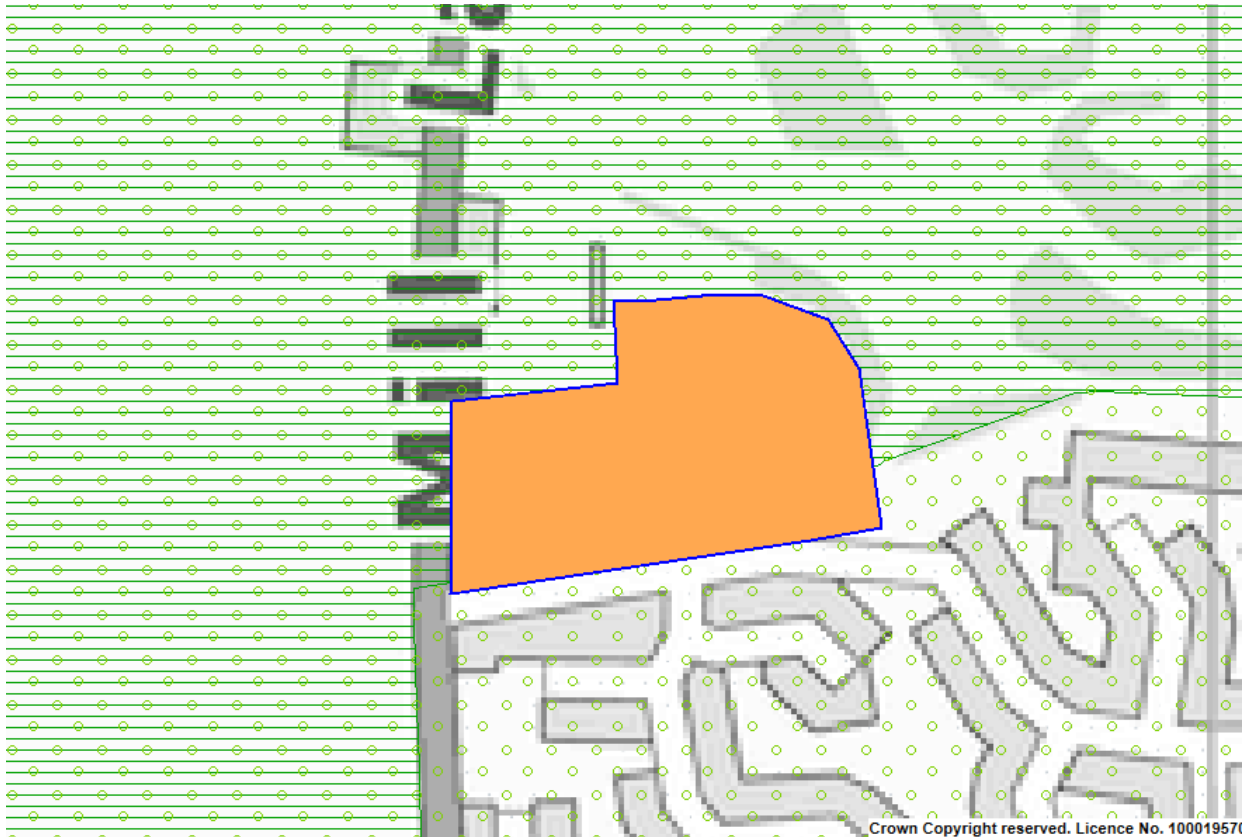
4.183 The site comprises previously developed land in close proximity to the built up area of Whitburn which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the site is considered to be within a sustainable location given that it is within 400m of the public transport network and adjacent to areas of recreational open space which can promote physical activity and health and wellbeing. It is currently a vacant brownfield site which attracts anti-social behaviour, and the Whitfield Neighbourhood Development Forum has expressed its support specifically for the principle of the redevelopment of this site. Whilst it is accepted that there may be potential adverse effects such as the traffic impacts and surface water flooding, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.184 Against the purposes of the Green Belt, the site is considered to make a moderate contribution. The site is physically well contained to the west by Mill Lane and physically and visually by landscape features to the north. When viewed in conjunction with the release of land to the south (GA12 Land to North of Shearwater and GA13 Land to North of Shearwater and East of Mille Lane) it will create a clear and logical Green Belt boundary. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention of mature trees, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.185 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

#### **POLICY SP5, GA13: LAND TO NORTH OF SHEARWATER (SHLAA REF SWH026)**

Figure 16: SWH026 Land to North of Shearwater



### ***SHLAA***

4.186 The SHLAA assesses the site as being suitable and available for development and achievable over the Plan Period with potential for development to start over the next 6-10 years. The site is considered to be in a suitable location with good access to existing services. The site has been promoted for development by Barton Willmore OBO on behalf of the Church Commissioners for England and is therefore demonstrably available for development. Biodiversity, Green Belt and infrastructure mitigation would be required however, given the location of the site in a high value area, the required mitigation is not considered to impact viability and therefore achievability of the site.

