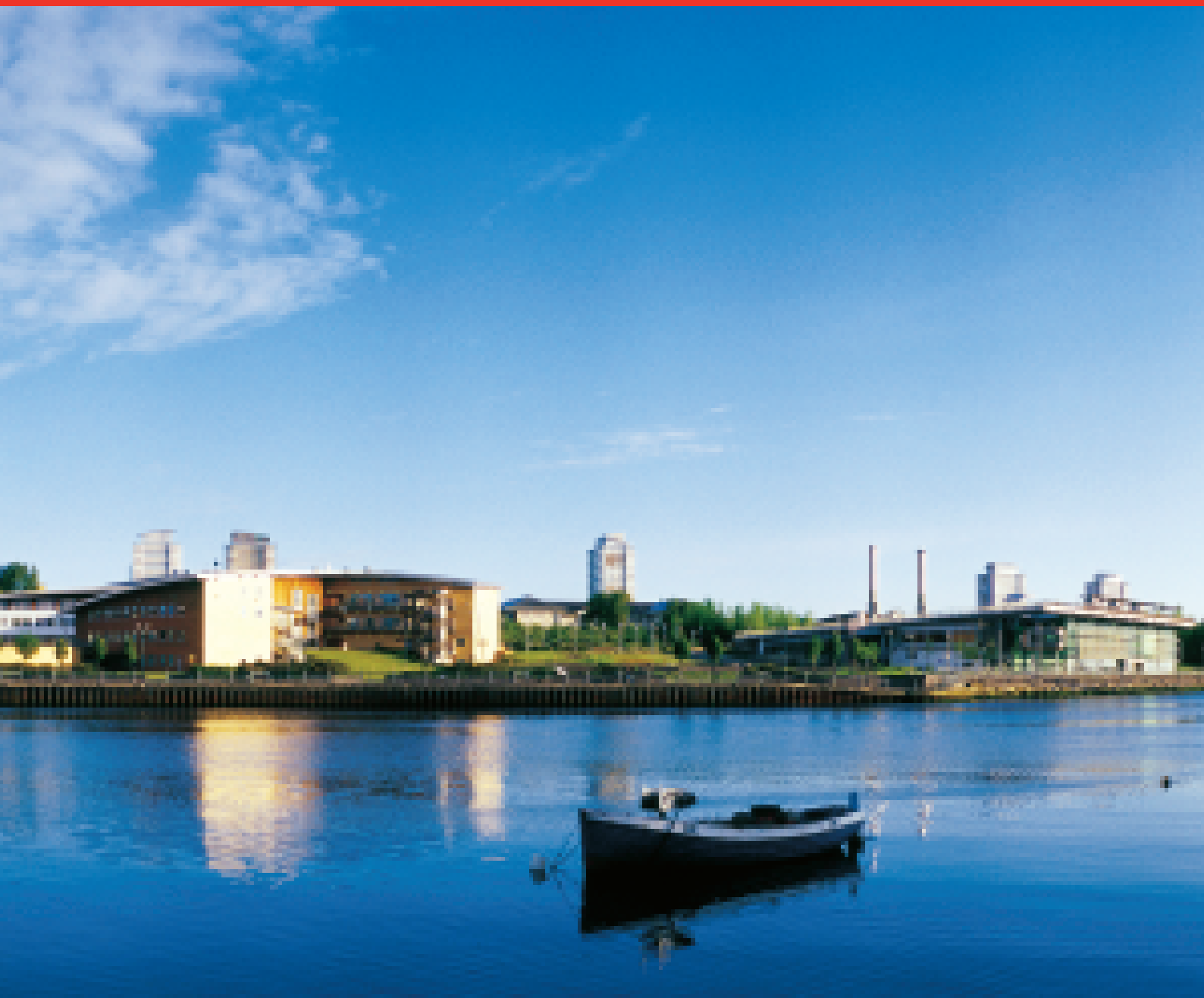


Core Strategy



Core Strategy

Development Plan Document Preferred Options

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Foreword

Planning for change is at the heart of Sunderland being a successful, competitive city. Every era has its particular challenges and over the coming decades Sunderland must develop and grow to improve its economic position in the region, to build more sustainable communities and to play its part in tackling the global priorities related to climate change.

The Core Strategy is a new type of plan that will provide the essential framework for planning the physical development of the city. It will be fundamental to achieving the vision for Sunderland of a prosperous city and a desirable, safe, and healthy place to live, work, learn and visit, where people can reach their full potential.

The Core Strategy forms part of the Local Development Framework that will eventually supersede the city's Unitary Development Plan. It provides Sunderland with the opportunity to address its current and future planning issues to help make the city a better place.

This document is called the Preferred Options. It was preceded by the Core Strategy Issues and Options, which the City Council consulted on over the winter of 2005/2006. Now, the Preferred Options report is being published for consultation. It proposes a vision and objectives for planning the future of the city and a series of broad policies for its development, its environmental protection and its enhancement. The document has taken into consideration comments and views already submitted in response to the Issues and Options consultation. It has been subject to appraisal, ensuring that the plan is sustainable.

The strategy will underpin all development in the city for the next 15 years. It informs the residents of Sunderland and all those who work, visit and invest in the city, what development is likely to take place, where this development will occur and when it will happen. It sets out in broad terms where and how much new housing and employment there should be in the city, as well as other matters, including retail, open space and transport.

In proposing new development, the strategy also demonstrates how the city's unique built and natural environment will be protected and looks at how planning the city can help reduce our impact on climate change.

Central to preparing the Core Strategy is the involvement of the community. The Preferred Options report is being made available for comment to all residents, businesses and other interested parties. The City Council wants to help make life better for you, so who better to ask than the people who live and work in Sunderland and who know this city and care about its future.

Your views can make a difference. I urge you to respond to this consultation document. It is your opportunity to have your say and help shape our future.



A handwritten signature in black ink, appearing to read 'Joe Lawson'. The signature is written in a cursive style and is positioned to the right of the portrait photo.

Cllr Joe Lawson

Portfolio Holder Planning and
Transportation

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Introduction



1.0 Introduction

1.1 Sunderland has been transformed in the 15 years since city status was granted in 1992. The city has witnessed significant economic and social changes as a result of the decline in its traditional industries and the growth in service, automotive and knowledge based sectors. This period has also seen the arrival of the Tyne and Wear Metro to the city, the development of new high tech industries, improvements to the city centre, and environmental improvements such as the creation of major new Country Parks on former industrial areas.

1.2 Looking forward to the next 15 years, there are major opportunities that will continue to shape and transform the fortunes of the city, challenging development sites and a compelling need to create exciting built forms that do justice to the stature of this vibrant city, and make it one of the most liveable cities in Europe. The Local Development Framework will be at the forefront of this by establishing the vision and giving the City Council the means to drive the city forward.

Sunderland city vision

1.3 The Community Strategy for the city - The Sunderland Strategy (2004-2007) - has set out the key objectives and vision to deliver the city's regeneration, aiming to enhance the quality of life for local communities whilst contributing to the achievement of sustainable development. The city vision states the following:

“Sunderland - a city for everyone to be proud of. Sunderland will be a prosperous city. A desirable, safe and healthy place to live, work, learn and visit, where all people can reach their full potential.”

1.4 Running parallel to the Sunderland Strategy, an Image Strategy was created in 2005 generating a brand vision for Sunderland - “Creating the UK's most liveable city” - and three key brand values. These are as follows:

- Life-enhancing - striving to be cleaner, safer and greener and a place that will enhance your health, lifestyle and quality of life
- Smart - an intelligent choice, a city that uses technology to enhance short and long term quality of life
- Balanced - working towards a balanced and sustainable future, finding the ways that get best results for citizens.

1.5 A new sustainable Community Strategy will marry these brand values together in 2008.

1.6 The planning system is the mechanism to achieve this strategy and vision, and in particular the city's Local Development Framework (LDF), which will guide future sustainable development of Sunderland for the next 15 years in line with European, national and regional planning policy.

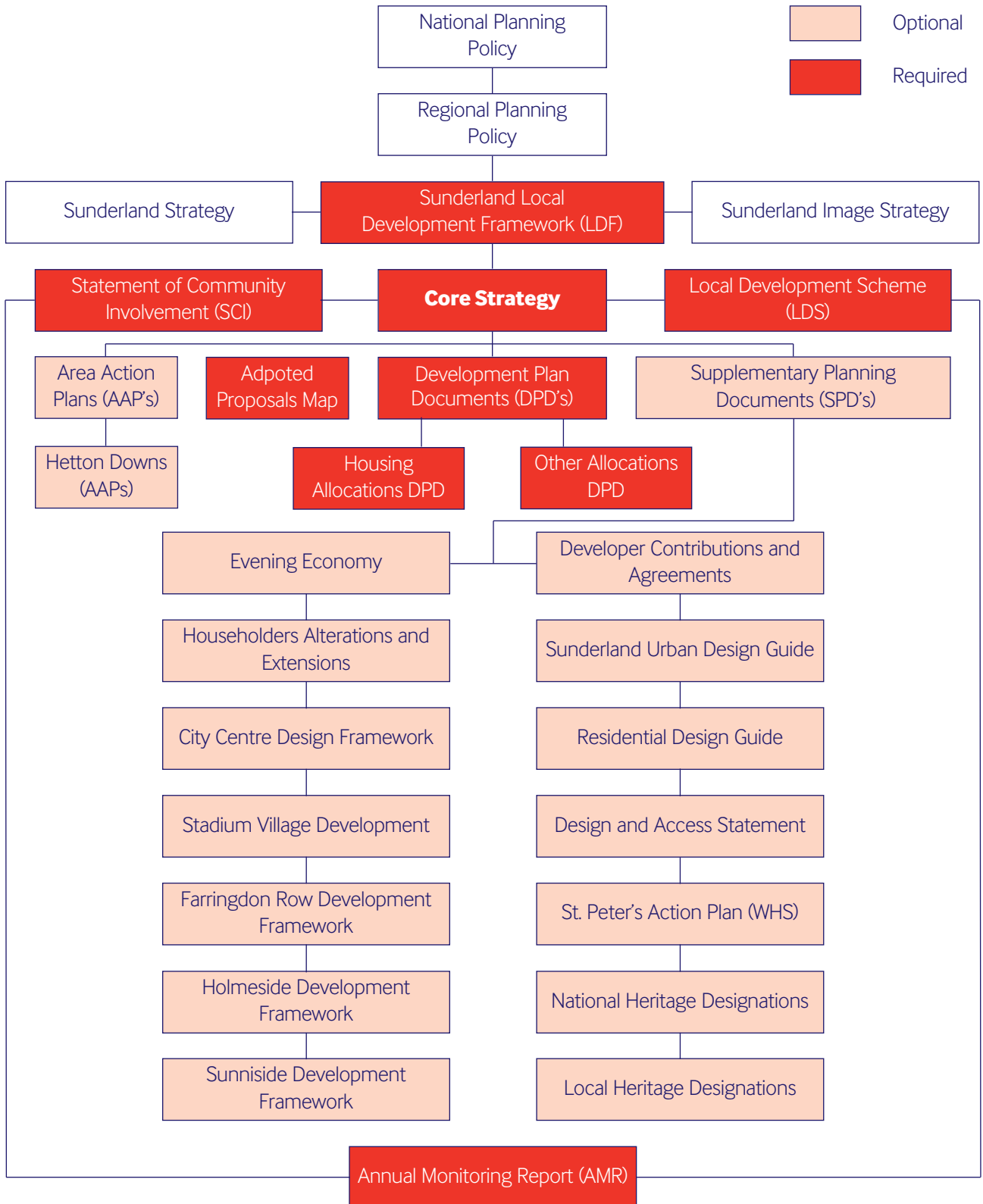
What is a Local Development Framework (LDF) and Core Strategy?

