

# Core Strategy

## Alternative Approaches

September 2009

Local Development Framework



# Local Development Framework (LDF)

Core Strategy –  
Alternative Approaches

September 2009

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## **Contents**

1.0	Creating a Preferred Options Core Strategy	4
2.0	The need to create credible alternative approaches	6
3.0	Choosing our alternative approaches	6
4.0	Key development principles	9
5.0	Alternative approaches to strategic development in Sunderland	12
6.0	Core Strategy objective appraisal	35
7.0	Sustainability appraisal	37
8.0	Summary comparison	38
9.0	Next steps	40
10.0	Appendices	41

## **1.0 Creating a Preferred Options Core Strategy**

1.1 The Core Strategy is at the heart of the Local Development Framework (LDF). It will set out the overarching strategic planning framework for the development of the city until 2026. It will help deliver a number of locally prepared strategies that have spatial implications for the city, most notably the Sunderland Strategy (2008). In creating a Core Strategy for Sunderland, a series of formal stages must be reached before it can be formally adopted in November 2011. Full details of the programme for the Core Strategy can be found in the council's adopted Local Development Scheme (March 2009).

1.2 To date, an Issues and Options Report was published for formal consultation in late 2005, setting out key issues to be addressed. In December 2007 an initial Preferred Options Report was published for consultation. The findings of the consultation included advice from Central Government that more detailed work was required in relation to strengthen supporting evidence and also to provide a more robust range of options for the spatial development of the city. These would need to be tested via stakeholder involvement, prior to finalising the Preferred Option to take forward. This paper therefore takes on board that advice and sets out four alternative approaches for development across the city.

1.3 An extensive amount of evidence gathering has now taken place since 2007 that forms the basis for the assumptions made under each of the four alternative spatial approaches set out in this paper. Recent additions to the existing evidence base include:

- Strategic Housing Market Assessment (SHMA)
- Strategic Housing Land Availability Assessment (SHLAA)
- Employment Land Review
- Retail Needs Assessment
- Greenspace Audit
- Infrastructure (Utilities) Topic Paper
- Topic Papers for each of the four sub-areas in the city
- 20 updated themed topic papers.

1.4 Importantly, since publication and consultation on the first Preferred Options report, two major strategies have been completed and published:

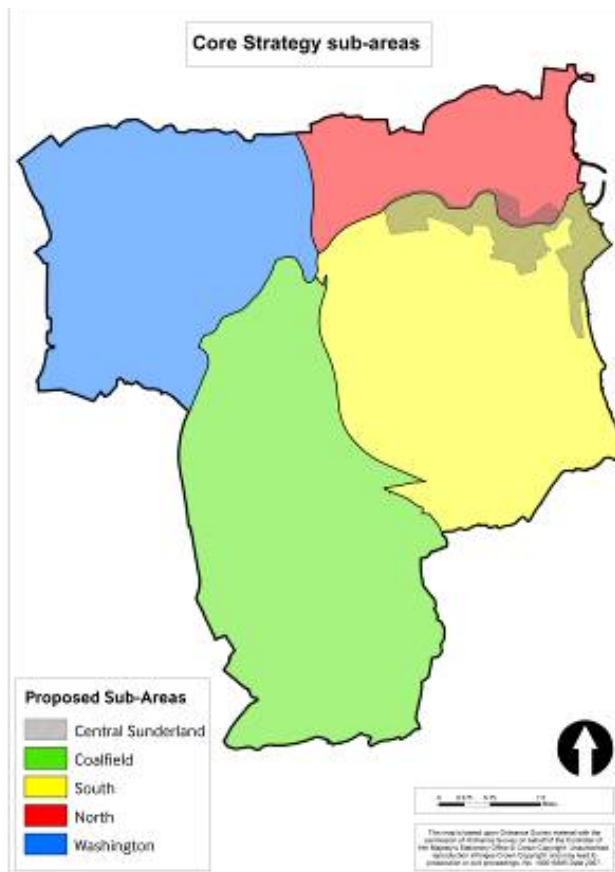
- The Sunderland Strategy 2008 – 2025, which is the sustainable community strategy for the city. The LDF will provide the spatial expression of development to help deliver this strategy.
- The North East of England Plan (July 2008), which is the Regional Spatial Strategy (RSS) and form part of the statutory development plan for Sunderland.

1.5 Furthermore, the Regional Spatial Strategy sets out the broad development strategy for Sunderland and for the region up to 2021. It indicates the level of development expected in Sunderland within this time period. Key development requirements are:

- Giving priority to the regeneration of the River Wear Corridor in Central Sunderland (in line with the operational area of Sunderland arc, the city's regeneration company)
- Maintain the broad extent of the Green Belt to prevent the merging of Sunderland with Seaham, Houghton-le-Spring, Washington or Tyneside
- To provide for some 225 hectares General Employment Land Allocation
- Deliver 14,960 net additional dwellings as a minimum for the RSS period 2004-2021

1.6 As such, the spatial approaches being put forward for Sunderland follow this level of development and focus specifically on spatial distribution across the city's four sub-areas of Washington, Sunderland North, Sunderland South and Coalfield as shown by Figure 1. The figure of 14,960 net additional dwellings has been increased to 16,415 to reflect the 15-year plan period of the Sunderland Core Strategy taking it to 2026.

**Figure 1.**



## **2.0 The need to create credible alternative approaches**

2.1 In preparing the Local Development Framework (LDF) documents, all local authorities must demonstrate that their Development Plan Documents (DPDs) are founded on a robust and credible evidence base. They must also demonstrate that there has been an assessment of 'reasonable alternatives', as required by the EU Strategic Environmental Assessment Directive 1.

2.2 The generation and appraisal of options facilitates effective community engagement by providing stakeholders with the opportunity to influence and help develop choices before these are made. The proper consideration of 'realistic' and genuinely deliverable' options is key to developing a justifiable plan, according to Planning Policy Statement 12 (PPS12). The options must be subject to Sustainability Appraisal (SA) and Appropriate Assessment (AA), and in order to be declared 'sound' should be justified, effective and consistent with national policy:

*"Options need to encompass the full range of reasonable spatial options. Meaningful options should be developed on such matters as the broad location and balance of development across the authority area, the management of the housing supply, the balance between employment and housing and the delivery of affordable housing."*

The Planning Inspectorate (2007) Local Development Frameworks: *Lessons Learnt Examining Development Plan Documents*

## **3.0 Choosing our alternative approaches**

3.1 In late 2005 / early 2006, consultation on a Core Strategy Issues and Options paper took place. The paper included 5 development options, consisting of:

1. Continuing with the principles of the Sunderland Unitary Development Plan (UDP)
2. Focusing development around main public transport nodes and corridors
3. Focusing development on previously developed land (PDL), more commonly known as brownfield land
4. Giving emphasis to development in the most deprived areas of the city
5. Housing-led regeneration

3.2 A limited but informed response indicated that the most popular options were to focus development around public transport corridors and brownfield land, followed by the housing-led regeneration option. The least popular options were to continue following the UDP and focusing development in the most deprived areas.

3.3 Throughout 2007, a series of further extensive consultations followed the Issues & Options Report. A wide range of responses were

received. A number of the major recurring themes are summarised below:

- There is strong support for development to focus on brownfield land, particularly where it is located alongside transport corridors
- There is also an acceptance by many that some greenfield development (that is, building on previously undeveloped land) may be necessary to enable growth, where sites are in accessible locations or would support local regeneration
- There is strong support for development to be focused on the urban areas, and the city centre and central Sunderland area in particular
- Development across the whole of the city was also supported, but site development should be based upon the merits of individual site appraisals, ensuring the most sustainable sites are used
- Increased building densities are supported, particularly beside transport corridors (that is, putting more houses or employment space per hectare than happens currently)
- The Green Belt should be protected from development, though small incursions may be acceptable
- A large-scale employment site North of Nissan was supported, but so too was the desire to protect the Green Belt between Washington and Sunderland
- New employment sites should be located close to areas of the greatest need for economic development and employment purposes

3.4 The alternative approaches have been created in line with the vision set out in the Sunderland Strategy (2008) as well as the Core Strategy Spatial Objectives included in the 2007 Draft Preferred Options. These have been subject to minor revision to take account of responses made to the earlier consultations, additional evidence, the publication of RSS and the Sunderland Strategy. The Spatial Vision proposed is now as follows:

*“An internationally recognised and welcoming city that provides a sustainable distribution of land uses to develop a place which offers a great quality of life, where a commitment to the environment goes hand in hand with creating a balanced, fulfilling and better future for all with access to first class services, facilities and opportunities for everyone. In the long term the aim is to develop a city where all residents have a realistic opportunity to access the main centres for employment, shopping and leisure without needing to use a car.”*

3.5 It is envisaged that those spatial objectives that relate to the distribution of development discussed herein will be achieved by pursuing a number of policy approaches. The main messages the alternatives must take into account are:



- Spatial development and regeneration – applying higher density standards in suitable locations; utilising previously developed land; positioning new development around transport corridors and interchanges; introducing more mixed use developments
- Population growth – providing new housing in attractive and accessible locations that are of the right type, tenure and price
- Carbon emissions and energy – considering locations for development that will reduce the need to travel
- Flooding – consideration of areas of potential flooding
- Using PDL – recognising the value of PDL sites that are accessible to high quality public transport
- Employment portfolio – providing a wide portfolio of high quality employment sites ‘fit for purpose’ distributed to reduce the need to travel and minimise greenfield land-take
- Improving neighbourhoods – creating popular residential neighbourhoods linked by green space networks, public realm and local facilities
- Land for housing – in sustainable locations, using PDL, higher densities and along public transport corridors
- Protecting the countryside – minimising the adverse impact of urbanisation
- Green space – ensure that all homes have good access to a range of linked green spaces connecting major parks, the riverside, the coast and adjoining districts
- City centre and other centres – develop the city centre to secure the key elements of UDP Alteration No.2 and secure viability of other centres.

3.6 Public transport access is seen as a key principle that should underpin all ‘reasonable’ approaches. Regenerating deprived areas is similarly seen as a key principle particularly as three of the 5 Sunderland Strategy priorities are aimed at delivering a Prosperous, Healthy and Attractive & Inclusive City, with further cross-cutting priorities for improving Sustainability and Creating Inclusive Communities.