4.187 The Infrastructure Delivery Plan has not identified any constraints that would prevent its development. Given that there are no known constraints to the site's achievability, the site is considered to be developable over the plan period.

### ***Sustainability Appraisal***

4.188 The sustainability appraisal identifies significant negative effects against SA objectives including biodiversity (Objective 2), landscape, source protection zone and mineral resources (Objective 3). Minor negative effects are identified against efficient land use (Objective 4) and climate change (Objective 1). Positive effects are identified against sustainable transport (Objective 7) and housing (Objective 12).

### ***Overall Green Belt Review Assessment***

4.189 The sites perform **moderately** in terms of their contribution to the NPPF purposes and the overall integrity of the wider strategic Green Belt.

### ***The potential harm to the Green Belt and how this can be minimised***

4.190 The parcel lies between the Cleadon Hills Area of High Landscape Value and recommended Coastal Area of High Landscape Value. Semi-rural in character, this parcel abuts an established settlement to the south and a previously developed, washed-over site to the north. The western boundary is defined by Mill Lane. This parcel makes some contribution to long ranging views across a valued landscape from east to west. Whilst there is Grade 3a agricultural land onsite, it is noted that this only provides a minimal amount of the Borough's total agricultural land supply. The parcel is close to existing biodiversity designations, including the European Designated Sites along the coast and part of a strategic green infrastructure corridor.

4.191 The Inspector rejected the proposal for housing development at the UDP stage (1998). However, the Inspector noted that this area of land is also located within the 'undeveloped coast' designation, albeit it is contained by the former Whitburn Lodge and housing development to the south and when considering future housing this site would merit further examination.

4.192 The retention of existing landscape features, the intensification of landscaping along boundaries, and the appropriate design and layout of development on this site would act to minimise impacts. The design of development on the allocated land would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. The use of tree planting around the site and within the development itself will further help to minimise impacts especially in relation to long distance views. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.

### ***Role of the remaining Green Belt***

4.193 The remaining Green Belt in this location will continue to function as currently in its purposes.

### ***Exceptional Circumstances– Land to North of Shearwater / Land to the North of Shearwater and East of Mill Lane conclusion***

4.194 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

- (i) the acuteness/intensity of the objectively assessed need
- (ii) the inherent constraints on supply/availability of land prima facie suitable for sustainable development
- (iii) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

4.195 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

4.196 In light of the above, housing development on these sites would contribute of approximately 57 homes (Land to North of Shearwater) and approximately 41 homes (Land to North of Shearwater and

East of Mill Lane) which would help to meet the Borough's identified housing need which is consistent with the principles of sustainable development.

4.197 The sites comprise undeveloped land which adjoins the built up area of Whitburn which is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the sites are considered to be within a sustainable location given that it is within 400m of the public transport network and adjacent to areas of recreational open space which can promote physical activity and healthy lifestyles and wellbeing. Whilst it is accepted that there may be potential adverse effects such as the traffic impacts and surface water flooding, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

4.198 Against the purposes of the Green Belt, the sites are considered to make a moderate contribution. The sites should be viewed cumulatively together with Land at Whitburn Lodge (GA12). The sites are physically well contained by Mill Lane to the west and physically and visually well contained by built development to the south and landscape features to the north and east. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention of mature trees, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

4.199 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to make amendment to the Green Belt boundary.

## 5. SAFEGUARDED LAND SOUTH OF FELLGATE

5.1 When revising the Green Belt boundaries, the NPPF indicates that Local Planning Authorities should have regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period. In addition, where necessary, the local planning authority should identify 'safeguarded land' between the urban area and the Green Belt, in order to meet longer-term development needs strategically well beyond the Plan period. **Safeguarded land will only be released as part of a Plan review.**

5.2 Safeguarded land is considered appropriate for a number of reasons. Firstly, it provides a degree of permanence to the Green Belt boundaries put in place by the Local Plan and means that future reviews of the Green Belt may not be needed. Secondly, it ensures that the need to define Green Belt boundaries using defensible features on the ground does not result in large sites being developed all at once where this would cause problems for local infrastructure. Thirdly, it provides flexibility and allows for the non-delivery of allocated sites to be addressed without a fundamental review of the whole Local Plan. The Council is therefore consulting on a proposal to safeguard land at Fellgate.