1.7 The Government has introduced a new planning system that aims to respond more quickly to changing circumstances. Under this system Sunderland's Unitary Development Plan (UDP), adopted in 1998, and its partial revision Alteration No.2, adopted in 2007, will in due course be replaced with a series of topic-based documents that will collectively be called the Local Development Framework (LDF). The LDF will provide a strategic planning framework for the city, guiding change to 2021 and, when adopted, Sunderland's LDF together with the Regional Spatial Strategy will form the Statutory Development Plan for this city.

1.8 The Core Strategy lies at the heart of the LDF. It will set out the overarching strategic planning framework for the development of the city up to 2021 and draw from other strategies of the City Council (such as the Community Strategy) and other organisations that have implications for the development and use of land. The Core Strategy sets out the spatial vision and aims of the LDF and the strategic policies to help deliver that vision. It does not set out site-specific proposals or allocations, but instead will indicate the broad locations for delivering new development such as housing, employment and transport.

1.9 All subsequent Local Development Documents brought forward by the City Council will need to conform to the Core Strategy. The LDF Family Tree sets out the range of other documents being brought forward and shows their interrelationships.

LDF family tree



1.10 The City Council's Local Development Scheme (or project plan) sets out the more detailed programme for those LDF documents that are being prepared together with timescales for completion.

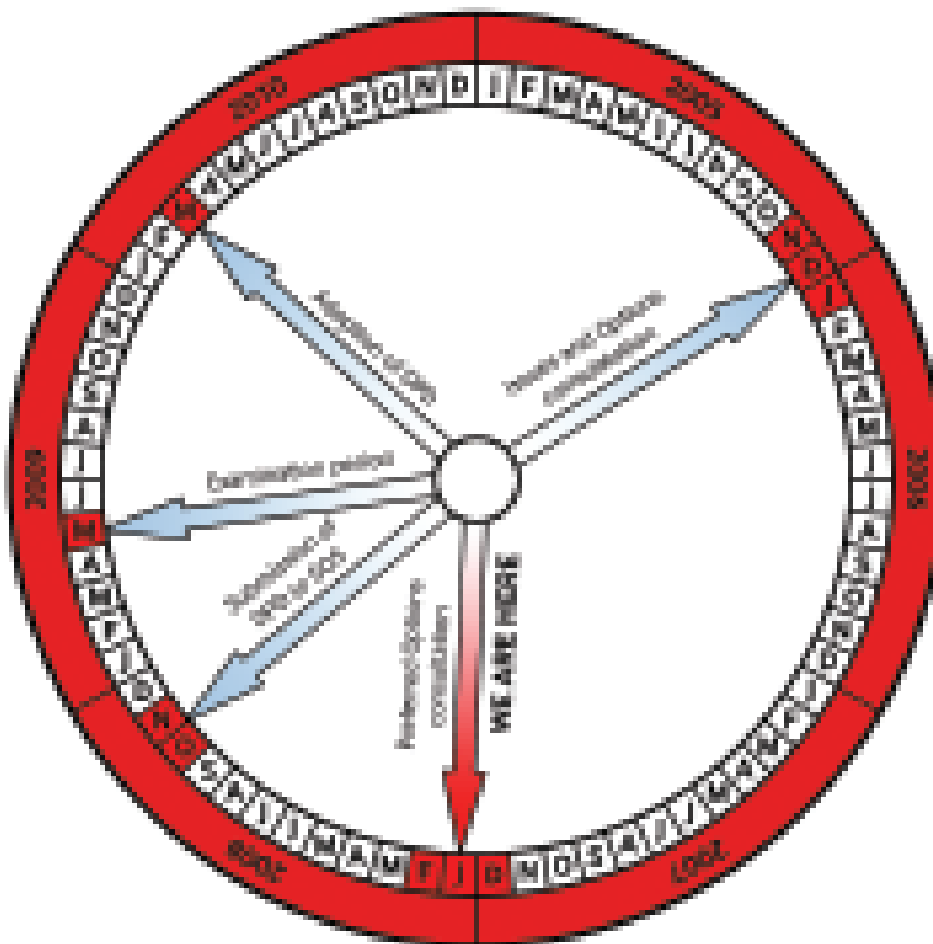
What is a Preferred Options report?

1.11 This Core Strategy must pass through a series of formal stages before it can be formally adopted. The diagram below sets out each of the stages that must be completed together with the timescales for this Core Strategy.

1.12 Firstly, an Issues an Options Report was published for formal consultation between late 2005 and early 2006. It set out the key issues that need to be addressed in the city and raised a number of questions for people to respond to.

1.13 Working towards the preparation of the next stage, the Preferred Options, further consultations were carried out with a number of groups and organisations throughout 2007 including the Local Strategic Partnership, Independent Advisory Groups, Area Committees and key stakeholders. This has further helped to develop this Preferred Options Draft, which sets out the City Council's preferred approach to the Core Strategy having considered and where necessary discounted other alternative development scenarios.

Core Strategy DPD time circle



The Preferred Options and having your say

1.14 The Preferred Options (pre-submission) stage is now underway, whereby the community and stakeholders have an opportunity to ensure that the City Council has considered all the options. You are asked to consider this Preferred Options Draft and consider whether you agree with these Preferred Options. This could include other options put forward by consultees, irrespective of the Preferred Options set out in this report. Following the end of this period the City Council will consider all representations and prepare the document for its formal submission.

Next steps

1.15 Having considered all of the responses made to this Preferred Options Draft, a Submission draft of the Core Strategy will then be prepared for independent examination. There will be a further six-week consultation period. The Government will appoint a Planning Inspector to conduct an independent examination in order to consider whether the Core Strategy is a "sound" document, and will address concerns raised during consultation at this stage. The Inspector's Report will be binding and there will be no further opportunities to put forward views before the formal adoption of the Core Strategy in spring 2010.

Building in sustainability

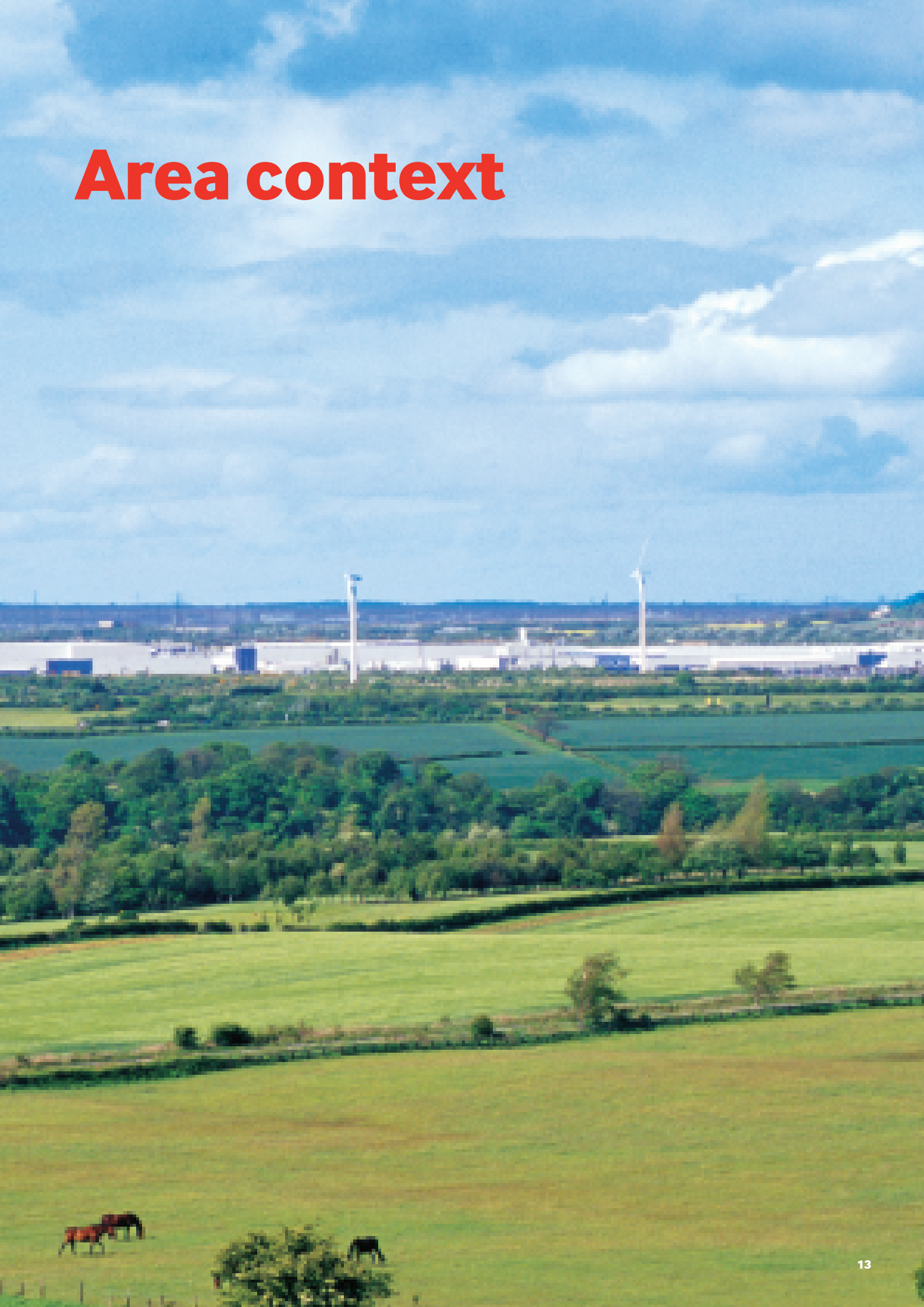
1.16 The principles of sustainable development are central to national, regional and local policy. A statutory requirement of the LDF is to carry out Sustainability Appraisal, which is a combination of a Strategic Environmental Assessment (SEA) and a Sustainability Assessment. The Sustainability Appraisal will identify and evaluate the environmental impacts and economic and social concerns of the LDF, including the Core Strategy. The SA is published as a separate document. It contains commentaries in relation to the rejected options referred to in the individual policy chapters. The conclusions relating to each of the preferred options policies have been summarised and included in the information box at the end of each policy statement.