3.7 Density of development has also been examined in detail, and maximised where feasible. While this is recognised to be a key principle, it is considered that there is little scope for increasing densities further, without impacting negatively on site quality, local residential character, required house types (as set out in the 2008 Strategic Housing Market Assessment - SHMA) and the marketability of sites.

3.8 The results of the SHMA indicate demand for more bungalows and 3+ bedroom, detached and semi-detached houses to reflect the aspirations of higher-income and economically active households. While the SHMA does indicate some demand for flats it is considered that sites already with planning permission can offset this demand. It is therefore felt that any approach to increase development density will

be very limited in its scope; otherwise it could result in detrimental impacts on the city's housing mix and residents' quality of life.

#### **4.0 Key development principles**

4.1 Every option put forward must be realistic and achievable, and adhere to the principles of sustainable development, which is central to national, regional and local policy. The four options will therefore follow the following principles:

- National and RSS policy
- The Sunderland Strategy and Local Area Agreement
- The need to strengthen the city centre and central Sunderland, and recognise the wider strategic role of the city centre in supporting overall city development
- To focus development in accessible locations wherever feasible, in and around centres and alongside key public transport corridors
- To focus development to support the regeneration of deprived communities wherever feasible
- Will support all strategic sites, as referred to below

4.2 These development principles therefore limit the need to test widely differing options across the city. However, there is enough flexibility and freedom to be able to put forward four reasonable alternatives that have sufficiently different outcomes for the sub-areas of the city.

4.3 Ten "Strategic sites" have been identified as critical to the delivery of the Core Strategy and where site preparation requires a long lead-in (due to contamination or ownership issues, for example). Much of the significance of the sites is due to their physical scale and impact; each will make a vital contribution to the agreed city-wide priorities of the council as set out in the Sunderland Strategy. However they also have a "local" dimension in that they provide particular regeneration benefits to specific parts of the city.

4.4 The following have been identified as strategic sites and are shown as Figure 2:-

1. **North of Nissan:** This site to the north of Nissan and adjacent to the A19 would be able to accommodate a range of large-scale employment uses

2. **Groves:** The largest housing site in the city (35ha), the redevelopment of the former Groves Cranes land would create a new residential community on the riverside, with a new local centre with community and business uses

3. **Farrington Row:** This site would complement development at the Vaux site, bringing new office jobs and housing to the city centre

4. **Stadium Village:** The development of new large-scale leisure uses around the Stadium of Light along with housing and employment will complete the rejuvenation of this area of the riverside

5. **Vaux:** The main aim is to develop offices to bring new jobs to the city centre, along with new homes

6. **Holmeside:** New large-scale shopping facilities are proposed, to include a food supermarket, enhancing the city centre's retail function and its vitality and viability

7. **The Port:** The future development of port-related uses and the development of adjoining land will add to the range of employment opportunities in Central Sunderland and complement wider regeneration activities

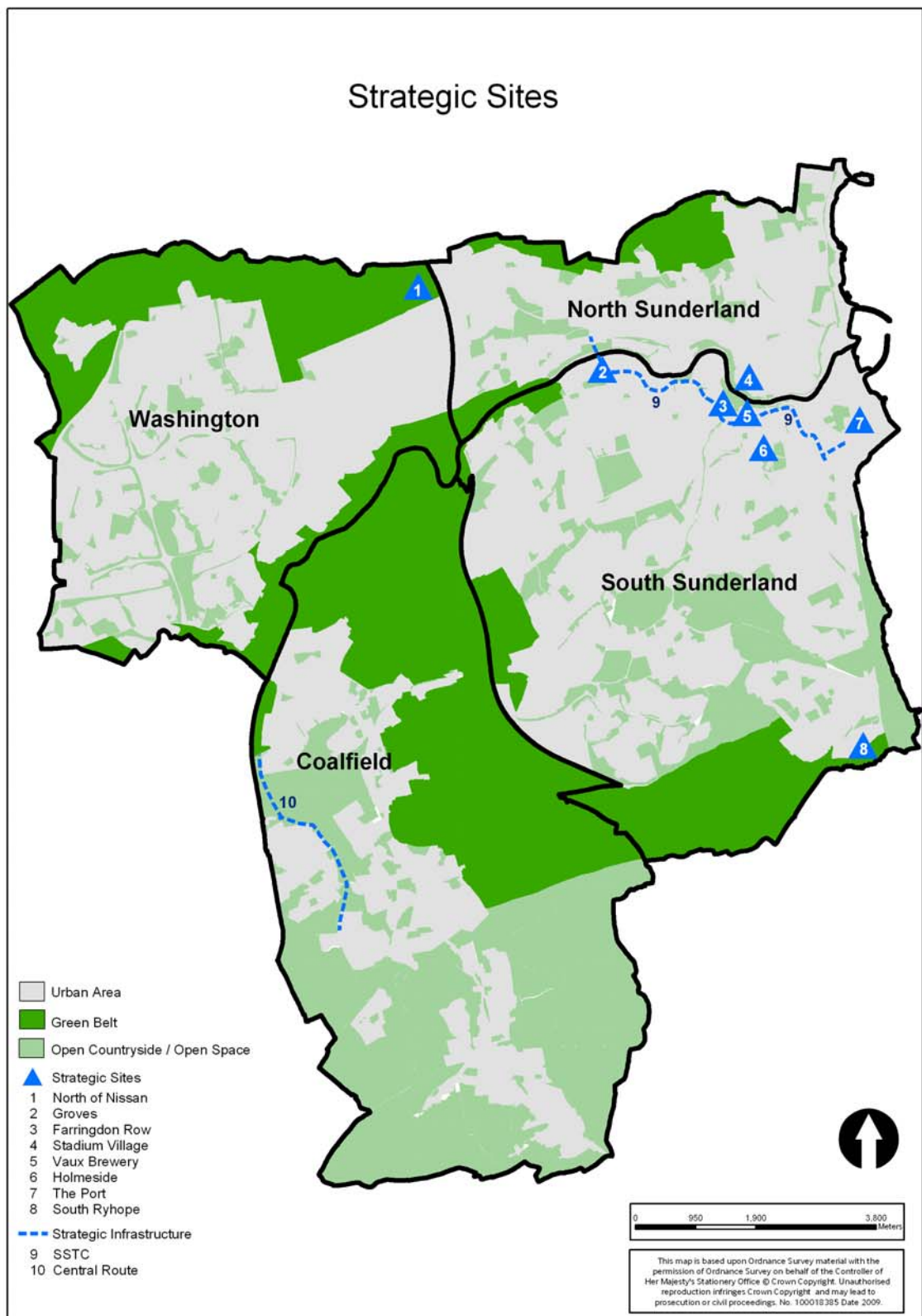
8. **South Ryhope:** This large greenfield site in the south of the city, accessed from the new Southern Radial Route, would be developed as a business park for a range of employment uses

9. **Sunderland Strategic Transport Corridor (SSTC):** This new road will provide a link from the A19, accessing the development sites on the riverside and the city centre, to the Port. It will cross the river on an iconic new road bridge west of the Queen Alexandra Bridge

10. **Central Route:** This road will greatly improve access to the employment areas at Sedgeleth and Dubmire ensuring that these areas can play a continuing role in the local economy

4.5 The associated topic paper on "Strategic Sites" sets out further detail on the key principles behind the need to allocate these sites in the Core Strategy, as well as how the sites listed above are being proposed.

Figure 2



## 5.0 Alternative approaches to strategic development in Sunderland

5.1 Four alternative approaches have been devised for consultation, based upon the above key principles, consultation feedback and Government requirements relating to 'reasonable alternatives'. They are as follows:

- **Approach A- Focusing development upon the conurbation.**  
This principally concentrates on development and growth of the city centre / central Sunderland, with further focus on Washington and the main built-up area of Sunderland only. Sustainable growth in Houghton and Hetton
- **Approach B- Proportional distribution of development.**  
Provide a proportional distribution of development (broadly reflecting population and land area) across the four sub-areas, with additional development weighting on the city centre and central Sunderland area
- **Approach C- Focus development within the current urban area.**  
Concentrate development within the existing urban area and on suitable previously developed land (brownfield), retaining open space and countryside
- **Approach D- Sub-area spatial requirements.**  
Local sub-area needs and priorities will be brought together to form a sustainable city-wide approach.

### **The alternative approaches**

- 5.2 This section sets out the four alternative approaches in more detail.
- 5.3 It begins by explaining the background of each approach and where development would be spatially focused, including areas for growth as well as restrictions on growth, and is based upon evidence and recommendations set out in the Tyne and Wear Local Transport Plan 2006-2011, the Employment Land Review (2009) and the Strategic Housing Land Availability Assessment (SHLAA, 2009). The latter two reports provide advisory evidence to support the LDF as a whole, and are not policy documents that formally determine whether a site should be allocated or where it should be specifically located. Local views that have been received to date and are relevant to each approach are also reflected.
- 5.4 This is followed by an assessment of the strengths and weaknesses of each approach, and includes a summary table of the impacts to each sub-area. In terms of each table, it should be noted that the housing total of 16,415 homes is based upon an adaptation of the RSS housing target to fit the Core Strategy timescale. It should also be noted that the total hectares of new employment land is based on 100 hectares total as opposed to 225 hectares put forward for Sunderland in the RSS. This is because the remainder of land is already available for development on existing sites, and is land that has been recommended for retention by the Employment Land Review.
- 5.5 A key diagram map is attached for each approach, which attempts to visually show differences in spatial distribution and quantity of development, as well as development over time. The pie charts in particular relate to housing development over time (short, medium and long term) and their size also broadly indicates the scale of development anticipated in that particular area. The pie charts all indicate broad locations for development and are not site specific, but based upon findings from the SHLAA.
- 5.6 Following on from the four approaches is a comparison table to show how each approach complies with Sustainability Appraisal as well as the Spatial Objectives of the Core Strategy.
- 5.7 The final section provides a summary comparison of the approaches by sub-area.