5.3 Further work is required to justify the Green Belt boundary which will be prepared as part of the Green Belt boundary assessment.

### *NPPF Context*

5.4 The provisions for designating safeguarded land are set out in the National Planning Policy Framework. Paragraph 140 states "Once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans. Strategic policies should establish the need for any changes to Green Belt boundaries, having regard to their intended permanence in the long term, so they can endure beyond the plan period. Where a need for changes to Green Belt boundaries has been established through strategic policies, detailed amendments to those boundaries may be made through non-strategic policies, including neighbourhood plans."

5.5 Paragraphs 142 and 143 state "When drawing up or reviewing Green Belt boundaries, the need to promote sustainable patterns of development should be taken into account. Strategic policy-making authorities should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary. Where it has been concluded that it is necessary to release Green Belt land for development, plans should give first consideration to land which has been previously-developed and/or is well-served by public transport. They should also set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land. "When defining Green Belt boundaries, plans should:

- (a) ensure consistency with the development plan's strategy for meeting identified requirements for sustainable development

- (b) not include land which it is unnecessary to keep permanently open
- (c) where necessary, identify areas of safeguarded land between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period**
- (d) make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following an update to a plan which proposes the development**
- (e) be able to demonstrate that Green Belt boundaries will not need to be altered at the end of the plan period; and
- (f) define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.**

5.6 Sites will be allocated in the Plan to meet the needs arising during this plan period (2021-2039). Without a good indication of availability of non-Green Belt sites beyond 2039, the Council cannot be sure that the Green Belt boundary designated now would endure throughout the next plan period.

5.7 As detailed in the Strategic Housing Market Assessment, based on the Government's standard methodology and 2020 affordability ratios, the minimum local housing need for South Tyneside, from 2021, is 321 dwellings each year. This is the requirement that has been applied to the plan period (2021-2039) to determine the overall housing requirement of 5778 dwellings. The NPPF states that Local Plan should, *'where necessary, identify areas of safeguarded land between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period'*.

5.8 However, it is not possible at this point in time to robustly forecast the housing requirement beyond the plan period and nor is it possible to forecast longer term development requirements. However there is a clear need to build strategic flexibility into the Local Plan to ensure that it provides a resilient foundation for a future Local Plan Review.

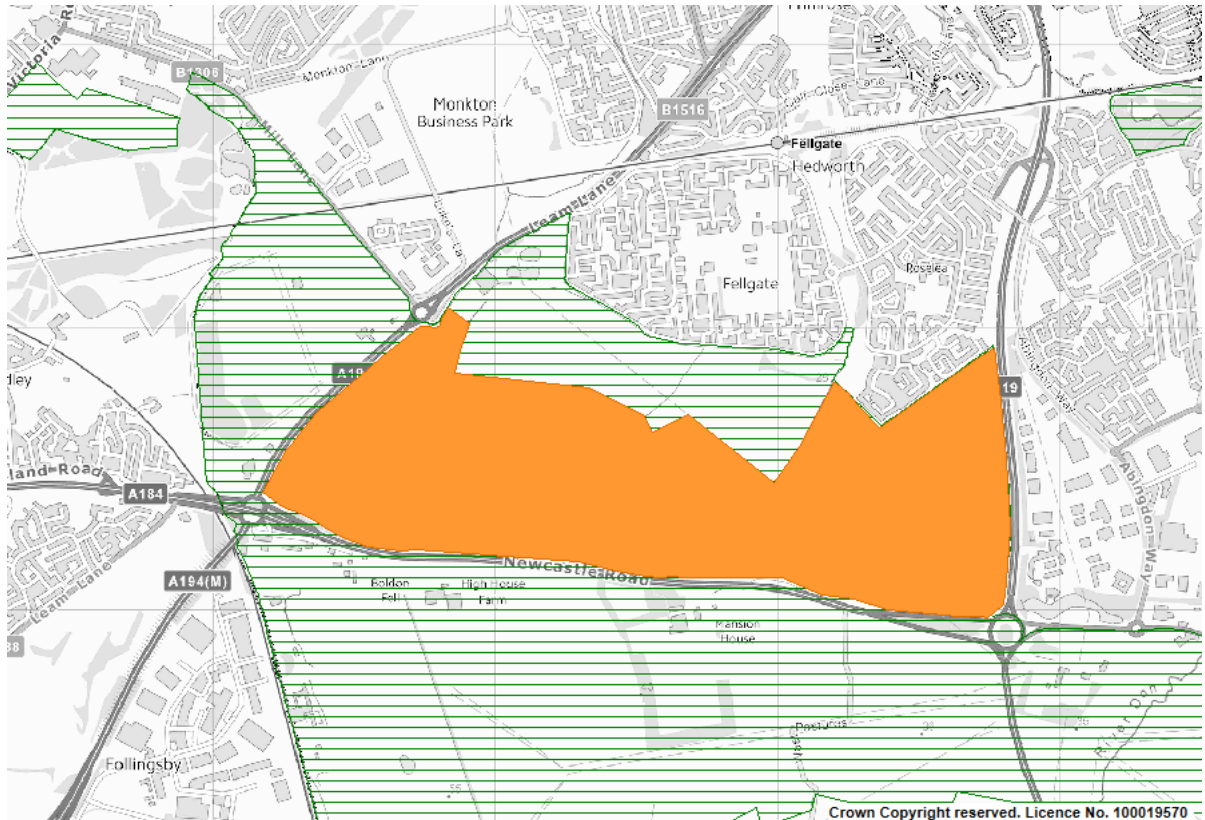
5.9 That said, safeguarded land may not be needed to meet development needs in the next plan period for a variety of reasons:

- Objectively assesses needs may decrease after 2039
- Building densities may increase
- The availability of urban land may increase

5.10 However, the safeguarded land would be available, if needed, as a buffer to ensure that Green Belt boundaries will not need to be reviewed again until the end of the next plan period at the very earliest.

5.11 The Plan has identified land south of Fellgate as a Sustainable Urban Extension. The site will be allocated for up to 1200 new dwellings. The Green Belt assessments have determined the most appropriate boundary to accommodate a new sustainable community during the Plan Period. The Plan has identified 159.3ha of Safeguarded land illustrated in Figure 17, which would be removed from the Green Belt but would be retained as safeguarded Land. This is considered to be appropriate to create a new defensible green belt boundary and to identify land for beyond the Plan Period.

Figure 17: Proposed safeguarded Land south of Fellgate



## SHLAA

5.12 The SHLAA is an assessment at a point in time, based on best available evidence and information. It is inevitable that difficulties may occur in bringing forward some sites identified through the SHLAA within the plan period, as sites will lapse, viability will change, and detailed site investigations may stall or delay sites. To rely purely on the SHLAA supply coming forward as anticipated without any flexibility may put the deliverability of the plan at risk. As such building in a flexibility factor which will bolster the supply is considered reasonable and necessary to guard against under delivery. At this early stage of plan preparation, the Council is proposing to factor in a 15% buffer so that it can ensure there is sufficient flexibility for site options to be explored. The SHLAA currently points towards an oversupply of approximately 40 units over the Plan period.

5.13 The site has been promoted by Savills OBO, Laverick Hall Farm Ltd. and Dean and Chapter of Durham Cathedral. The landowners have a keenness to see the area brought forward for residential development, making representations during the preparation of the SHLAA process and the Regulation 18 Local Plan consultation in 2019.

## *The Carbon Audit (2021)*

5.14 The Carbon report sets out the results of the assessment of potential carbon emissions associated with spatial options and reasonable alternative site allocation options. The results of the assessment have been used to inform the updated Sustainability Appraisal (SA) of site options together with an updated climate change baseline. The methodology used within the document considered a range of factors to determine the carbon performance of Local Plan options, this included:

- Accessibility to local services (i.e. GP surgeries, local centres, open spaces)



- Accessibility to public transport routes and cycle infrastructure
- Journeys to work
- Building performance
- Sequestration.

5.15 The report provided key findings for the five housing and three employment land spatial options considered as part of the Local Plan preparation and documented within the Sustainability Appraisal Report (2022) which accompanies the draft Local Plan. The findings identified a range of factors which could contribute to the spatial options performing well or poorly in terms of carbon emissions. The findings of this report have informed the assessment of the spatial options through the sustainability appraisal.

5.16 The Carbon Audit analysis identified that Spatial Option 5 could have a mix of positive or negative effects depending on the combination of locations identified for development. From the perspective of potential commuter emissions, the most favourable combination would comprise urban development in the central/northern parts of the district close to Metro stations together with Green Belt releases north of Boldon, Cleadon and Whiteleas. Green Belt release south of Fellgate has potential in terms of access to the Metro network but is also closer to the main road network which could make it more likely people would travel by car. As noted previously, a combination based on urban and rural sites predominantly in the east and south of the district would be likely to result in higher average commuter emissions.