Appropriate Assessment

1.17 The Core Strategy is also subject to an Appropriate Assessment (AA). AA's of land use plans are required under the European Communities (1992) Council Directive 92/43/EEC (the 'Habitats Directive'), transposed into UK law by The Conservation (Natural Habitats) (Amendment) Regulations 2007. The Habitats Directive seeks to protect the integrity of internationally important nature sites and requires that development plans do not adversely affect the integrity of Natura 2000 sites (Special Protection Areas - SPA which relate to bird populations; Special Areas of Conservation - SAC which have important habitat features and Ramsar sites which are internationally important wetlands).

1.18 The Appropriate Assessment must be available with the 'submission' version of the Core Strategy; however an initial assessment has been undertaken of the Preferred Options, as is recommended good practice. The Appropriate Assessment and Sustainability Appraisal form part of the Preferred Options Core Strategy.

Area context



2.0 Area context

2.1 Sunderland is the largest city between Leeds and Edinburgh with a population of 282,000. The city, covering an area of 137 square kilometres, forms part of the Tyne and Wear City Region.

2.2 There are 3 distinct parts of the city: to the east of the A19 is the main built up area (177,500 population) that includes Sunderland city centre; to the north-west is Washington New Town (58,000); to the south-west are a number of former mining towns and villages around Houghton-le-Spring (46,500) connected by the A182. The city's population has slowly declined from a high of 300,000 in the mid-1970's.

2.3 Sunderland is situated at the mouth of the River Wear and is also the largest UK city by the sea (North Sea). For a city with a great industrial tradition, it can also boast tremendous habitat diversity. More than 50 percent of the city is greenspace, consisting of statutorily designated Green Belt, countryside, and open space and there are 83 sites on the city's Nature Conservation Register, including 16 Sites of Special Scientific Interest. The city is bisected west-east by the East Durham Magnesian Limestone Escarpment.

2.4 Over the last 20 years the city has undergone an economic transformation following the decline in the traditional industries of mining, ship building and heavy engineering. Thousands of jobs have been lost and new jobs created in the automotive manufacturing and service based sectors. In 1973, 32 percent of the workforce worked within the service sector but in 2001 this had risen to 50 percent. Over the same period the proportion of skilled manual workforce fell from 50 percent to 25 percent of the total.

2.5 While there has been a notable economic recovery, there remains in Sunderland a range of significant social issues:

- Wealth per head of population is amongst the lowest in the UK
- Unemployment, whilst at a 25 year low, is consistently higher than the national average
- The health of our residents is well below the national average
- Education attainment, though improving, remains below the national average, and
- Though crime levels are falling, they are still too high and fear of crime persists in the community

2.6 There is a notable difference in housing types in Sunderland compared with England and Wales as a whole. Sunderland is dominated by terraces and semi-detached properties and there is a significant shortage of detached dwellings, whereas in England and Wales there is a more even spread of housing types. Two thirds of all homes fall in the lowest Council Tax bracket, compared to only a quarter nationally.

House prices are also much lower than the national average, though recent surges combined with below average income indicate an increasing 'affordable housing' issue.

2.7 Accessibility to services is good; local facility provision is generally well established, and below-average car ownership levels have helped to support a high level of public transport service, including connection by Metro to Tyneside and Newcastle International Airport. The city is directly linked to the A19 and the A1(M), though connections to the national rail network are more limited.

Key spatial issues and strategic context



3.0 Key spatial issues and strategic context

3.1 In arriving at Sunderland's Preferred Options report, a clear thread can be traced from the specific city policies up to national and international policies and directives, as explained below.



The national perspective

3.2 Communities and Local Government is working to create thriving, vibrant, sustainable communities which will improve everyone's quality of life. It defines sustainable communities as:

“Places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.”

UK Sustainable Development Strategy (2005), DEFRA, p121.

3.3 More specifically, sustainable communities should embody the following 8 key components:

- Active, inclusive and safe - fair, tolerant and cohesive with a strong local culture and other shared community activities
- Well run - with effective and inclusive participation, representation and leadership
- Environmentally sensitive - providing places for people to live that are considerate of the environment
- Well designed and built - featuring quality built and natural environment
- Well connected - with good transport services and communication linking people to jobs, schools, health and other services
- Thriving - with a flourishing and diverse local economy
- Well served - with public, private, community and voluntary services that are appropriate to people's needs and accessible to all
- Fair for everyone - including those in other communities, now and in the future

The Regional Spatial Strategy

3.4 The emerging Regional Spatial Strategy (RSS) is the delivery mechanism for the spatial elements of a number of significant regional strategies including:

- The Northern Way
- The Regional Economic Strategy and
- The Regional Housing Strategy

3.5 The strategy encourages the idea of City Regions, introduced by the Northern Way. Sunderland, as part of the Tyne and Wear City Region, has a major role to play (see Appendix 1 for a full list of RSS policies relevant to Sunderland).

3.6 The RSS requires the majority of new development to be concentrated in the conurbations and main towns. The City Council has ensured consistency in policy terms with the RSS, particularly through a series of topic papers that are in support of the Core Strategy.

The Sunderland Sustainable Community Strategy

3.7 Within Sunderland, the Sunderland Strategy (2004-2007) is the overarching strategy to guide the sustainable development of the city. The current strategy embodies sustainable development as a cross-cutting issue, but in a revision process that is ongoing, sustainability principles are being strengthened considerably in line with government requirement to produce a new Sustainable Community Strategy for Sunderland, by April 2008.

3.8 The new strategy is being developed to deliver national sustainability priorities in a locally relevant framework. The themes of the Core Strategy have been developed to match and be guided by this framework, as follows:

- A Sustainable Sunderland - overarching objectives towards a sustainable Sunderland
- Prosperous City - objectives to support sustainable economic growth
- Healthy City - incorporating objective to promote health and social care
- Learning City - incorporating objectives for skills and education development
- Safe City - incorporating safety and security objectives
- Liveable City - incorporating environment, housing and cultural objectives

3.9 In considering the sustainable development of the city, the Local Strategic Partnership's vision focuses on achieving, amongst other things, a more compact, well-connected and accessible city with more new developments comprising a mix of uses.

This is in contrast to trends in recent years to separate employment from housing, of building lower density development, and focusing development out-of-centre, which has led to higher numbers of trips by car.

Much of this development has been on greenfield land and has expanded the built-up area.

3.10 Whilst seeking to reverse these trends, there are a number of significant socio-economic issues that also need to be addressed. Parts of the city in particular exhibit a range of indicators of deprivation, often in the same locations, such as poor health, poor access to good quality facilities, low educational results, high levels of economic inactivity, a limited choice of housing and poor quality housing. The Sunderland Strategy and Area Regeneration Strategies seek to regenerate these areas through a range of measures, with the Local Development Framework providing the key delivery mechanism.

Core Strategy spatial vision and objectives

3.11 In line with the themes of the Sunderland Strategy, the broad spatial vision is proposed as follows:

“A proud and prosperous city that provides a sustainable distribution of land uses to meet the needs of a safe, healthy and inclusive community, making Sunderland the most liveable city in the UK. 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.”

3.12 Consequently, the preferred impact for the four sub-areas of the city by 2021 is explained below:

North Sunderland will have seen significant change focused within existing settlement limits, including housing renewal and housing growth providing wider choices. The area will witness quality urban infill, environmental improvements, accessibility improvements and the enhancement of district and local centres. The coastal area of Seaburn and Roker will have been transformed to achieve its full potential.

Sunderland South will witness improved accessibility particularly along its whole periphery. Housing growth in the western and southern urban peripheral areas will have been realised helping to offer a greater level of housing choice for the city. Elsewhere, housing renewal and improvements to the local environment will have been implemented. District and local centres will have been improved helping to create more prosperous, healthy communities. Growth will have been delivered in a careful and sensitive manner ensuring no unnecessary loss of high quality valued greenfield land.

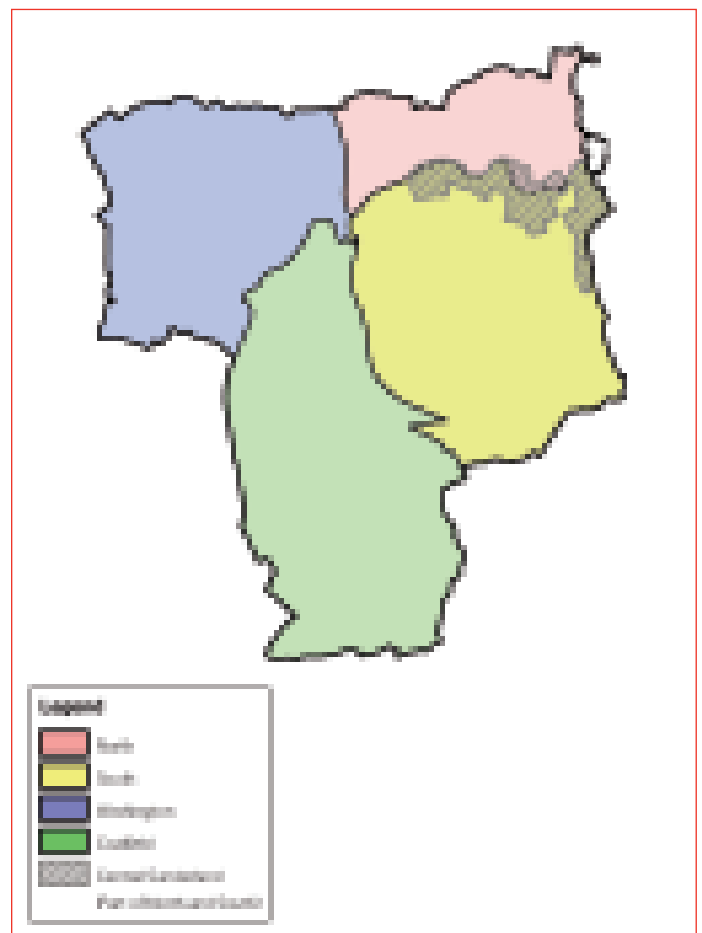
For the purposes of this plan, **‘Central Sunderland’** forms part of North and South Sunderland sub-areas. Central Sunderland will have undergone a radical transformation. It will be a hub for activity; a place for shopping, living, business, learning and leisure. New high quality residential and commercial uses will be exclusively built on brownfield land.