## **Approach A- Focusing development upon the conurbation.**

- 5.8 Principal concentration on city centre / central Sunderland, with further focus on Washington and the main built-up area of Sunderland only. Sustainable growth in Houghton and Hetton.**
- 5.9 This approach closely follows the published Regional Spatial Strategy for the North East (RSS). For Sunderland purposes, the RSS advocates the concentration of the majority of new development within the Tyne and Wear conurbation, which includes Washington and the main built-up area of Sunderland. The remaining areas comprising Houghton-le-Spring and Hetton-le-Hole (known as ‘the Coalfield’) are classed as ‘regeneration towns’, where development should be sustainable without adversely impacting upon the regeneration initiatives within the rest of the city. ‘Sustainable’ in this case means meeting local needs to achieve a balance between housing, economic development, infrastructure and services (RSS Policy 6b). The approach also reflects the recent ‘Centre for Cities Report’ (2009) that advocates reinventing the city centre as the “number one priority of the city’s economic development strategy”.
- 5.10 This approach would focus regeneration upon Sunderland city centre, to reaffirm its role as the second largest centre in the Tyne and Wear City Region. It will become the heart for new economic activity including employment, leisure, institutional activity and substantial new housing located in close proximity to strategic transport corridors. This approach would also look to develop the role of the University within the city, also bring forward key development opportunities at Vaux, Holmeside, Farringdon Row and Stadium Park.
- 5.11 Further focus would be on the wider central Sunderland area, which stretches west and east along the River Wear corridor to include the Port of Sunderland and its coastline around Roker and Seaburn. The main suburban areas of Sunderland and Washington would also see regeneration, with development occurring within them as well as alongside transport corridors on the periphery of the conurbation. There is a continued role for Washington as a regional centre for distribution/logistics and a complementary role for Washington town centre. This focus would not be to the exclusion of sustainable complimentary regeneration of the former Coalfield area.
- 5.12 Consultation at the Issues and Options stage and on the initial Preferred Options document endorsed substantial development within Central Sunderland and a focus on brownfield land (though some greenfield development could be acceptable). Responses supported development for regeneration throughout the city (including the Coalfield) based on individual site appraisals. There was support for the intensification of employment land, particularly within Washington, though there was also strong support for the broad extent of the Green Belt to be protected from development.

5.13 The environmental and cultural offering would be enhanced in concentrated areas. However, some parts of the landscape could be detrimentally affected through an over-concentration of new development eating into peripheral countryside or forcing inappropriate amounts of development to the detriment of the local character. Growth in the Coalfield would be limited largely to completion of committed sites, development of suitable brownfield land such as that identified in the SHLAA, other brownfield windfall sites, conversions and minor settlement rounding-off and infilling. Improved City Region transport connections would be improved, though transport proposals in the Coalfield might be harder to realise, given the reduced growth focus in this area. There would be opportunities for improved green infrastructure in the Coalfield as a result of the reduced growth focus.

5.14 **Strengths of the spatial approach**

- Would support the regeneration and revitalisation of the city centre and central Sunderland area, allowing it to realise its potential in terms of generating employment opportunities and attracting more people into Sunderland
- Would provide a highly sustainable residential location within the city centre and central Sunderland, though with an emphasis on high density living to achieve housing numbers
- Would encourage the provision of additional / superior hotels and retail offer and an improvement in the city's public realm
- The development focus on the city centre would enable further public transport improvements to the rest of the city and the north east of England
- Brownfield land in all areas of the city would be developed, reducing the detrimental impact of such land
- Would help to regenerate the riverside and improve opportunities for residents in deprived central areas as well as in West and North Sunderland and parts of Washington
- Would enable expansion of the Ryhope-Doxford area in terms of employment and housing land take-up, and support completion of the Ryhope-Doxford Link Road
- Would protect the Green Belt and open countryside in the Coalfield and allow for further green infrastructure connectivity
- Would support employment growth in Washington area and build upon the area's accessibility to the A1 and its attraction to the employment market
- Would help support local shops, facilities and public transport services in most areas
- Would support the case for re-opening the Leamside Line in Washington and the potential for further transport connectivity between Washington and Sunderland



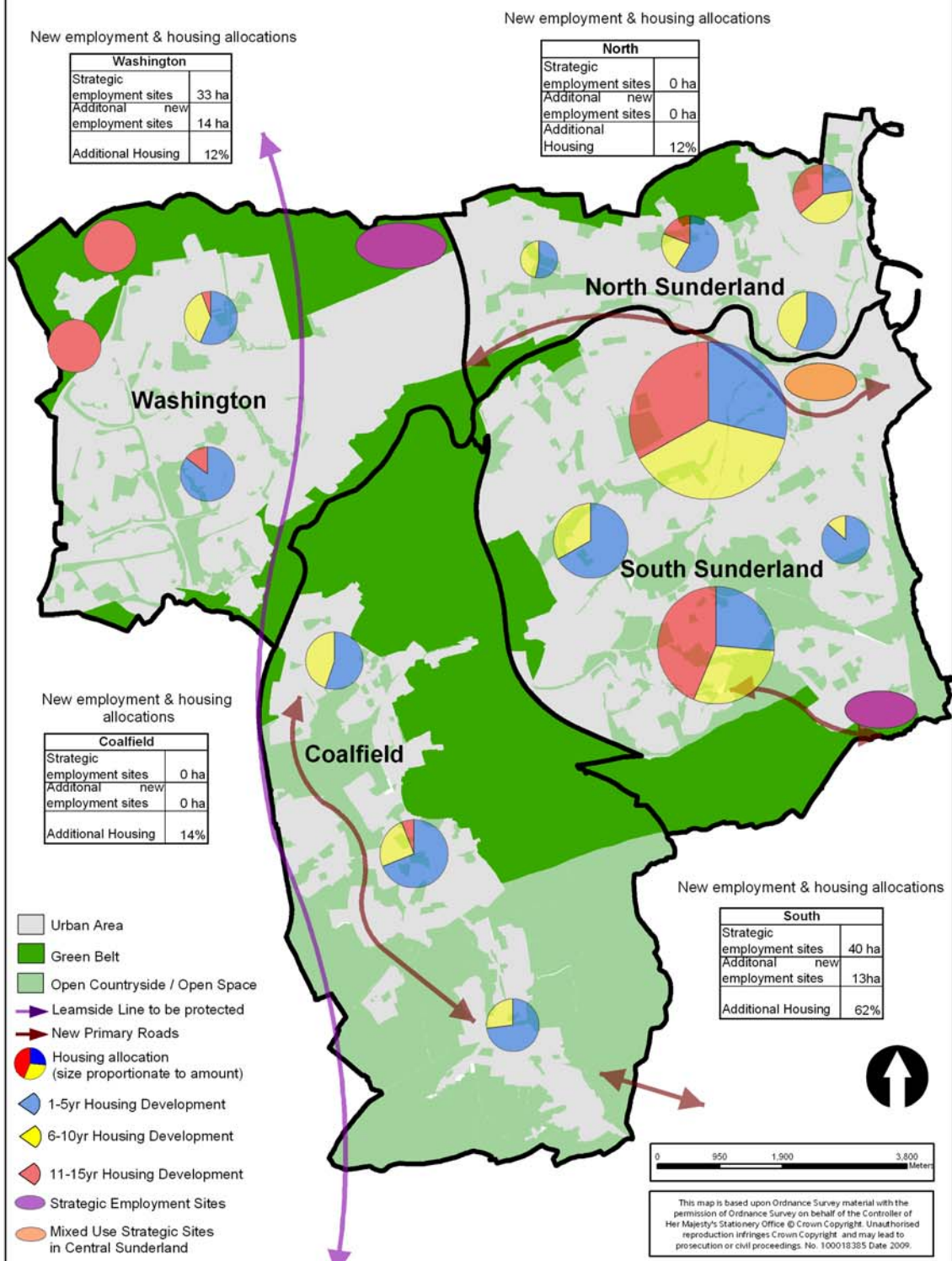
### 5.15 Weaknesses of the spatial approach

- Limiting development in the Coalfield would constrain investment leading to the economically active residents leaving the area in search of work and a better quality of life. Areas of deprivation in the Coalfield may worsen without additional employment and housing investment
- Local facilities/services in the Coalfield (including Houghton and Hetton town centres) could decline further without a boost to the local population and alternative facility provision may strengthen in neighbouring areas
- The case for reopening of the Leamside Line would be hindered by the inability to focus development along this rail corridor that bounds the Coalfield to its west, thereby minimising sustainable alternatives to the use of the car
- Potential population decline in the Coalfield would further affect public transport viability
- Traffic and congestion on key arterial routes into the city centre could increase
- Long-term housing growth could potentially involve using sites that are in peripheral and less accessible locations (except in the Coalfield), and could result in higher car dependency and increase traffic congestion
- Expansion of the Ryhope-Doxford area would involve significant development into open countryside
- Would lead to development incursions into Green Belt in Washington and potentially elsewhere on the conurbation's fringes
- Would lead to development pressures on open space, especially in desirable locations such as Washington, Seaburn, Ashbrooke, High Barnes or the southern periphery
- Green space corridors in the main built-up area and Washington may be compromised

**Fig.3**

<b>Sub-Area</b>	<b>Impact</b>	<b>New Employment (hectares)</b>	<b>Additional Housing total (%)</b>	<b>New Transport</b>
Sunderland North	The area would benefit overall from the development in the central Sunderland, potentially including improved transport links to the city centre. Development pressures on open space may have a detrimental impact.	Strategic Sites = 0 ha New Sites = 0 ha	2026 (12%)	SSTC
Sunderland South	The area would benefit from development in the central area as well as in Ryhope-Doxford, that would help to support local infrastructure. Development pressures would also have a detrimental impact on open space and open countryside, however. Public transport may be improved into the city centre, though there may also be increased traffic congestion on arterial roads.	Strategic Sites = 40 ha New Sites = 13 ha	10167 (62%)	SSTC and Ryhope/Doxford Link Road
Washington	The area would benefit from employment growth that could in turn support other services and transport improvement. The intensity of development would mean loss of open space and open countryside from the Green Belt, and could also lead to traffic congestion.	Strategic Sites = 33 ha New Sites = 14 ha	1997 (12%)	Leamside Line
Coalfield	The more limited focus for development in the Coalfield would affect deprivation levels; transport and service provision, and increase outward migration. More positively, the open countryside and green infrastructure would be safeguarded and improved.	Strategic Sites = 0 ha New Sites = 0 ha	2225 (14%)	Central Route
Total		Strategic Sites = 73 ha Additional New Sites = 27 ha	16415 (100%)	