5.17 In addition, a large-scale Green Belt release provides opportunities for on-site mitigation and large-scale renewable energy schemes on a large-scale Green Belt release could still contribute towards positive effects against this objective.

#### *Site specific Sustainability Appraisal*

5.18 This site is an area of agricultural land south of Fellgate. The site is situated south west of the Fellgate Estate and to the east of the A194. The site performs moderately against the principles of the Green Belt. The site is in close proximity to a LWS and forms part of the wildlife corridor. The sustainability appraisal identifies a minor negative effect against climate change due to surface water flooding. and significant negative effects against biodiversity, mineral working, efficient land use and green infrastructure due to its proximity to existing designations and scale of the site. Due to the sites size and ability to provide a large number of houses and jobs, significant positive effects are identified against economic and housing objectives. The SHLAA identifies that the site is available, suitable, and achievable. The site has been allocated as it is considered to be a sustainable and suitable location for residential development.

#### ***Overall Green Belt Review Assessment***

5.19 The site performs relatively strongly in terms of its contribution to the NPPF purposes and the overall integrity of the wider strategic Green Belt.

#### ***The potential harm to the Green Belt and how this can be minimised***

5.20 The parcel is contained by urban development along two boundaries to the north and east, with the southern and western boundaries contained within the strategic road network. These large scale arable fields characterise the Boldon Fell Landscape Character Area. Field boundaries are generally defined by hedgerows which are gappy in places, with scattered hedgerow trees, although there is an element of exposure where views over hedgerows are available within the

rolling landscape. There is a Local Wildlife Site in the north western corner and another Local Wildlife Site runs through the centre of the parcel from north to south. Tree cover generally follows the alignment of major road corridors which can be seen along the A184 and A194 on the site boundaries.

5.21 The retention of existing landscape features, the intensification of landscaping along boundaries, and the appropriate design and layout of development on this site would act to minimise impacts. The design of development on the allocated land would need to be complimentary to the landscape in order to ensure the harm arising from development on this site is minimised. The use of tree planting around the site and within the development itself will further help to minimise impacts especially in relation to long distance views. With regards to biodiversity the scheme must be designed following the mitigation hierarchy of avoid, mitigate, compensate, and ultimately deliver net gains for wildlife.

### ***Role of the remaining Green Belt***

5.22 The remaining Green Belt in this location will continue to function as currently in its purposes. However, the Green Belt separation between South Tyneside and Gateshead could be compromised.

### ***Exceptional Circumstances– Safeguarded Land South of Fellgate***

5.23 The Stage One Green Belt Review: Exceptional Circumstances has considered Tests (i) to (iii) of the Calverton Judgement:

(iv) the acuteness/intensity of the objectively assessed need

(v) the inherent constraints on supply/availability of land prima facie suitable for sustainable development

(vi) the consequent difficulties in achieving sustainable development without impinging on the Green Belt.

5.24 Within that analysis it has also considered all other reasonable options for meeting the identified needs as required by the NPPF at paragraph 141. It is clearly evidenced there are exceptional circumstances which justify making changes to the Green Belt within the Borough.

5.25 The sites comprise undeveloped land which adjoins the built up area of Fellgate and is locationally consistent with the preferred Spatial Strategy regarding the distribution of new homes. Furthermore, the sites are considered to be within a sustainable location given its proximity to the public transport network and There are a range of facilities to the north of the site, including three schools, a small local shop and a community centre. Whilst it is accepted that there may be potential adverse effects such as the traffic impacts, it is considered that these issues could be adequately mitigated. The site is therefore considered to be sustainable, suitable, available, and achievable.

5.26 Against the purposes of the Green Belt, the site is considered to make a relatively strong contribution. The site is physically well contained by built development to the north and the strategic road network to the south, east and west, and together these provide a strong defensible boundary. The site would be expected to deliver compensatory improvements to the environment through the sensitive design and layout of homes, on-site open space provision, the retention of mature trees, landscaping, environmental enhancements, and the creation of robust defensible boundaries. The impact on the wider remaining Green Belt would be limited and as will the harm to the Green Belt purposes in this location mitigated.

5.27 Having considered all of the factors set out within the Stage Two Green Belt Review and the Site Selection Topic Paper, it is considered, as a matter of planning judgement, that the site does justify the exceptional circumstances necessary to Safeguard.

### *Conclusion*

5.28 To enable the Green Belt boundary to retain a sufficient degree of permanence so that it will not need to be reviewed again at the end of this plan period (2039), and to ensure that the Council can meet its future objectively assessed needs, it is considered that exceptional circumstances exist to justify 159.3ha of safeguarded land south of Fellgate.