Central Sunderland will be a catalyst for economic growth making the most of its high quality riverside setting and the city’s historical assets.

Coalfield will have built on its strong community tradition where new housing growth and renewal has helped to retain and attract new population into a high quality distinctive environment. Enhanced access to new employment opportunities, a high quality Town Centre at Houghton-le-Spring and district and local centres will have strengthened the prosperity of the community and its health. Growth will have been carefully delivered ensuring no unnecessary loss of high quality valued greenfield land.

Washington will remain a prestige employment area and be highly accessible for all. It will be an attractive and desirable area that will have witnessed modest housing growth on land not required for other purposes. Growth will have been delivered in a careful, sensitive and attractive manner, ensuring no unnecessary loss of high quality and valued greenfield land. Washington Town Centre will have undergone significant improvements becoming less car dependent and offering a wide choice of facilities for the community.

Sub-areas of the city



In all areas of the city the environmental qualities of the coast, river, Green Belt and open countryside will have been retained and enhanced.

3.13 This will be achieved through the following spatial objectives that have in turn been established in line with wider regional, community and regeneration strategies.

Draft spatial objective	How this will be achieved
<p>1. Spatial development and regeneration To create a focused spatial distribution of employment, housing and other uses in the city via sustainable 're-modelling', prioritizing areas for regeneration in the city where resources will be focused.</p>	<p>Introducing more mixed-use developments; applying increased density standards; improving building quality; utilising previously developed land; positioning new development with easy access to urban area main transport corridors and interchanges; identifying locations for Area Action Plans; redevelopment requiring master plans; and areas requiring supplementary planning guidance.</p>
<p>2. Population growth To plan for sustainable growth of the city's population and to stem out-migration.</p>	<p>Encouraging people to choose to live in the city through an improved existing stock of housing; providing sufficient new housing in attractive, accessible locations; new and well distributed employment; and an enhanced range of cultural opportunities.</p>
<p>3. Carbon emissions and energy To reduce carbon emissions in the city, towards a 60 percent reduction by 2050.</p>	<p>A range of measures including higher standards of insulation in existing and new development, more efficient heating and cooling systems, greater use of renewable energy and giving consideration to locations for development that will help reduce the need to travel, particularly by private car.</p>
<p>4. Flooding and climate change To seek to reduce flooding and other climate impacts.</p>	<p>Careful location and design of new development and regeneration schemes, giving consideration to sustainable urban drainage systems, and mitigation of other significant climate impacts such as; sea level rise or extreme heat.</p>
<p>5. Using previously developed land To maximise the reuse of PDL for a range of development uses, so as to minimise urban development of greenfield land.</p>	<p>Recognising the particular value of PDL sites that are accessible to high quality public transport stops and interchanges; identifying the most appropriate use for the site (not necessarily housing); also that some PDL sites, due to location, contamination, naturalisation or community needs may be more appropriate left undeveloped or brought into use as public or other open space.</p>
<p>6. Waste and recycling To increase the reuse and recycling of 'waste' in line with sub-regional responsibilities and plan for the most sustainable way of disposing of the remainder.</p>	<p>Measures to increase awareness, provide the necessary facilities for domestic and business collections, transfer, recycling and other waste recovery sites, and lastly by identifying suitable locations for landfill.</p>
<p>7. Biodiversity in the city 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>Identifying, resisting or remediating adverse impact associated with development; providing appropriate policy protection for sites and protected species, paying particular attention to finding effective ways of protecting and enhancing lesser status sites and wildlife networks; up-dating the information database; and providing advice, education and support to increase understanding of the importance of the city's biodiversity resource.</p>
<p>8. Accessibility and sustainable transport 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>Establishing an agreed long term vision for the location of new development; giving emphasis to improved access for areas of deficiency and deprived sectors of the community; introducing appropriate demand management measures; tackling major traffic congestion problems; improving conditions for public transport running; providing safe, direct and attractive pedestrian and cycle links, and encouraging improvements and seeking long-term extension to rail/Metro and integration of transport at interchanges.</p>

Draft spatial objective	How this will be achieved
<p>9. Connecting the city To propose transport solutions that enhance the city's profile and economic competitiveness.</p>	<p>Ensuring improvements to inter and intra regional, national and international connectivity are incorporated in the wider sub-regional and regional transport planning processes; and prioritising major improvement and new transport and highways schemes that provide economic and city-image enhancements.</p>
<p>10. Health To improve and protect citizens' health.</p>	<p>A spatial strategy that encourages activity over passivity, developing opportunities for physical activity in every day life, sport and recreation; through good urban design allowing better access and use of facilities for all sectors of the population, particularly older people and enabling a more equitable provision and distribution of health care facilities; and by reducing local environmental hazards, e.g. air pollution.</p>
<p>11. Employment portfolio 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>Identifying sufficient land to meet future requirements; protecting essential land and premises from redevelopment to alternative uses; maximising the use for employment purposes of underused existing sites; supporting the bringing forward of employment development on sites in Central Sunderland (if needs be through compulsory purchase); and ensuring the completion of strategic access routes such as SSTC and the Central Route.</p>
<p>12. Employment sectors To support the development of key employment sectors and key employers in the city.</p>	<p>Identification of sites that suit sectoral needs; supporting the physical development, graduate retention and business linkages of the University, protecting, enhancing and supporting by ancillary facilities the features of cultural and tourism value; supporting and enabling the development of the Creative Industries sector, supporting and enabling the development of the Research and Development and knowledge-based sectors in manufacturing and services; also seeking measures to reduce levels of unemployment and worklessness through education, retraining and health improvement action.</p>
<p>13. Lifelong learning To ensure development of further facilities to enable 'lifelong learning'.</p>	<p>Supporting the 'Building Schools for the Future' initiative, ensuring vital University, Sunderland College, libraries and ICT developments can take place; developing other learning experiences through appropriate design and preservation schemes; and seeking suitable funding for the creation and maintenance of features and facilities, including the use of S106 planning agreements.</p>
<p>14. Improving neighbourhoods 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>Ensuring enhanced, safe and secure environments linked by a network of green space; taking measures to improve and provide quality public realm and local networks of attractive pedestrian and cycle access to facilities; ensuring essential local facilities are provided; with new development to a high standard of sustainable design; and protecting areas, buildings and other features of locally distinctive character from deprecation.</p>

Draft spatial objective	How this will be achieved
<p>15. Land for housing To ensure enough land for new housing is provided to achieve RSS allocation guidelines and targets for the reuse of PDL.</p>	<p>Identifying sustainable locations that bring forward well-located major PDL (e.g. in Central Sunderland); encouraging higher densities at the most accessible locations; supporting area regeneration initiatives; and supporting the viability of major public transport corridors (particularly the Metro).</p>
<p>16. Housing choice To provide a range and choice of housing types and tenures for all, which are affordable, energy efficient, and designed and built to high standards.</p>	<p>Identifying and quantifying the need for 'affordable' housing; seeking a mix of types and tenures within larger developments; and providing for under-represented housing types in the city e.g. executive and high value family housing.</p>
<p>17. Protecting the countryside To protect and enhance the countryside, its landscape and areas of individual landscape character, including features associated with the River Wear, Sunderland coast and the Magnesian Limestone Escarpment.</p>	<p>Seeking to minimise the adverse impact of urbanisation, minerals extraction, recreational facilities and other development; considering the impact of policies on the Natura 2000 sites; maintaining the integrity of the Green Belt; identifying the most sustainable access opportunities; seeking provision of remediation and countryside enhancement agreements as part of the development process; ensuring continued support for creation of the Great North Forest; and providing advice, education and support to farmers and other rural enterprises on protection of the landscape.</p>
<p>18. Green space To ensure that all homes have good access to a range of green spaces linked across the city connecting major parks, the riverside, the coast and adjoining districts.</p>	<p>Creating and maintaining new open space where deficiencies are identified, incorporating new measures to promote play, sport and physical activity; protecting important existing spaces from adverse development; utilising and creating off-road footpath, bridleway and cycling routes to connect; ensuring that the level of access is appropriate to the features and size of the green space, ensuring biodiversity and other benefits are achieved e.g. creation of the Great North Forest; and achieving separation from motor vehicles whilst ensuring accessibility by car and public transport.</p>
<p>19. City centre and other city centres 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 centres.</p>	<p>Creating opportunities in and around the city centre for new high quality office, leisure, cultural, tourism and housing developments, set in a top quality public realm with landmark buildings, public art and design and gateway entrances (such as a refurbished Sunderland Central Station); activating public space through an events programme; aiding navigation and signage by supporting the Legible City programme; confirming the key elements included in the plan for Central Sunderland (UDP Alteration No.2); focussing council and other services holistically on other centres; enhancing local access networks, considering improvements to access by public transport and the private car and identifying opportunities for enhancement through mixed-use redevelopment, possibly incorporating new housing.</p>
<p>20. Design and heritage To increase the contribution that urban design and valued cultural and heritage assets can make to the image of the city and the quality of life of its residents.</p>	<p>Encouraging new attractive and sustainable design solutions; ensuring that where affected by development existing assets are not only protected but enhanced where appropriate; proposing a range of measures to remediate or protect from neglect key cultural and heritage assets; and by raising awareness of the value of the city's historic buildings and areas.</p>

Draft spatial objective	How this will be achieved
<p>21. Cohesive, inclusive communities</p> <p>To ensure that the physical development of the city accommodates the diverse needs of the city community's different groupings (including travelling communities), providing equal opportunities of access to a range of facilities, housing and jobs, in safe environments.</p>	<p>Ensuring that development and redevelopment provide an appropriate mix of tenures, types and affordability of housing; that there is enough land and premises in a range of locations to provide a choice of jobs; that schools, cultural, sports and other facilities can be provided in locations that help develop inclusivity, particularly of young people, into society; and to propose regeneration and other measures to foster mixed and inclusive communities through creative urban design.</p>

Preferred Options policies



4.0 Preferred Options policies

4.1 The Core Strategy policies below support and interpret national and regional planning policy, providing city-wide strategic planning in line with the objectives of the Sunderland Strategy. These policies in turn enable further detailed policies to be delivered through Development Plan Documents (DPDs).