## Core Strategy Approach A: Focus development on the conurbation



## **Approach B - Proportional distribution of development.**

- 5.16 **Provide a balanced proportion of development (broadly reflecting population and land area) across the four sub-areas, with additional development weighting on the city centre and central Sunderland area.**
- 5.17 The aim would be to ensure that sub-areas of the city become largely self-sufficient in order to meet the needs of their residents and also provide a focus on the development of the city centre. Self-sufficient sub-areas were one of the broad aims of the Unitary Development Plan (UDP). This option follows more sustainable principles than the UDP and supports the Sunderland Strategy, allowing for both a central area focus for growth as well as potentially tackling regeneration of deprived wards across the city.
- 5.18 Approach B would determine development based on population and land availability in each of the city's four sub-areas. This approach would provide development focus on the regeneration of the city centre in parallel bringing forward key employment sites, utilising and connecting the potential of the riverside and key assets such as the University and new housing to support economic activity. This scenario would also reinforce the continued economic role of Washington and the Nissan area given its attraction to the employment market and Nissan's enhanced role for the emerging concept of a sub-regional Low Carbon Economic Area. It would support new housing and employment in the wider district in order to support existing communities.
- 5.19 By this approach, the city development requirements could be split as follows: Sunderland North 15%; Sunderland South 50%, Washington 15%, Coalfield 20%. It would enable the principle of development to be focused not only on the city centre and central Sunderland but also on other main centres and accessible locations, in or beside areas of deprivation and on brownfield urban land. However, the desire to ensure that all sub-areas benefit partly affects the intensity of development that is feasible on the central area of Sunderland, and development would be more limited in the remainder of South Sunderland.
- 5.20 Consultation at the Issues and Options stage and on the initial Preferred Options document endorsed substantial development within Central Sunderland, in urban areas across the city and on brownfield land, though there was acceptance that some greenfield development could be acceptable. There was support for the intensification of employment land, particularly within Washington, though there was also strong support for the broad extent of the Green Belt to be protected from development.

5.21 The success of this approach would also be determined by the availability of land in each sub-area to help to determine these principles. Where such land is scarce, such as in Washington and North Sunderland, it would necessitate development in more peripheral and less accessible locations. There would also need to be higher density development and/or development on greenspace or protected countryside.

**5.22 Strengths of the spatial approach**

- Would regenerate and revitalise the city centre and central Sunderland area, allowing it to realise much of its potential in terms of generating employment opportunities and attracting more people into Sunderland
- The reduced emphasis on numbers of new houses in central Sunderland would allow for more lower density traditional family housing to be created here, though still providing a substantial increase in the resident population to support economic activity in the city centre
- Would encourage the provision of additional / superior hotels and retail offer and an improvement in the city's public realm
- The development focus on the city centre would enable further public transport improvements to the rest of the city and the north east of England
- Would support employment growth in Washington area and build upon the area's accessibility to the A1 and its attraction to the employment market
- The positive impact of new housing and employment would have city-wide benefits for areas of deprivation and the enhancement of housing environments
- Would help support local shops, facilities and public transport services
- Distributing development across the city would mean that brownfield land in most areas of the city could be developed, reducing the detrimental impact of such land
- The focus for development on central Sunderland would mean that development in South Sunderland would be less intensive, enabling Green Belt and open countryside protection and potential for further green space connectivity
- Would support the case for re-opening Leamside Line in Washington and the Coalfield and the potential for further transport connectivity into Sunderland
- The justification for building the Central Route would be supported by development proposals in the Coalfield area

**5.23 Weaknesses of the spatial approach**

- Though there would be significant emphasis on development in the city centre and central Sunderland, the lower amount of housing would not achieve the maximum resident population

possible in this locality, hence reducing to some extent its wealth-making impact

- In light of the balanced spread of development to all areas of the city, combined with an emphasis for development on the city centre, the investment in other parts of South Sunderland would be limited. The expansion of Ryhope-Doxford in terms of employment and housing land take-up would not take place
- Areas of deprivation in parts of South Sunderland may worsen due to the lack of a development focus
- Would lead to development incursions into Green Belt in Washington and North Sunderland
- Long-term housing growth would involve using sites that are in peripheral and less accessible locations, and could result in higher car dependency and increase traffic congestion
- Would lead to development pressures on open space and green space corridors, especially in Washington and Sunderland North, and away from more sustainable, accessible locations
- Traffic congestion could increase in Washington and North Sunderland as a result of increased intensity of development, though public transport services may improve
- Traffic and congestion on key arterial routes into the city centre could increase

**Figure 4**

<b>Sub-Area</b>	<b>Impact</b>	<b>New Employment (hectares)</b>	<b>Additional Housing total (%)</b>	<b>New Transport</b>
Sunderland North	The intensity of development would mean loss of open space and open countryside, and could also lead to traffic congestion. There would be a positive impact on services and transport provision, and reducing deprivation.	Strategic Sites = 0 ha  New Sites = 12 ha	2470 (15%)	SSTC
Sunderland South	The focus of development in the city centre and central Sunderland would have a general benefit to the rest of the sub-area, although this may be countered by limited development in specific outer areas, and thereby jeopardise future transport infrastructure. City centre development would help to support improved public transport to the sub-area, and open countryside would be safeguarded along the southern periphery.	Strategic Sites = 40 ha  New Sites = 13 ha	8190 (50%)	SSTC and Ryhope/ Doxford Link Road
Washington	The intensity of development would mean loss of open space and open countryside from the Green Belt, and could also lead to traffic congestion. There would be a positive impact on services and transport provision, and reducing deprivation.	Strategic Sites = 15 ha  New Sites = 0 ha	2455 (15%)	Leamside Line
Coalfield	The level of development would help area regeneration, help to retain local services and support improved transport infrastructure. Land available for development can ensure that most open countryside and green infrastructure would be safeguarded, though there would be some loss.	Strategic Sites = 0 ha  New Sites = 20 ha	3300 (20%)	Leamside Line and Central Route
Total		Strategic Sites = 55 ha Additional New Sites = 45 ha	16415 (100%)	

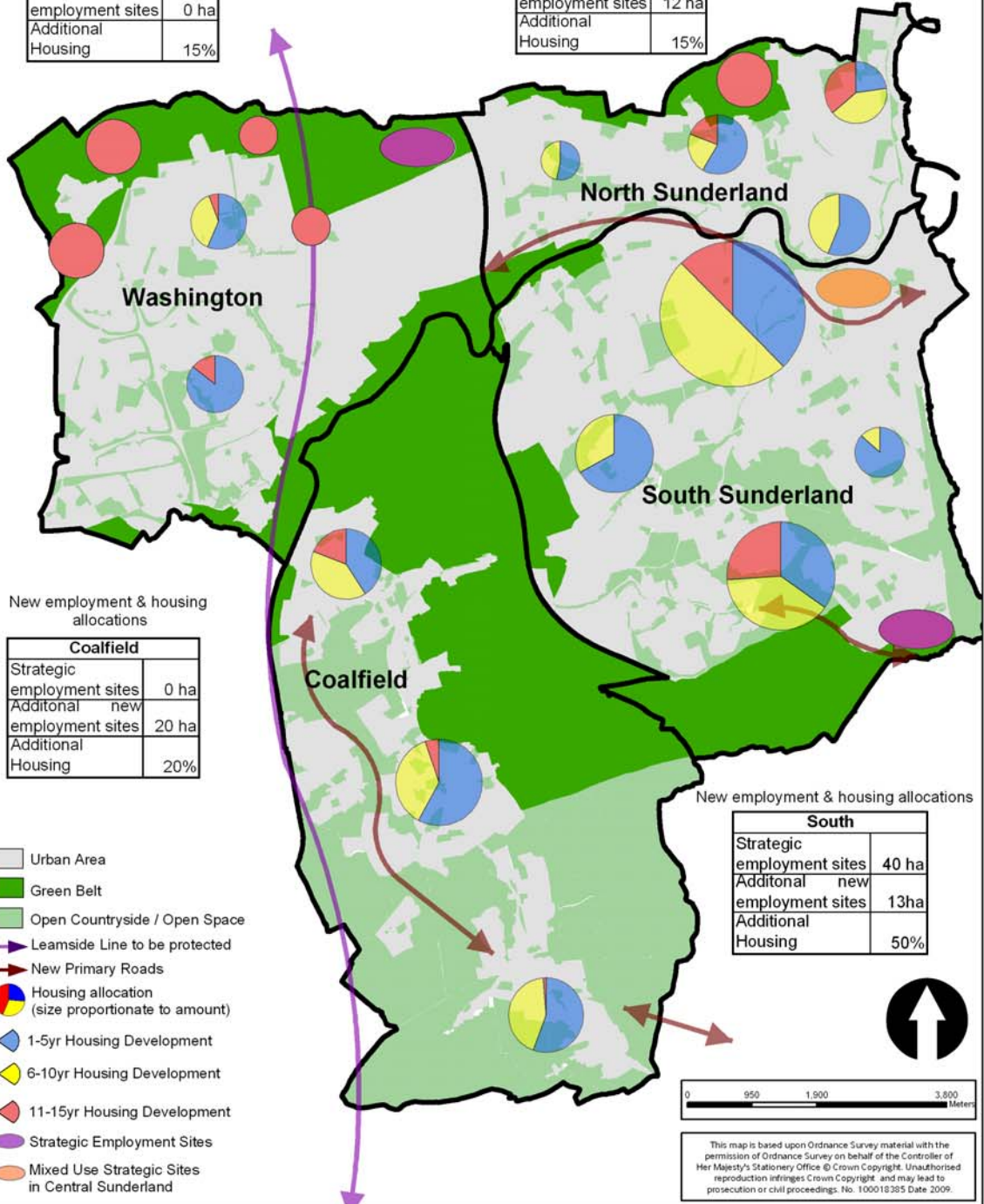
## Core Strategy Approach B: Proportional distribution of development