Current trends are towards an increasing number of smaller households, an ageing population, with decreasing numbers in the family-forming age groups and relatively high out-migration of these groups.

How detailed is this strategy?

In preparing this Core Strategy a number of key questions have been posed about each policy put forward:

- Is the policy generally strategic?
- Will it seek to assist in delivering regeneration?
- Does it protect or capitalise on something unique or special to Sunderland?
- Will it assist in providing a better quality of life for the city's existing and future residents?
- Will it deliver the aspirations of the Community Strategy?
- Will it conform to the Regional Spatial Strategy?
- Will it not simply repeat National Policy set out in Planning Policy Statements or policies set out in the Regional Spatial Strategy?

If a policy does not satisfy at least one of these criteria, it is not appropriate for the Core Strategy, but could be relevant to other parts of the LDF - such as an Area Action Plan, Site Specific Allocations or detailed Development Control Policies.

Spatial development, growth and regeneration

4.2 The broad spatial issue for the Core Strategy concerns how the city can be developed sustainably in terms of key land uses and activities to meet the needs of the community as expressed in the Sunderland Strategy. Like other traditional cities, Sunderland has tended to develop employment areas that are largely separate from housing. Whilst older housing is densely and more centrally developed, subsequent housing has spread outwards into the countryside. This reflects the growing influence of car travel and increasing wealth, but is unsustainable in the long term. Modern trends in living and working will have to be harnessed to produce a more sustainable Sunderland fit for the 21st Century.

4.3 Parts of the city exhibit a range of indicators of deprivation, often present in the same locations, such as poor health, poor access to good quality facilities, low educational results, high levels of economic inactivity, and a limited choice of quality housing. Changes to the population and socio-economic structure of the city have also produced imbalances that can have a detrimental impact on social and economic development.

How we reached our Preferred Option

We sought your views on alternative ways of distributing new development about the city. We gave you the following options relating to spatial options in the Issues and Options and the Sustainability Appraisal report:

1) To what extent should we continue the current strategy of the Unitary Development Plan?

You said this was the least favourable option, as this would favour more trips by car and less by public transport;

2) Should we locate the majority of new developments within easy walking distance of the city's public transport nodes?

You thought this would maximise access but could put pressure for development on open spaces and under used property within these main public transport corridors. Nearly 30 percent of you favoured this approach;

3) Should we locate as much new development as possible in the most deprived areas of greatest need?

You thought this could give new impetus to rejuvenating deprived areas, but may not meet the wider needs of the economy or geographical choice for city residents. Only 16 percent supported this locational option;

4) Should we focus all new development on previously developed land to maximise the protection of open spaces and the countryside?

There was strong support for this option (31 percent), which would help to protect the countryside and open spaces, but you said it could put pressure on employment sites, limiting choice and may require higher density housing.

5) Should we take a housing-led regeneration approach?

This option was not well supported (16 percent).

The Issues and Options Sustainability Appraisal stated that in broad terms all options supported SA objectives. The options seek to promote the provision of good quality housing and concentrate new developments around transport corridors. However, these options would require additional expenditure on transport to ensure new housing areas that suffer from poor transport access are adequately linked.

Rejected options:

- Continue the current strategy of the UDP to retain all existing and proposed employment land, maximise the use of community facilities and infrastructure (shopping, schools, health, roads and utilities) protect open spaces and most countryside from development, but give emphasis to locating major development which is accessible from the A19, Southern Radial road and Central Route. This option was rejected as it would favour more trips by car and less by public transport
- Locate as much new development as possible in the most deprived areas of greatest need (North West Sunderland, southern riverside, West Sunderland, East Washington and Southern Coalfield communities). This option was rejected, as it would not meet the needs of the economy nor the geographical choice for all of the city's residents
- To take forward a housing-led regeneration approach. This option was rejected as it received limited support, and it is also felt that housing-led regeneration carried out in isolation would not support sustainable communities as it may lead to having limited infrastructure and local facilities in place to support new residents

Conclusion

On balance, we support a policy that promotes sustainable growth in the most accessible locations and focuses upon previously developed land.

Policy CS1: Spatial development, growth and regeneration

To regenerate and develop the city to provide for an improved spatial distribution of employment, housing and other uses, new development will be concentrated:

- a) Along the River Wear corridor within the core urban area of Central Sunderland, including the city centre and the Port.
- b) Through the sustainable growth of the main built-up areas of Sunderland and Washington.
- c) For further sustainable growth in the Coalfield.

This will be achieved by:

i) Maximising urban growth so as to take advantage of and support key transport corridors, in particular giving consideration to new and planned routes:

- Sunderland Strategic Transport Corridor (SSTC)/A1231
- Southern Radial Route/A1018 Ryhope Road
- Doxford Park - Ryhope Link Road
- Central Route/A182 (Coalfield)
- A1018 Newcastle Road
- A183 Chester Road
- A690 Durham Road
- Sunderland Metro corridor
- Leamside railway line
- Durham Coast railway

ii) Giving priority to reusing suitable and sustainable previously developed land (PDL).

iii) Ensuring that development is located and designed so as to minimise risk from flooding.

iv) Protecting important built and natural assets and maintaining the broad extent of the Green Belt and open countryside for appropriate forms of development.

v) Supporting the role of the city centre, town centres and district centres as viable and vibrant destinations for retailing, leisure and cultural activities.

vi) Encouraging people to choose to live in the city by providing an improved existing stock and choice of good quality housing in attractive and accessible locations.

vii) Providing new, well distributed and diversified employment and training to provide opportunities for all.

viii) Enabling regeneration of key areas of the city by identifying and supporting locations through housing, employment and Community Area Action Plans, Development Frameworks and Masterplans, areas and topics requiring Supplementary Planning Documents, and focusing resources in a coordinated manner.

The use of planning obligations is essential in delivering and achieving the objectives of the core strategy.

The Preferred Option policy supports:

National: PPS1, PPS3, PPG4.

Regional Spatial Strategy: Policies: 2, 3, 5, 6, 12, 13, 18, 24, 29, 30, 31, 49, 50, 51.

Sunderland Strategy: Creating a Prosperous City; Improving Quality, Choice and Range of Housing; Developing an Attractive and Accessible City; Creating Inclusive Communities.

Strategic Objectives: 1, 2, 5, plus 11, 12, 15, 16.

The Preferred Options Sustainability Appraisal states that there will be clear sustainability benefits associated with a number of the SA objectives, primarily employment; economic growth; educational achievement; housing provision; biodiversity; sustainable development, landscapes; health; and sustainable transport provision.

4.4 Significant changes in the city, affecting sites such as the former Vaux Brewery and Groves Cranes factory and in conjunction with changes in Government policy, signalled a need to revise key parts of the adopted UDP. Consequently, a revised planning framework for the Central Sunderland area has been progressed through the statutory planning process as a formal Alteration to the UDP. This will form a basis for the regeneration of the area and the activities of major regeneration partners including Sunderland arc. Draft RSS gives priority to the regeneration of this area. Alteration No.2 identifies key Comprehensive Development Sites, including the former Vaux Brewery site, which will be the main drivers of regeneration. The Port will be promoted for port-related uses. Where Port land is surplus to operational needs, the City Council will explore opportunities to accommodate other employment generating uses.

4.5 The community strategy and area strategies, through the Local Strategic Partnership, including Gentoo, seek to regenerate key areas through a range of measures. Where appropriate, area based spatial planning documents in the form of Area Action Plans, Supplementary Planning Documents and non-statutory Masterplans or Development Frameworks will set out site-specific requirements for key areas of growth and regeneration providing specific mechanisms to deliver spatial planning and Sunderland Strategy objectives. Presently there is one Area Action Plan (Hetton Downs) being progressed, and there are a number of development frameworks in and around the city centre. Further masterplans and action plans will be supported across the city, including the Sunderland arc key growth area.

Sustainable communities



5.0 Sustainable Communities

Economic development

5.1 As the largest city in the north east of England, Sunderland plays a major economic role in both the Tyne and Wear City Region and the wider North East Region. It is relatively self-contained with over 85 percent of the resident workforce travelling less than 20km (12 miles) to work. The city is also a centre for cultural and leisure facilities; business, financial and city centre retail services; academia; and is integrated within the sustainable transport system of Tyne and Wear with direct access to the strategic road and rail network.

5.2 Despite the increasing diversification of the economy, away from its historic dependence on shipbuilding and mining, the city has yet to achieve its full economic potential. Recognition is given that Sunderland has many competitive advantages on which to base future economic growth - its natural environment, heritage, sports facilities and venues; educational establishments (in particular, the University), workforce and existing expertise; and the availability of employment land throughout the city.

5.3 The city is experiencing a major step-change in the primary industry sectors with a significant increase in employment within the service sector, tourism, education (University), and the development of telecommunications and information technology (Digital City). The development of these industry sectors is in contrast to the decline of manufacturing, and a recent reduction in employment in the construction industry. The continued decline of traditional industries contributes to a level of worklessness in the city that is higher than the national average.

5.4 Key aims of the Sunderland Strategy seek to generate benefits and create wealth for the city by developing an entrepreneurial culture and a highly skilled workforce, which will assist the acceleration of the city's renaissance and the development of a 21st Century infrastructure. Development of the city centre is key to realising Sunderland's economic potential. Sustainable economic growth in line with the aspirations of the Regional Economic Strategy and Regional Spatial Strategy is fundamental in achieving these aims. It also supports the creation and delivery of a safer, healthier, more prosperous and desirable city able to encourage further sustainable socio-economic development.

5.5 The employment land portfolio of the city is distributed throughout Washington, Sunderland (North and South), Houghton-le-Spring and Hetton-le-Hole, and is a base for local, national and overseas companies. Existing employment sites have access to the strategic road network, with many having access to sustainable transport options. The provision of employment land within the city has recently increased with the development of office and light industrial based employment at the technology parks of Doxford International and Rainton Bridge.

5.6 To enable the continued diversification of the local economy in line with the Sunderland Strategy a wide portfolio of sites is required with a range of sizes and locations that are attractive to different businesses. The Regional Spatial Strategy Proposed Changes (May 2007) allocates 195ha of employment land for the city in the plan period 2004 - 2021 (145ha general employment, 50ha Regional Brownfield Mixed Use Allocation). However, the City Council has put forward a response to the Secretary of State's consultation to request the city's allocation be increased to 262ha (212ha general employment land, 50ha Regional Brownfield Mixed Use Allocation).

5.7 The following table illustrates the employment land requirements of the city as outlined in the response put forward to the Secretary of State.

Scenario	Details	Take up rate per annum (ha)	Projected Total for 04 – 21 (ha)	Available Employment Land (ha)	General Employment Land Shortfall or Surplus (ha)
1	Draft RSS (Proposed Changes)	11.47*	195	209.09**	+ 14.09
2	RSS GVA growth target of 2.8%	15.39***	261.63	209.09**	- 52.54

- * Expected employment land take up rate based on Draft RSS over the plan period 2004 - 2021.
- ** The available employment land is made up of 159.09ha existing allocations in the Business Land Availability Register + 50ha regional mixed use allocations in Alteration No.2, hence 209.09ha current total employment land.
- *** Expected employment land-take up rate based upon a mean average of the existing figure (12.6ha per annum) multiplied by the assumed GVA growth rate (2.8 percent) over the plan period 2004 - 2021.

5.8 The table illustrates two scenarios for the delivery of employment land in the plan period 2004 - 2021.

- Scenario 1 illustrates the application of the Draft RSS allocation which would result in the need to de-allocate 14.09ha from existing available sites
- Scenario 2 illustrates the employment land take up rate based upon historic employment land take up rates for the city adapted to the assumed 2.8% GVA growth rate adopted in the Draft RSS. This results in a shortfall of 52.54ha in excess of the current employment land availability

5.9 Scenario 2 is the City Council's preferred growth target. Through the retention of currently available employment land, the expected shortfall will be met by the provision of an additional employment allocation of 52.54ha.

5.10 The Regional Spatial Strategy Proposed Changes (May 2007) recognises Sunderland and Washington as integral within the Tyne & Wear City Region. However, the Coalfield area (Houghton and Hetton) is considered a Regeneration Area for 'sustainable indigenous growth to meet local needs'. The City Council's response requested the Coalfield be included as part of the Tyne & Wear conurbation. It is important that the City Council should not be fettered by the policy for 'indigenous growth' as its Coalfield area can provide new opportunities and initiatives that would be beneficial to the wider city. The Preferred Options therefore considers the Coalfield area as an essential component of the overall employment potential of the city.

5.11 The broad distribution of employment land has been considered in relation to the four areas illustrated on the map in Section 3: North Sunderland, South Sunderland, Washington, and the Coalfield. 'Central Sunderland' forms part of both North Sunderland and South Sunderland. However, for the purposes of considering the options for employment land it is effectively neutral. This is because the council agrees with the 50ha of Regional Brownfield Mixed Use Allocation proposed in RSS which are also incorporated in UDP Alteration No.2.

Hence Central Sunderland sites are treated as 'fixed', with no identified scope for deletions or additions.

5.12 The following information illustrates how employment land may be distributed in the remaining parts of North and South Sunderland, Washington, and the Coalfield. It is based on the following two options, recognising existing allocations within the adopted UDP, and the potential of each area.

- Option 1 - RSS allocation requiring de-allocation of selected sites, distributed recognising Sunderland and Washington as being in the Tyne & Wear conurbation, and the Coalfield as a Regeneration Town
- Option 2 - The City Council response (increased employment land allocation), and the inclusion of the Coalfield in the Tyne & Wear conurbation, distributed recognising the existing and future capacity of each sub-area

North Sunderland

Options 1 and 2: The area is unable to support significant economic growth other than in Central Sunderland, due to limited available capacity and land constraints of Green Belt & Open Spaces. As the majority of employment sites are fully developed, there is also limited ability for any deallocation of land if the current RSS allocation is to be met.

South Sunderland

Option 1: Outside Central Sunderland only minor potential for de-allocation exists on existing employment sites which are well developed. Potential to de-allocate could therefore impact on the strategic employment site at Ryhope allocated in the UDP.

Option 2: The area can support economic growth, and offers the potential for further employment land allocations, more efficient use of certain areas such as in Hendon/Commercial Road and has sites able to attract significant inward investment. e.g. South Ryhope.

Washington

Option 1: The area's existing employment and its potential is significant to both the city and Tyne and Wear economies. Any de-allocation would need to ensure that the sites did not impact on Washington's strategic role.

Option 2: The area can support future economic growth at a city and sub-regional level; It offers the ability to provide additional employment land allocations and has some major previously developed sites with potential to re-invigorate the economy.

Coalfield

Option 1: The Coalfield includes Rainton Bridge, one of Sunderland's pre-eminent employment sites. However elsewhere sites, though well distributed for local access, suffer from low demand and may have potential for de-allocation or re-allocation to mixed use.

Option 2: The area could offer significant opportunities for the city and Tyne & Wear economic growth through locations providing sustainable employment land development opportunities unfettered by Green Belt and accessible to the 'Central Route' road west of Houghton-le-Spring.

The potential for retention and new allocations lies mainly with Washington, the Coalfield and to some extent in South Sunderland, with Central Sunderland as a 'given'.

5.14 In terms of the spatial provision and distribution of employment land within the city, there is a significant emphasis on Washington to support the economic development of the city as other areas of Sunderland are beginning to reach their capacity. Through developing employment land opportunities in Washington - particularly the underperforming existing employment sites - there is scope to support the existing local, regional and national businesses and strategic aims and objectives of the city.

5.15 The city will seek to retain its strategic sites in the employment land portfolio, providing economic opportunities for primary uses including B2 and B8. The portfolio will encourage offices (use class B1a) in existing town and city centres. The direction of office development in existing centres allows for the delivery of the regeneration of major brownfield sites identified within the UDP Alteration No.2 - Central Sunderland.

5.16 Maintaining a fit-for-purpose employment land portfolio in the city is fundamental to the provision of economically sustainable employment allocations. Following the adoption of the UDP (1998) the employment land allocations of the city were revisited in "Maintaining the Balance" (2001), which reviewed existing economic development allocations and the likely future demand for land primarily for such uses. "Maintaining the Balance" concluded there should be a net reduction of some 80ha in land reserved for economic development. This has taken place through adoption of UDP Alteration No.2 and the Interim Strategy for Housing Land, and has been reflected in the city's land availability statements.

5.17 The existing employment land portfolio will remain an important asset, with many employment sites providing economic development opportunities at a city, regional, and national level. However, with changes in employment industry sectors it is necessary to perform a review of employment land. The key necessity for the review is to ensure sites continue to remain fit-for-purpose and are sufficiently flexible to meet the needs of emerging economic development in the city. A city-wide employment land review will be undertaken to examine the amount, capacity, and condition of employment land throughout the city, thereby updating the existing baseline study.

5.13 In summary, the potential for realistic de-allocation of employment land largely rests with small sites in the Coalfield, and with some estates in North and South Sunderland. Further de-allocation in Washington could strike at the strategic significance of this area to the economy of the city and sub-region. Short term de-allocation could cause long term problems, since pressure for take-up of land is expected to continue beyond 2021.

How we reached our Preferred Option

We asked about the supply of employment land, new industry sectors, and tourism within the city drawing attention toward key issues including:

1. In the light of the need to secure a step-change in the city's economy what should be the approach to land allocation?

You said:

- Encourage the retention of employment land close to existing public transport and sustainable transport options
- Support the intensification and regeneration of existing employment land within the city
- Allow the allocation of new employment sites close to areas of the greatest need for economic development and employment
- Use excess land at Nissan more effectively for employment uses
- Focus development toward urban areas and brownfield sites, and do not encroach into the Green Belt
- Employment land may be allocated on areas of need (regeneration, employment etc)

2. How can the city's existing supply of employment land be best used?

You said:

- Restricting employment land allocations for employment uses and/or employment growth sectors
- Support a wider mix of uses within existing employment land allocations, primarily focused toward a mix of employment and housing
- Support for the retention of small-scale employment sites able to sustain new economic development opportunities
- An increasing need to ensure employment land is appropriate to its location and does not create negative environmental impacts (noise, traffic etc)

3. Where should new growth industries be located?

You said:

- New growth industries should be encouraged in existing employment areas
- Brownfield sites not in existing employment areas should be encouraged for economic development purposes
- Greenfield land may be allocated where good transport links exist or transport infrastructure improvements are required and would develop through a masterplan approach
- Ensure future growth industries are located close to sustainable transport
- New industries should recognise a change in demands on employment land and sites need to be flexible to the emerging needs of B1, B2 and B8 uses

4. Which features are the most important for attracting more tourists to Sunderland?

You said:

- The most positive responses included heritage, the coast, shops, bars and restaurants in the city centre, the riverside, active sports and outdoor sports, and the countryside

5. The RSS Submission Draft proposed the development of a Tyne and Wear Prestige Employment Site of 90ha (approx) for the towns south of the Tyne, including Sunderland. Though it has been deleted in the RSS, do you think the city should accommodate a site of this size and if so, where?

- The majority of responses recognised the city could accommodate a large-scale employment site and suggested the site should be located close to Washington or North of Nissan
- Responses recognised the availability of land in the former Coalfield areas, and if the city needed to bring forward an allocation for a large-scale employment site, this area may be considered

The Issues and Options Sustainability Appraisal noted that when reviewing the initial issues brought forward for consultation, the options will have beneficial impacts and support sustainability.

Rejected options:

When discussing the employment land portfolio and economic growth for the city throughout the consultation events, recognition is given that whilst key options were supported more than others no specific options were rejected. The few options that gained less support than others are not rejected as they did receive levels of support and were recognised within the SA as supporting sustainable development.