New employment & housing allocations

Washington	
Strategic employment sites	15 ha
Additional new employment sites	0 ha
Additional Housing	15%

New employment & housing allocations

North	
Strategic employment sites	0 ha
Additional new employment sites	12 ha
Additional Housing	15%





### **Approach C- Focus development within the current urban area.**

- 5.24 **Concentrate development within the existing urban area and on suitable previously developed land (brownfield), retaining open space and countryside.**
- 5.25 This approach concentrates on the desire to maintain the current urban boundary, ensuring that the existing Green Belt, open countryside and city's greenspaces are protected from development, and also ensuring that development on brownfield land is maximised. The approach is underpinned by national planning guidance in PPS1 (Sustainable Development & Climate Change) and other PPS's and the Regional Spatial Strategy (RSS). The RSS advocates that local authorities give priority to, and seek to maximise, development of brownfield land, including the intensification of activity on employment sites and focusing housing within the main settlements. This approach also broadly supports the aims of the city's Sunderland Strategy.
- 5.26 Approach C would restrict development to brownfield land and ensure the retention of the city's existing green and blue space. This approach would support the strengthening of the city centre, reinforce the continued economic role of Washington and provide some limited development opportunities within the wider district where land availability permitted.
- 5.27 The aim of this approach prioritises the city's green/blue infrastructure (green space and water related features) such as the Wear corridor, Roker beach and Sunderland's existing network of green spaces, enabling economic growth only within the existing urban boundary. Existing centres and services would be supported, with new employment and housing development primarily focused on the main settlements. A key priority will be to improve the physical linkages between what the emerging Economic Master plan terms 'city village' communities to the new economic opportunities via green infrastructure.
- 5.28 Focusing development on brownfield sites, which are mostly in the older urban areas, would help to support existing centres and services, and help to minimise expansion of the urban area. It naturally limits incursion into open space and countryside. Much of the existing brownfield land is located within the main built-up area of Sunderland (in central Sunderland in particular), although there are also pockets of on the urban fringe in poorly accessible locations, usually emanating from past mining activity. Any brownfield land currently in use as open space or countryside (or proposed) would remain as such.
- 5.29 Consultation at the Issues and Options stage and on the initial Preferred Options document endorsed support for development in central Sunderland, in urban areas and on brownfield land, though

there was acceptance that some greenfield development could be feasible. There was support for developing at higher densities, and most people wanted the city's open spaces to remain as such, though they could accept development of open space that was of little value.

- 5.30 Fifty percent of the city is already classed as greenspace or countryside. While Sunderland does have a significant amount of brownfield land available and suitable for development, it is not sufficient to satisfy all the city's development needs. As such, a strict application of this approach would leave a significant shortfall in land for housing and employment to meet RSS targets for Sunderland. This would result in population decline as well as a decline in services and employment opportunities. To meet RSS targets could require a limited number of incursions into the urban fringe (subject to strict criteria), as well as four significant greenfield urban extensions.
- 5.31 Nevertheless, there would still be a shortfall against both housing and employment land targets. This would need to be met by other means, including increased densities of housing development; this could affect site quality, variety and marketability with housing site densities possibly having to increase by around 9% across the board. More intense use of under-used employment land would also be needed to provide employment floor-space to compensate for the shortage (20ha) of available new sites.
- 5.32 This approach would also ignore development on existing greenfield land in urban areas, where current site quality and value may be demonstrated as low.
- 5.33 **Strengths of the spatial approach**
- Would support the regeneration and revitalisation of the city centre and central Sunderland area, allowing it to realise its potential in terms of generating employment opportunities and attracting more people into Sunderland
  - Would provide a substantial residential location in the city centre and central Sunderland
  - Would encourage the provision of additional / superior hotels and retail offer and an improvement in the city's public realm
  - The development focus on the city centre would enable further public transport improvements to the rest of the city and the north east of England
  - Would help support local shops, facilities and public transport services
  - Would protect greenspaces and nature conservation sites across the city, as well as the broad extent of Green Belt and open countryside
  - Would enable the enhancement and connectivity of green infrastructure across the city

- Would support employment growth in Washington area and build upon the area's accessibility to the A1 and its attraction to the employment market
- The proportion of development across the four sub-areas would broadly match the amount of suitable land available in these areas
- Would help to improve opportunities for residents in deprived areas across most of the city
- Distributing development across the city would mean that brownfield land in all areas of the city could be developed, reducing the detrimental impact of such land
- Would support the case for re-opening the Leamside Line in Washington and the Coalfield and the potential for further transport connectivity into Sunderland
- The justification for building the Central Route would be enhanced by increased development opportunities in the Coalfield area

#### 5.34 Weaknesses of the spatial approach

- To achieve the RSS housing and employment proposals for Sunderland would necessitate Green Belt and greenfield land incursions as well as site intensification, including a 9% overall increase in housing density on identified sites
- A significant increase in higher density housing could give rise to development of more flats and apartments, which does not currently match local housing preferences
- Higher density housing would limit opportunity to address the identified need for more executive housing in the city
- There would be no additional employment land allocations in the Coalfield
- Intensification of development would lead to increased traffic congestion in key areas, particularly in central Sunderland
- Traffic and congestion on key arterial routes into the city centre could increase
- The development of brownfield land sites that are in peripheral and less accessible locations could result in higher car dependency and increase traffic congestion
- This approach could result in poor quality, low value greenspaces being retained with ongoing issues of maintenance that could affect area regeneration, and a loss of opportunity to provide more suitable uses to neighbourhoods

**Figure 5**

<b>Sub-Area</b>	<b>Impact</b>	<b>New Employment (hectares)</b>	<b>Additional Housing total (%)</b>	<b>New Transport</b>
Sunderland North	The area would benefit overall from the development in the central area, potentially including improved transport links to the city centre. Higher density housing development would be required in limited areas that would not necessarily match local need or design. Greenspaces and open countryside would be safeguarded.	Strategic Sites = 0 ha  New Sites = 0 ha	1722 (10%)	SSTC
Sunderland South	The area would benefit from development in the central area that would help to support local infrastructure. Higher density housing development would be required that would not necessarily match local need or design. City centre housing development would be maximised by high numbers of apartments. The additional residents and employees would help to support services and improved public transport to the sub-area, whilst greenspaces and open countryside would be mostly safeguarded.	Strategic Sites = 40 ha  New Sites = 0 ha	9175 (56%)	SSTC and Ryhope/ Doxford Link Road
Washington	The area would benefit from employment growth that could in turn support other services and transport improvement. Higher density housing development may be required in limited areas that would not necessarily match local need or design. Greenspaces and open countryside would be mostly safeguarded.	Strategic Sites = 33 ha  New Sites = 7 ha	990 (6%)	Leamside Line

Coalfield	The level of housing development would in general help area regeneration, help to retain local services and support improved transport infrastructure. This would be partly countered by the absence of any new employment allocations, however. Higher density housing development would be required that would not necessarily match local need or design. Greenspaces and open countryside would be otherwise safeguarded.	Strategic Sites = 0 ha  New Sites = 0 ha	3037 (19%)	Leamside Line and Central Route
Total		Strategic Sites = 73 ha Additional New Sites = 7 ha. (20ha land intensification )	14924 (91%).  (9% increased density required)	

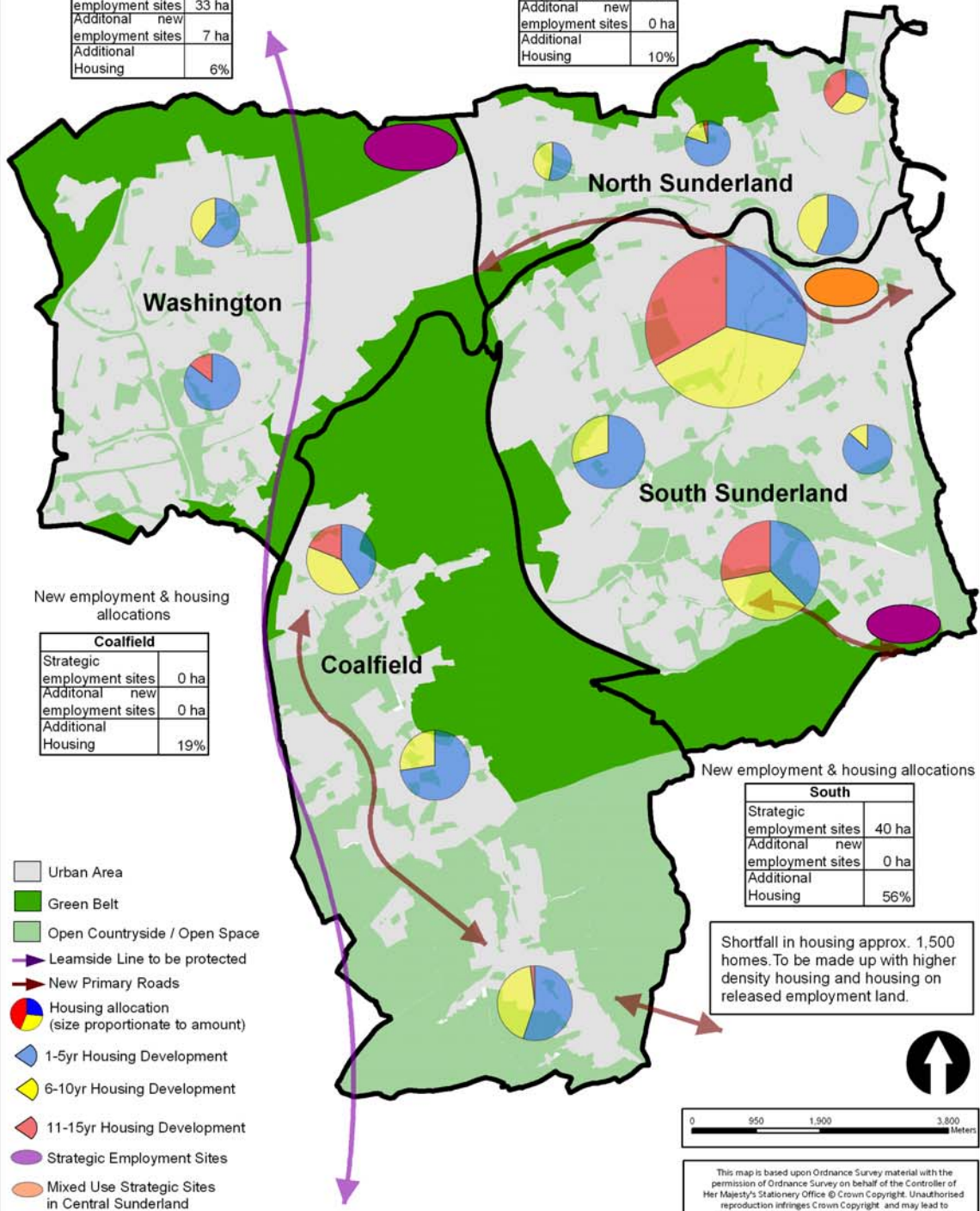
## Core Strategy Approach C: Focus development within the current urban area