Conclusion

On balance, the Preferred Option for the allocation of employment land in the city will promote sustainable development through encouraging site allocations close to sustainable transport options easily accessible by the workforce. Encourage the intensification and regeneration of existing employment sites, whilst new allocations (greenfield) may be considered appropriate where planning gain would develop the transport infrastructure or is adjacent to existing sustainable transport. Additionally, there was support for the future need of a large sub-regional employment allocation, located toward Washington or the Coalfield.

Policy CS2: Economic Development

The City Council will seek to ensure sustainable economic growth in line with the Regional Economic Strategy, whilst maintaining a buoyant and diverse economy. This will be achieved by:

i) Ensuring sufficient land is allocated to meet the employment requirements of the city, whilst seeking to protect suitable existing and allocated employment land for its intended purpose.

ii) Supporting the continued development of key growth areas of the economy through providing sites for physical development; ensuring satisfactory and sufficient linkages are maintained with ancillary functions; and supporting through its strategies and programmes measures to reduce unemployment and worklessness.

In order to support sustainable economic growth in the city up to 2021, provision will be made for approximately 262ha of land for employment development (B1, B2 and B8 Use Classes) distributed as follows:

iii) Allocate 50ha for mixed use development within Central Sunderland to assist the regeneration of major brownfield sites.

iv) Allocate 212ha of general employment land across the city, consisting of:

160ha (approx) existing UDP employment land allocations

- North - 5ha (approx)
- South - 39ha (approx)
- Washington - 62ha (approx)
- Coalfield - 54ha (approx)

52ha (approx) of new allocations located in:

- North - 0ha
- South - 10ha (through intensification of existing estates and suitable extensions)
- Washington - 30ha (through intensification of existing estates and suitable extensions)
- Coalfield - 12ha (through intensification of existing estates and suitable extensions)

v) Encourage the reuse, regeneration, intensification and where appropriate allocation of employment land and premises within the city taking account of the sequential approach promoted through the RSS.

The council will seek to retain traditional employment sectors, whilst encouraging the continued development of employment sectors able to support the step-change in the city's economic growth by:

vi) Developing the centres of Sunderland and Washington as the core locations for significant new office (B1a) development, with particular emphasis on sites identified through UDP Alteration No.2 (Central Sunderland).

vii) Supporting the development of emerging growth sectors including tourism, education, telecommunications, leisure, heritage, and culture.

viii) Supporting the development of Sunderland's learning infrastructure such that it adds greater value to the city's economic development.

ix) Ensuring the provision of public transport and the availability of public transport, motor car, pedestrian and cycle links between employment sites and residential areas.

x) Resisting development which would lead to the loss of business or general industrial land considered to be necessary to meet market requirements and provide a diverse and flexible employment land portfolio.

The sites will be identified in the Allocations DPD and will take into account the results of an employment markets assessment which is to be commissioned.

The employment land portfolio will be reviewed by the City Council on a regular basis through adopting the plan-monitor-manage approach.

The Preferred Option policy supports:

National policy: PPG4, PPS1, PPG13, Good Practice Guide on Planning for Tourism.

Regional Spatial Strategy: Policies 2, 3, 5, 6, 12, 13, 14, 15, 16, 18, 18a, 22, 50, 51, 52.

Sunderland Strategy: Creating a Prosperous City; Developing an Attractive and Accessible City; Creating Inclusive Communities; Raising Standards and Improving Access and Participation in Learning.

Strategic objectives: 1, 2, 5, 8, 9, 11, 12, 19, 21.

The Preferred Options Sustainability Appraisal states that the policy performs well against the socio-economic objectives, as the purpose of this policy is to facilitate economic development through the provision of new employment land as well as the reuse of existing employment sites. This in turn will lead to increased employment opportunity, which in turn encourages a number of other benefits relating to health, education and prosperity.

However, there are perceivable negative impacts associated with the development of employment land, primarily with respect to the additional waste produced by these developments, as well as the contribution to climate change as a result of increased energy consumption. This will be very much dependant on the implementation of relevant development control policies.

It is recognised that there will be a preference for the redevelopment of existing employment sites over new allocations, but where new allocations are promoted for development assurances should be made in relation to the promotion of energy efficiency and emission reduction for all new buildings.

5.18 The Core Strategy provides the opportunity to retain, regenerate, and where appropriate intensify existing employment land allocations and identify new employment land allocations that are able to meet current and future requirements for economic growth in the city.

5.19 The preferred policy adopts the city's preferred option of:

- Employment land take-up for the city to meet 2.8% GVA growth rate of the Draft RSS, resulting in a total citywide allocation of 262ha of employment land
- Encouraging the retention, regeneration, intensification and allocation of employment land in recognition of the capacity and capabilities of each of the four sub-areas within the city
- Recognising the ability of the Coalfield area to support key areas of future economic growth in the city, and the necessity for this area to be recognised and included in the Tyne & Wear City Region

5.20 The policy mirrors the city's aspirations to further encourage and support the step-change from traditional industries and allocate employment land able to safeguard the development of emerging employment sectors.

5.21 Development within Central Sunderland will take place as part of the mixed use redevelopment of brownfield sites. The programme for development will be linked to and co-ordinated with the house-building programme which is broadly set out in Policy CS4.

5.22 It is expected that development of general employment land already identified will take precedence over newly identified sites. However the Allocations DPD will consider sequential preferability of sites in relation to their release.

5.23 Intensification of use of sites will require programmes and strategies to bring them forward in agreement with land and business interests. It is expected that some 20ha in Washington (at Nissan), with the benefit of recent planning permission, should come forward in the early years of the plan period.

Delivering design quality

5.24 Good urban architecture and landscape design are key elements to achieving sustainable development. Good design can help to create successful places, where people will choose to live, work, play and invest. Good design goes beyond building design. It is about the relationships between different buildings, between buildings and spaces, squares, parks, waterways and other spaces that make up the public domain.

5.25 Nationally, the Commission for Architecture and the Built Environment (CABE) provides a strong evidence base to demonstrate the positive impacts of good design. The Housing Audit undertaken by CABE in 2005 identified poor design quality in new housing as a particular problem in the North East. A number of new housing schemes in Sunderland were reviewed as part of this, none of which scored higher than 'average'.

5.26 CABE's individual reviews have shown a general trend of poor design quality in new development proposals. Research on the value of urban design published jointly by CABE and DETR in 2002 concluded that, as well as social and environmental benefits, better urban design brings economic benefits and secures more profitable and sustained regeneration activity. English Partnerships has also undertaken research and published guidance promoting a design-led approach to new development.

How we reached our Preferred Option

In our **Issues and Options Consultation Paper** we asked for your views on design quality.

The majority of responses believed that buildings of an innovative design and design in keeping with the established character of an area would promote a more sustainable community. Use of traditional materials and increased public involvement in the design of important schemes were identified as important.

In the **'Community Spirit Summer Survey 2007'** you rated 'attractiveness' as one of the most important considerations when considering a new home.

You also told us that:

- You wanted an improved built environment
- Secure and well designed environments are important
- The design of developments should be in keeping with the established character of an area whilst, incorporating innovative design concepts
- The City Council should be seeking to raise the standard of design across the city, encompassing all elements of the public realm including streets and green spaces

The Sustainability Appraisal for the Issues and Option report told us that by implementing urban design principles, it would potentially help to promote positive effects in relation to the protection and enhancement of the urban landscape.

Rejected option:

- Policies that did not support improved building design or the established local character of an area. (This was rejected in consultation and also conflicts with national and regional planning policy).

Conclusion

On balance we support a policy that will support good urban design throughout Sunderland.

Policy CS3: Delivering design quality

The City Council will seek to secure the highest possible quality of built environment and the creation of desirable places to live, work, shop and visit.

This will be achieved by:

- i) Ensuring that new development is of the highest standard of sustainable design and in accordance with the City Council's Supplementary Planning Documents (SPDs).
- ii) Promoting designs and layouts that make efficient and effective use of land, including innovative approaches that help deliver high quality outcomes.
- iii) Ensuring new development is designed with regard to local context and integrated with existing routes and well connected to the wider area.
- iv) Protecting the amenity of adjoining properties and the locality generally from inappropriate development.
- v) Ensuring the layout, form and design of new buildings and the spaces around them contribute positively to the local environment, creating places, streets and spaces which meet the needs of people.
- vi) Ensuring all new development is visually attractive, safe, accessible to all, functional, inclusive, resilient to future weather impacts, have their own distinct identity and maintain and improve local character.

The Preferred Option policy supports:

National Policy: PPS1, PPS3, PPS6, PPS12.

Regional Spatial Strategy: Policy 2, 9, 24, 25, and 39

Sunderland Strategy: Creating Inclusive Communities; Developing an Attractive and Accessible City; Improving Health and Social Care; Improving Quality, Choice and Range of Housing; Reducing Crime and the Fear of Crime; Creating a Prosperous City.

Strategic Objective: 14, 20 and also 8, 10, 15, 16, 18, 19, 21.

The Preferred Options Sustainability Appraisal states that the policy is inherently sustainable as it promotes the implementation of urban design principles that will help shape the urban form. This in turn will promote benefits relating to sense of place, a reduced fear of crime and accessibility.

5.27 The City Council is committed to achieving the highest possible standard of design in all new developments. Well-designed, safe and attractive new development, which respects its surroundings, can help to raise the quality of the built environment and the quality of people's lives that live and work there. The City Council will therefore attach a high priority to design, and promote higher standards of design and layout in all new development schemes. The proposed criteria are based on general design principles reflected in Government and strategic guidance, and should result in schemes which provide attractive, accessible and safe environments, and which respect and enhance local character and have a low environmental impact.

5.28 In recognition of the importance of design quality, the City Council is developing a portfolio of design based Supplementary Planning Documents to help deliver quality design across the city:

- The Sunderland Urban Design Guide (Draft SPD) will set out urban design principles and policies for good design, which will apply across the city and will support the delivery of the Community Strategy
- The Residential Design Guide (Draft SPD) aims to ensure the delivery of sensitive and appropriately designed sustainable development. The document provides criteria against which new residential development shall be judged
- Design and Access Statements (Draft SPD) sets out what work should be undertaken to complete a design and access statement and is intended to assist all those concerned with new development that requires planning permission
- The Household Alterations and Extensions (Draft SPD) provides guidance for homeowners and building designers on the design of house extensions and/or alterations

5.29 Within the city centre the Central Area Urban Design Strategy (Draft SPD) establishes a clear vision for the type of place Sunderland seeks to be drawing together different development proposals and draft design guidance. This work will be supported by a Legible City Initiative which will create a 'legibility framework' to provide the basis from which to deliver a range of projects including a unique way-finding solution for the city. This study will look at how people move around the city whether they are walking, cycling, using public transport or driving to ensure that they have the best possible experience.