New employment & housing allocations

Washington	
Strategic employment sites	33 ha
Additional new employment sites	7 ha
Additional Housing	6%

New employment & housing allocations

North	
Strategic employment sites	0 ha
Additional new employment sites	0 ha
Additional Housing	10%



## **Approach D - Sub-area spatial requirements.**

- 5.35 Local sub-area needs and priorities will be brought together to form a sustainable city-wide approach.**
- 5.36 This approach recognises that each sub-area has its own unique character and need, which is reflected in a more localised development thrust, rather than applying strategy development on a city-wide level. The aim would be to establish the city centre and Washington as key economic drivers whilst engaging neighbourhoods ('city villages') in the new economy with effective sustainable transport connections 'feeding' the main centres. It seeks to direct growth to those areas where regeneration is required and where land is available and sustainable for development. The approach is underpinned by RSS and national planning policy, and also supports the aims of the city's Sunderland Strategy.
- 5.37 As with Approach A, this fourth option recognises the city centre's role as a critical driver in future economic competitiveness. A range of new, high quality urban spaces will be created to host and encourage this activity in key locations, such as Vaux, Farringdon Row, Holmeside and Stadium Village. It supports the opportunities that exist for both the Port of Sunderland and its seafront.
- 5.38 Washington town centre would continue to complement the city centre and be the focus for distribution/logistics activity. The emergence of Sunderland as part of the sub-regional Low Carbon Economic Area with the Nissan area developed as the hub provides new opportunities for sustainable growth and appropriately connected low carbon 'city villages' across the district, with potential for new economic and exemplar residential opportunities based on sound sustainable development principles.
- 5.39 Consultation at the Issues and Options stage and on the initial Preferred Options document endorsed substantial development in South Sunderland, where there is the highest proportion of brownfield land. The spread of development possibilities in this area could allow continued emphasis on central Sunderland, but need not require this to be at the maximum density foreseen by Approach A and C. Some development on greenfield sites and low value greenspaces could be acceptable, though the broad extent of the Green Belt should be protected from development.
- 5.40 Washington would continue to be the focus for economic regeneration, though land for all its housing needs is limited without major incursions into the Green Belt or public open space. Sunderland North has limited suitable land available for development, therefore growth for the most part here would be restricted to just north of the city centre. In view of this, the Coalfield and South Sunderland would absorb the needs of

Washington and North Sunderland housing markets that cannot be accommodated there.

5.41 Development would continue to be concentrated on brownfield land in sustainable locations where available, thus largely protecting the Green Belt and open countryside. However, a limited number of incursions into the urban fringe would be required as well as four significant greenfield urban extensions.

5.42 Further growth on urban greenspaces would also be supported in limited form if the present land uses are shown to have low local value, and their re-use could also provide an alternative to excessive high density development. Public transport would also remain a key factor, with development directed towards strategic public transport corridors.

5.43 **Strengths of the spatial approach**

- Would support the regeneration and revitalisation of the city centre and central Sunderland area, allowing it to realise its potential in terms of generating employment opportunities and attracting more people into Sunderland
- Would provide a substantial residential location in the city centre and central Sunderland
- Would encourage the provision of additional / superior hotels and retail offer and an improvement in the city's public realm
- The development focus on the city centre would enable further public transport improvements to the rest of the city and the north east of England
- The proportion of development across the four sub-areas would broadly match the amount of suitable land available in these areas
- Would support employment growth in Washington area and build upon the area's accessibility to the A1 and its attraction to the employment market
- The positive impact of new housing and employment would have city-wide benefits for areas of deprivation and the enhancement of housing environments
- Would provide a realistic opportunity to cater for restricted housing land availability in North Sunderland and Washington by providing suitable locations nearby in the city
- Would support the case for re-opening Leamside Line in Washington and the Coalfield and the potential for further transport connectivity into Sunderland
- The justification for building the Central Route would be supported by development proposals in the Coalfield area
- Would help support local shops, facilities and public transport services
- Distributing development across the city would mean that brownfield land in all areas of the city could be developed, reducing the detrimental impact of such land



#### 5.44 **Weaknesses of the spatial approach**

- Would lead to development incursions into Green Belt in Washington, and greenfield incursions elsewhere in the city
- Would involve some loss of low value greenspace to development across the city
- Traffic and congestion on key arterial routes into the city centre could increase
- Long-term housing growth would involve using sites that are in peripheral and less accessible locations, and could result in higher car dependency and increase traffic congestion
- Areas of deprivation in parts of North Sunderland and Washington may worsen due to the lack of a housing development focus, which could lead to population decline locally
- Local facilities/services in North Sunderland and Washington could decline as population dropped and alternative facility provision may strengthen in neighbouring area

**Figure 6**

<b>Sub-Area</b>	<b>Impact</b>	<b>New Employment (hectares)</b>	<b>Additional Housing total (%)</b>	<b>New Transport</b>
Sunderland North	The focus of development in the city centre and central Sunderland would have a general benefit to the sub-area, although this may be partly countered by limited development possibilities in the less central areas.	Strategic Sites = 0 ha  New Sites = 0 ha	1885 (12%)	SSTC
Sunderland South	The area would benefit from development in central Sunderland as well as in Ryhope-Doxford, that would help to support local infrastructure. Development in the southern periphery would also impact upon open countryside, however. Public transport may be improved into the city centre, though there may also be increased traffic congestion on arterial roads.	Strategic Sites = 40 ha  New Sites = 13 ha	10170 (62%)	SSTC and Ryhope-Doxford Link Road
Washington	The area would benefit from employment growth. This in turn could support other services and transport improvement, though the lack of housing development may counter this to a degree, and lead to population decline locally.	Strategic Sites = 33 ha  New Sites = 0 ha	995 (6%)	Leamside Line
Coalfield	The level of development would help area regeneration, help to retain local services and support improved transport infrastructure. Land available for development can ensure that most open countryside and green infrastructure would be safeguarded, though there would be some loss.	Strategic Sites = 0 ha  New Sites = 14 ha	3365 (20%)	Leamside Line and Central Route
Total		Strategic Sites = 73 ha Additional New Sites = 27 ha	16415 (100%)	



## 6.0 SA and Core Strategy objective appraisal

- 6.1 The four spatial approaches have been appraised by relevant Core Strategy objectives as set out in the Core Strategy Preferred Options (Dec 07). The summary matrix below demonstrates that they achieve notably different outcomes. Details of the full matrix are attached in Appendix A.
- 6.2 Approach C and D both fare well, particularly Approach C which is identified to have no major 'significant impacts' and several 'major positive impacts' supporting the Core Strategy objectives of using PDL, protecting biodiversity and providing land for housing and supporting the city centre and other centres. Approach D fares similarly, has no major 'significant' impacts and is predicted to have positive impacts on the majority of CS objectives.
- 6.3 Approach A & B fares less well, the latter is likely to have many negative impacts.
- 6.4 All approaches score poorly in terms of the employment portfolio objective and protecting the countryside. The employment objective seeks to develop employment sites which reduce the need to travel and minimise the development of greenfield land. All proposals plan for development on greenfield land, if not Green Belt land. This has implications for Core Strategy Objective 17- protecting the countryside, in particular approaches A & B which propose significant housing development in the Green Belt.

### Key

Alignment	Description	Symbol
Major Positive Impact	The option contributes significantly to the achievement of the objective	
Minor Positive Impact	The option contributes to the achievement of the objective but not significantly	
Neutral	The option does not have any effect on the achievement of the objective	
Minor Negative Impact	The option detracts from the achievement of the objective but not significantly	
Major Negative Impact	The option detracts significantly from the achievement of the objective	
Uncertain	Uncertain or insufficient information on which to determine	

**Fig.7 Appraisal of approaches by Core Strategy objectives**

<b>Relevant CS Objectives</b>	<b>Approach A</b>	<b>Approach B</b>	<b>Approach C</b>	<b>Approach D</b>
<b>1. Spatial development and regeneration</b>	Yellow	Orange	Yellow	Light Green
<b>2. Population growth</b>	Light Green	Yellow	Yellow	Dark Green
<b>3. Carbon emissions and energy</b>	Yellow	Orange	Light Green	Yellow
<b>4. Flooding and climate change</b>	Orange	Red	Light Green	Yellow
<b>5. Using previously developed land</b>	Light Green	Orange	Dark Green	Light Green
<b>7. Biodiversity in the city</b>	Yellow	Orange	Dark Green	Light Green
<b>8. Accessibility and sustainable transport</b>	Yellow	Orange	Light Green	Light Green
<b>9. Connecting the city</b>	Yellow	Orange	Yellow	Yellow
<b>11. Employment portfolio</b>	Yellow	Yellow	Yellow	Yellow
<b>14. Improving neighbourhoods</b>	Yellow	Yellow	Light Green	Light Green
<b>15. Land for housing</b>	Yellow	Orange	Light Green	Light Green
<b>17. Protecting the countryside</b>	Red	Red	Orange	Orange
<b>19. City centre and other city centres</b>	Light Green	Light Green	Dark Green	Light Green

## 7.0 Sustainability Appraisal

- 7.1 All approaches will have a negative effect on climate change and flooding in the city and will all lead to deteriorating air and water quality, Approach B more so than the others. All approaches, with the exception of Approach C will lead to Green Belt or countryside incursions, but will also mean that large amounts of PDL are developed, particularly within the city centre.
- 7.2 While all approaches will lead to improvements in the city's economy only Approach A and D will help stem the declining population of the city. Approach B will have significant negative effects on sustainable transport within the city, whilst Approaches C and D will both have positive effects.

**Fig. 8 Appraisal of approaches by SA objectives**

SA Objective	Situation under Approach A	Situation under Approach B	Situation under Approach C	Situation under Approach D
Adapting to and mitigating against climate change	Orange	Orange	Orange	Orange
Living within environmental limits	Orange	Red	Orange	Orange
Safeguarding and enhancing Sunderland's environmental infrastructure	Orange	Red	Yellow	Orange
Strengthening Sunderland's economy and employment market	Light Green	Light Green	Light Green	Light Green
Stemming the declining population of the city by reducing out migration and encouraging in-migration	Light Green	Yellow	Yellow	Dark Green
Establishing a strong learning and skills base for Sunderland	White	White	White	White
Building sustainable communities in Sunderland	Yellow	Yellow	Yellow	Light Green
Improving health and well-being whilst reducing inequalities in health	Light Green	Yellow	Light Green	Light Green
Promoting, enhancing and respecting	Yellow	Red	Yellow	Light Green

Sunderland's culture and heritage	Yellow	Red	Yellow	Green
Developing sustainable transport and communication.	Yellow	Red	Green	Green

## 8.0 Summary comparison

8.1 In our opinion, the four approaches presented in this report are the most achievable, realistic and deliverable for Sunderland, matching agreed development levels over a 15-year plan period, matching national, regional and local policy, supporting city regeneration within a framework of sustainability.

8.2 As the above comparison demonstrates, there is no perfect answer with regards to future development in Sunderland:

- Land uses each have their own specific requirements
- Development locations each have separate impacts on the environment, on social need and on sustainable development
- When trying to locate what would be best for a specific objective it often has knock-on effects for other land uses and environmental considerations
- Options may work well for one part of the city but badly for another area

8.3 It is also acknowledged that there may be other alternatives and approach variations, and those put forward will be considered as part of the Preferred Options preparation.

8.4 We have already summarised the impact of each approach by sub-area. This final summary will combine the results for each sub-area together, in terms of spatial distribution, quantity and quality impacts. Appendix B shows broad comparisons of the four spatial approaches by sub-area in terms of the distribution of both housing and employment land.

### 8.5 Sunderland North

Approach A offers an above average level of development that together with the focus on development in central Sunderland should help to safeguard public transport and local services. There would however be some loss of greenspace.

8.6 Approach B puts forward the largest quantity of development. This helps to support public transport, local services and reduce deprivation, but would also cause increased traffic congestion, as well as loss of greenspace and open countryside.

8.7 Approaches C and D put forward the least amount of development. While there may be a negative effect on regeneration and service

retention, there would also be a positive knock-on effect from the concentrated development in adjacent central Sunderland. Approach C focuses on safeguarding greenspaces, though there is a trade-off with higher development densities, which could potentially affect development quality.

#### 8.8 **Sunderland South**

Approaches A and D put forward the largest quantity of development. Both approaches ensure that development is focused upon central Sunderland, and also advocate development in the open countryside around Ryhope-Doxford that would help to support local infrastructure. Public transport improvements should be supported from the city centre to the rest of the city and City Region, though traffic congestion would also rise as a result of the extent of development.

8.9 Approach B puts forward the least amount of development. There would still be considerable development in central Sunderland, but not at the same intensity, hence reducing to some extent its wealth-making impact. The reduced development focus overall might further impact on deprived areas. There would be less development in the southern periphery, thereby safeguarding more open countryside. However, there would be ramifications for accommodating the required level of development elsewhere in the city.

8.10 Approach C offers a relatively high level of development that would include higher density development throughout. Public transport and local service improvements should be supported across the area, though the focus on higher density development may affect the range of choice available, especially in terms of housing. Open countryside and greenspaces would be mostly safeguarded, though some low value greenspaces would also be retained.

#### 8.11 **Washington**

Approach A puts forward a high quantity of housing and employment development that would support local services, public transport and reduce deprivation. However, there would also be development within the Green Belt and pressure to develop on greenspaces within the area.

8.12 Approach B puts forward the largest quantity of development. The intensity of housing development would mean considerable loss of open space and Green Belt, and could also lead to traffic congestion. New employment sites are limited. The overall level of development would have a positive impact on services and transport provision, and in reducing deprivation overall.

8.13 Approaches C and D put forward a considerable proportion of employment development, but a limited quantity of housing development. The lack of housing development may affect local services and public transport, though this may be offset by employment



development to an extent. There would be one incursion into Green Belt, and greenspaces would be largely safeguarded.

**8.14 Coalfield**

Approach A puts forward the least amount of development, including no further employment provision. The more limited focus for development would affect regeneration as well as transport and service provision. More positively, the open countryside and green infrastructure would be safeguarded and improved.

8.15 Approaches B and D put forward the largest quantity of development. The level of development would help area regeneration, help to retain local services and support improved transport infrastructure. There would also be some loss of open countryside.

8.16 Approach C puts forward an above average quantity of housing development but no further employment provision. The focus on higher density development may affect development quality and choice. Greenspaces would be safeguarded and open countryside incursions would be limited.

**9.0 Next steps**

9.1 Consultation on the four spatial approaches will be carried out from 15 September until 6 November 2009. Meetings will be carried out with key stakeholders and Area Committees, and the four approaches will be advertised extensively and made available to view online. The approaches will also be made available to view in libraries and Customer Service Centres, and on the mobile Customer Service Centre bus, which will have officers available to answer queries at various destinations across the city.

9.2 Between November 2009 and March 2010, the Preferred Option approach will be selected, and a full policy report will be updated. The report will be presented to cabinet and council in March 2010.

9.3 Formal 6-week consultation on the Preferred Option Report will commence in March 2010.

9.4 Background evidence and topic papers will be available to view online from 15 September 2009.

## 10.0 Appendices

### Appendix A- Assessment of approaches by core strategy objectives.

Relevant CS Objectives	Approach A	Approach B	Approach C	Approach D
<p><b>1. Spatial development and regeneration</b> To create a focused spatial distribution of employment, housing and other uses in the city via sustainable 'remodelling', prioritising areas for regeneration in the city where resources will be focused.</p>	<p>Would see the regeneration of Washington, North and South Sunderland but at detriment to the Coalfield. The Coalfield has some of the highest levels of deprivation in the city. Focused distribution.</p>	<p>Distributed according to population and land area. Focused spatial distribution. Not all development proposals would necessarily take place in sustainable locations, in urban areas or on main transport corridors.</p>	<p>Increased/ higher densities. Focus on city centre central corridor. This will have benefits for the core urban area. However could result in over-intensification and a lack of employment land in the Coalfield.</p>	<p>Regeneration focus, distributing where land is available. Washington and South priority for employment. South &amp; Coalfield for housing. Shortage of land in North, so no significant development.</p>
<p><b>2. Population growth</b> To plan for sustainable growth of the city's population and to stem out-migration.</p>	<p>Could see the loss of residents from the Coalfield to Durham County and further if a lack of/ no investment in the area. But otherwise very good for the remainder of the city.</p>	<p>Distributed housing &amp; economic development. However major implications for Washington &amp; North where land is scarce. Could have implications for living environments of the area and therefore the attractiveness.</p>	<p>If focus on PDL, would have to be significantly higher densities. Not providing mix of housing types or attractive environments for residents. Lack of executive dwellings.  Will maintain services.</p>	<p>Distributes housing and economic development taking into account where land is available and where the demand is.</p>

<p><b>3. Carbon emissions and energy</b> To reduce carbon emissions in the city, towards a 60 percent reduction by 2050.</p>	<p>City Centre focus. Main conurbation, therefore less need to travel. Over concentration of development could increase congestion in the city centre resulting in Air Quality Management Areas (AQMA's).</p> <p>Implications for Coalfield-increased reliance on car.</p> <p>Development of Green Belt sites not on strategic transport corridors, adding further traffic to roads.</p>	<p>Increase development on greenfield and Green Belt sites not on strategic transport corridors/ public transport corridors.</p> <p>Adding further cars to the roads.</p> <p>Distribution of development across the city could lead to further traffic on all the arterial roads.</p>	<p>PDL generally in sustainable locations. On public transport corridors routes. City centre focus.</p> <p>Development focused with main conurbation, therefore less need to travel. Over concentration of development in the city centre could increase congestion in the city resulting in AQMA's.</p> <p>Development of Green Belt sites not on strategic transport corridors, adding further traffic to roads.</p>	<p>City centre focus. Main conurbation, therefore less need to travel. But could lead to further traffic as remainder of development distributed across city. Over concentration of development in the city centre could increase congestion in the city resulting in AQMA's.</p>
<p><b>4. Flooding and climate change</b> To seek to reduce flooding and other climate impacts.</p>	<p>Proportion of development in Green Belt/ on greenfield land. Therefore increasing amount of impermeable surfaces.</p>	<p>Large proportion of development in Green Belt/ greenfield. Therefore increasing amount of impermeable surfaces.</p>	<p>Intensifies development in ARC area, close to the river. Some loss of greenfield land but to a lesser extent.</p>	<p>Some development of greenfield land particularly in South Sunderland and the Coalfield.</p>
<p><b>5. Using previously developed land</b> To maximise the reuse of PDL for a range of development uses, so as to minimise urban development of greenfield land.</p>	<p>Only sees development of PDL in Coalfield at detriment to Washington Green Belt. Some 33ha of Green Belt could be lost to housing &amp; 21ha for employment land. Focus of development in South Sunderland will be within Central Sunderland on</p>	<p>Due to shortage of land to meet distribution, significant development on greenfield/ Green Belt. 40ha of Green Belt could be lost to housing &amp; 15ha to employment. Some PDL sites in central Sunderland won't come forward.</p>	<p>Primary focus on PDL particularly Central Sunderland. 33ha of Green Belt lost to employment. Some greenfield land will be lost in South Sunderland.</p>	<p>Focus on PDL though there will be some loss of greenfield to achieve RSS housing/ economic requirements. 33ha of Green Belt lost to employment.</p>

	brownfield land,			
<p><b>7. Biodiversity in the city</b> To protect the city's biodiversity resource from both the direct and indirect adverse effects of development, and seek opportunities to enhance that resource</p>	<p>Loss of Green Belt in Washington. Implications for SPA/SAC with focus on central Sunderland. Protection of Coalfield particularly important magnesium limestone escarpment.</p>	<p>Would see intense/ heavy development of greenfield/ Green Belt particularly in North/ Washington.</p>	<p>PDL sites are often homes to various forms of biodiversity. Otherwise good quality greenfield sites would be protected.</p>	<p>Protects Coalfield limestone escarpment focus on central Sunderland. Limited loss of Green Belt.</p> <p>Could be SPA/SAC implications.</p>
<p><b>8. Accessibility and sustainable transport</b> To enhance accessibility for all to a full range of facilities and jobs and to develop sustainable transport and reduced dependency on car use.</p>	<p>Beneficial to North/ Washington, would see improved and alternative links of public transport .e.g. metro extension.</p> <p>Implications for Coalfield public transport, unlikely to be sufficient support for central route and Leamside Line.</p> <p>Potentially increased traffic congestion on arterial routes as people commute to city centre.</p>	<p>Support central route. Less likely to be traffic congestion. However dispersed development, a lot of development on the periphery of the urban boundary.</p> <p>Less central development.</p> <p>Development on Green Belt not likely to be on strategic transport corridor.</p>	<p>PDL generally tends to be in sustainable locations.</p> <p>Focus on central Sunderland would support Metro.</p> <p>Potentially increased traffic congestion on arterial routes as people commute to city centre.</p>	<p>More designated development in Coalfield would see improved public transport services, support Leamside/ Central Route.</p> <p>Proposal would support public transport in all four sub-areas, potential issues in North where limited development due to lack of land.</p>

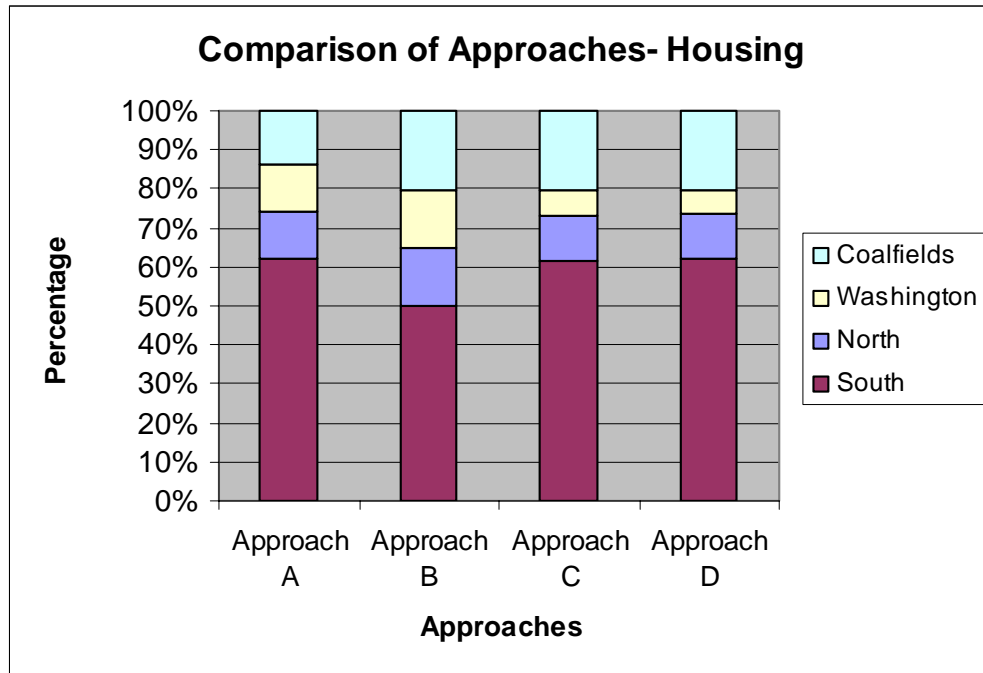
<p><b>9. Connecting the city</b> To propose sustainable transport solutions that enhance the city's profile and economic competitiveness</p>	<p>Proposed development in Washington and North Sunderland could support a metro extension.</p> <p>Focused Development within Central Sunderland.</p> <p>Supports a number of road schemes improving access around the city i.e. the SSTC (identified as a strategic transport scheme).</p> <p>Does not support the Leamside Line/ Central Route-due to lack of development in the Coalfield.</p>	<p>Supports a number of road schemes improving access around the city i.e. the SSTC ( identified as a strategic transport scheme)</p> <p>Supports no sustainable transport solutions.</p>	<p>Supports the SSTC/ Leamside Line/ Central Route- identified as a strategic transport schemes/ projects/ initiatives.</p>	
<p><b>11. Employment portfolio</b> To develop economic prosperity by providing a wide portfolio of high quality employment sites 'fit for purpose' distributed to reduce the need to travel and to minimise greenfield land-take.</p>	<p>Provides a wide employment portfolio.</p> <p>Sees the development of large plots of greenfield/ Green Belt for economic development. Would support SSTC.</p> <p>Enhances the economic profile of Washington.</p> <p>Potentially Coalfield could lose its employment</p>	<p>Provides a wide employment portfolio.</p> <p>Sees the development of large plots of greenfield/ Green Belt for economic development.</p> <p>Would see no focus for employment, however each sub-area would benefit, reducing need to travel</p>	<p>Sees the development of 40ha of Green Belt for economic development.</p> <p>Would see development of economic land for housing.</p> <p>Even after development in the Green Belt there would be a shortage of employment sites. Therefore requiring the intensification of exiting sites.</p>	<p>Provides a wide employment portfolio.</p> <p>Sees the development of large plots of greenfield/ some Green Belt development.</p>

	profile- prejudicial to the future of Rainton Bridge?			
<p><b>14. Improving neighbourhoods</b> To achieve sustainable, attractive and popular residential neighbourhoods throughout the city that are well integrated with schools, shops and services, community facilities and open space.</p>	<p>Very detrimental to Coalfield, particularly in south where facilities are already lacking. However, very good elsewhere.</p> <p>Could result in increased deprivation</p> <p>Would benefit Ryhope/ Doxford.</p> <p>Would result in development of open space in Washington/ North.</p> <p>Green Belt developments on the urban fringe therefore unlikely to be well integrated with existing services/ facilities</p>	<p>Loss of greenfield/ openspace, peripheral development.</p> <p>Supports CS but to a lesser extent.</p> <p>Distributes development across city supporting existing services. South Sunderland may be hindered</p> <p>Green Belt developments on the urban fringe therefore unlikely to be well integrated with existing services/ facilities</p>	<p>PDL sites tend to be located close to existing centres. Development of these would support existing services.</p> <p>Increased densities of proposed sites would further support services.</p> <p>However would not achieve sufficient housing mix.</p>	<p>Distributes development across city supporting existing services</p> <p>Some development of greenfield land, benefiting Ryhope/Doxford and Easington Lane</p> <p>Could be detrimental to services/ facilities in Washington and North Sunderland. However North Sunderland is in close proximity to central Sunderland.</p>
<p><b>15. Land for housing</b> To ensure enough land for new housing is provided to achieve RSS allocation guidelines and targets for the reuse of PDL.</p>	<p>Sufficient land for housing but at detriment to Green Belt. 20ha of housing proposed in Green Belt. Some greenfield loss too.</p> <p>Maximises use of available PDL</p>	<p>Sufficient land for housing but at detriment to Green Belt. 40ha of housing proposed in Green Belt</p> <p>Would not make full use of PDL land available</p>	<p>Full use of PDL restricts greenfield development</p> <p>Would require intensification of sites reducing choice</p>	<p>Sufficient land for housing. Maximises use of available PDL. Some loss of greenfield sites. No Green Belt incursions</p>

<p><b>17. Protecting the countryside</b> To protect and enhance the countryside, its landscape and areas of individual landscape character, including features associated with River Wear, Sunderland coast and the Magnesian Limestone Escarpment</p>	<p>Protects Coalfield limestone escarpment.</p> <p>Implications for SPA/SAC with focus on central Sunderland.</p> <p>53ha of Washington Green Belt proposed for either housing or employment development.</p>	<p>Implications for SPA/SAC with focus on central Sunderland</p> <p>73ha of Washington and north Sunderland Green Belt proposed for either housing or employment development.</p>	<p>Protects Coalfield limestone escarpment.</p> <p>40ha of Washington Green Belt proposed for employment development</p> <p>Incursions into open countryside in south Sunderland and the Coalfield</p>	<p>Implications for SPA/SAC with focus on central Sunderland</p> <p>33ha of Washington Green Belt proposed for employment development.</p> <p>Significant incursions into open countryside in South Sunderland and the Coalfield</p>
<p><b>19. City centre and other city centres</b> To expand and develop the city centre and city centre fringe into a vibrant and economically buoyant entity, whilst securing the viability and attractiveness of secondary and tertiary retail centres.</p>	<p>Focus development in city centre and supports long term future of Washington.</p> <p>Does not support Houghton Centre. Houghton centre identified as requiring support- currently failing in its role at present. Lack of development in the area would further accentuate the problem.</p>	<p>Distributes development supporting secondary and tertiary centres across city but less emphasis on city centre</p>	<p>Focus development in Central Sunderland. Intensifies development, further supporting services/facilities.</p>	<p>Focus development in central Sunderland. Limited development in Washington/ North could have implications for local/district centres.</p> <p>Supports future of Houghton/Hetton/ Easington.</p>

## Appendix B: Housing and employment development comparisons by sub-area

### Housing



### Employment

	Current Employment Land Distribution (Allocated)	Available Employment Land within existing allocated sites	Approach A- New Employment Land	Approach B- New Employment Land	Approach C- New Employment Land	Approach D- New Employment Land
North	68.2 (+ 41.3 Central Sunderland)	5	0	12	0	0
South	235.35 (+135 Central Sunderland)	10	53	53	40	53
Washington	664.67	65	47	15	40	33
Coalfield	124.42	43	0	20	0	14