5.30 The City Council is also undertaking an urban character study, which will be combined with the city's landscape character assessment. These documents will be taken forward as SPDs and used as a tool by the City Council and developers identifying particular features or characteristics of an area that should be taken into account when formulating a design for a new development proposal.

Housing - Existing and future

5.31 The strategic vision of the Sunderland Strategy is for Sunderland to become the UK's most liveable city, with housing playing a crucial role. Key objectives for housing are to improve the choice of type, location and price of housing to meet 21st century aspirations and demands, and to support the creation of safer, healthier and more desirable places to live. This will help to realise a further key aim of the City Council to stabilise the city's population and reverse recent trends of outward migration.

5.32 The Regional Spatial Strategy Proposed Changes (May 2007) allocates some 12,060 net additional dwellings to the city between 2004-21. However, the City Council has put forward a response to the Secretary of State's Consultation to request the city's allocation be increased to some 15,150 dwellings until 2021 in order to achieve the key aims.

5.33 The broad distribution of the city housing allocation has been considered in relation to the four sub-areas: North Sunderland; South Sunderland; Washington and the Coalfield shown on the map in chapter 3. The housing role of Central Sunderland that falls within North and South Sunderland is also considered. The table below details how housing could be distributed in the four sub areas based on the following options:

- Option 1 - a) RSS housing allocation distributed in proportion to levels of existing population; b) RSS allocation distributed in terms of a 'best fit' option which takes account of land potential and constraints on development
- Option 2 - a) the City Council Response distributed in terms of existing population; b) the City Council Response distributed in terms of the 'best fit' option

RSS Allocation 2004 - 21	12,060	
City Council Response	15,150	
Area	Population based	Best Fit
North Sunderland (inc. Central Sunderland north)		
RSS Allocation	2,532 (21%)	2,050 (17%)
City Council Response	3,181 (21%)	2,121 (14%)
South Sunderland (inc. central Sunderland south)		
RSS Allocation	5,065 (42%)	5,427 (45%)
City Council Response	6,363 (42%)	7,423 (49%)
Washington		
RSS Allocation	2,412 (20%)	964 (8%)
City Council Response	3,030 (20%)	1,364 (9%)
Coalfield		
RSS Allocation	2,050 (17%)	3,618 (30%)
City Council Response	2,576 (17%)	4,242 (28%)

5.34 Priority for developing land for housing purposes is given to previously developed land (PDL). The RSS sets a target for Tyne and Wear that 80 percent of new development will be on previously developed land. Within the city, 75 percent of new homes have been developed on PDL over the last five years, and 94 percent in the last financial period (2006/07). Note that in Central Sunderland development will be exclusively on brownfield land.

5.35 Though the city has a significant amount of PDL available, it is recognised that some development on greenfield land may be required to achieve strategic development objectives.

5.36 The RSS recognises that higher density housing will help to minimise land use, and is especially appropriate where PDL exists adjacent to main centres and beside major transport stops and interchanges. In 2006/07 new housing was developed at an average density of 61 dwellings per hectare. This figure is above that required through the RSS.

5.37 The city's existing housing stock will remain its most important asset, with current housing still forming around 90 percent of the stock in 2021. At April 2007 there were some 123,982 dwellings within the city and of these less than three percent were vacant; this is already below the RSS target for vacant dwellings. Only two percent of the housing stock is defined as 'unfit' (Source: HIP Report 2007).

5.38 The clearance, renewal and refurbishment of housing being carried out by Gentoo (formerly Sunderland Housing Group) is a major contribution to the improvement of the housing stock condition. Gentoo owns all former City Council housing stock which has not been sold under 'right to buy' arrangements and is the biggest registered social landlord within the city, owning 25 percent of the overall housing stock. Its plans include the demolition of approximately 4,100 dwellings and construction of around 3,800 replacements by 2016/17. Supporting and contributing to the regeneration plans of Gentoo are key objectives for the city, and are encouraged through the Sunderland Strategy and are priorities in the emerging RSS.

5.39 It is crucial that policies permit the refurbishment, renewal and improvement of existing housing stock to ensure the strategic vision can be achieved.

How we reached our Preferred Option

We asked you about the distribution of new housing across the city in relation to net additional proposed in RSS and the City Council's own response; also about the broad sub-division of the city allocation of net additional dwellings:

1) What sort of locations are the most appropriate for new housing?

You said:

- Housing close to key public transport corridors and interchanges should be maximised, as well as development in support of regeneration initiatives
- New housing should be accessible to and support local and main service centres and more housing close to employment locations should be sought
- Development of employment land should only be where it is clearly of no value to employment, is in a sustainable location and where amenity doesn't suffer from other nearby industry.

2) What should be the attitude to use of previously developed land (PDL - 'brownfield') or undeveloped land (greenfield)?

You said:

- Where appropriate brownfield land should be developed in preference to greenfield land. However housing on peripheral countryside and urban open space could be acceptable if the site was sustainably located for housing, of unexceptional quality, and where no other significant need was identified. Development in the Green Belt was not ruled out but should be a last resort

3) How should density be used to plan for provision of housing?

You said:

- Higher density housing should be sought close to key public transport corridors and interchanges
- There was concern about trying to achieve density increases across the board in the city, and support for low densities where it achieved high value executive family housing

4) How should the new additional housing (12,060 - 15,150 between 2004 and 2021) be allocated to sub-areas of the city - Sunderland north; Sunderland south; Washington; Coalfield? (the options are explained in the preceding section)

You said:

- Increased development in Washington was desirable to maintain population and services but not such that it seriously impacted on Green Belt, other green spaces and employment areas

- The northern Coalfield should continue to cater for Washington 'overspill', but southern Coalfield should concentrate on supporting local settlements
- There was support for focussing substantial new development in south Sunderland and Central Sunderland
- The 'best fit' options were supported over those purely trying to match the housing to population levels

The Issues and Options Sustainability Appraisal noted:

- All the options for development included in the Issues and Options report had similar beneficial effects across a number of the sustainability objectives, but the options providing higher concentrations of housing in proximity to the city centre and local centres, and to key public transport corridors, provided additional positive impacts
- The sustainability of using employment sites for housing or a mix of both was uncertain and no positive benefits were identified, as sustainability would be dependent on the types of development promoted on the sites

Rejected options:

- Housing development that puts inappropriate emphasis on the use of greenfield land and employment land
- Housing development that does not maximise use of brownfield land
- Development of a substantial nature that is not accessible to and in support of key public transport corridors and interchanges, the city centre or other local centres, or regeneration and renewal initiatives
- Options based on RSS proposed changes net dwelling requirements: these do not allow the city's economy to grow in line with regional strategy, hence the City Council's response to RSS consultation for 15,150 additional dwellings
- Sub-area housing allocations based purely on population levels were rejected, as they did not take account of important constraints and local housing markets

Conclusion

On balance, the preferred option for the distribution of housing should support the City Council's response to the RSS (until final RSS is published). It should have an emphasis on housing in sustainable locations, where appropriate in support of regeneration and renewal initiatives, maximise accessibility to and support for service centres and public transport and use of brownfield sites. Housing should play a key role in the development of Central Sunderland, in the further development of the Coalfield and modest growth in Washington, whilst south Sunderland should play a major role in achieving the housing targets for the city.

Policy CS4: The distribution of new housing

Land for housing:

In seeking to achieve the preferred option housing target of 15,150 net additional new homes by 2021 the City Council will:

i) Manage the phased release of land* so as to provide for the following amounts of housing within set time periods in the city's four sub-areas;

	2004-11	2011-16	2016-21	Total
Sunderland RSS Response Requirements	4,680	5,235	5,235	15,150
North (14%) (includes Central Sunderland North)	655	733	733	2121
Completed	148	0	0	148
Committed	74	0	0	74
South (49%) (includes Central Sunderland South)	2293	2565	2565	7423
Completed	1518	0	0	1518
Committed	1250	325	315	1890
Washington (9%)	421	471	471	1364
Completed	59	0	0	59
Committed	325	0	0	325
Coalfields (28%)	1310	1466	1466	4242
Completed	59	0	0	517
Committed	325	0	0	785

ii) Provide a minimum of 80 percent of the above land allocations on previously developed land;

iii) Require the density of new housing throughout the city to range from between 30 to 50 dwellings per hectare, with the higher densities in Central Sunderland and in locations with good public transport accessibility. Lower densities may be acceptable where providing executive dwellings or where necessary to protect an area's characteristics.

Improving the existing housing stock:

The City Council, in seeking to improve the existing housing stock will support Gentoo and other registered social landlord programmes of improvement and replacement in identified locations where future needs may not be being met by the existing housing stock. These will include large estates programmed for renewal by Gentoo at Pennywell, Southwick and Doxford Park, with a number of smaller schemes spread across the city. The City Council also supports major housing-led regeneration schemes at Castletown, Hetton Downs and Middle Hendon.

iv) Housing market renewal strategies will be prepared in consultation with the local community in locations identified in need of housing renewal.

v) Proposals to improve the condition of the city's housing stock will link to wider social, economic and environmental improvements in the area.

vi) Sites for new housing will be identified to assist regeneration and renewal areas.

* The release of land will be set out in the Housing Allocations DPD in accordance with the sequential approach set out in RSS, and the prioritised sites as set out in the Strategic Housing Land Availability Assessment (SHLAA).

** Figures in the table are based upon the preferred option of 15,150 dwellings and distributed in accordance with the 'best fit' option. The table also takes into consideration existing completions since 2004 and existing commitments as at April 2007.

The Preferred Option policy supports:

National Policy: PPG2, PPS3, PPS6, PPS7, PPG17, PPS25.

Regional Spatial Strategy: Policies 3, 6, 13, 28, 29, 30.

Sunderland Strategy: Improving Quality, Choice and Range of Housing; Creating a Prosperous City; Creating Inclusive Communities; Attractive and Accessibility City.

Strategic Spatial Objectives: 1, 2, 5, 12, 14, 15, 16, 17, 19, 21.

The Preferred Options Sustainability Appraisal states that in general, the development of brownfield sites within the central Sunderland area will ensure that a comprehensive mix of land uses is promoted within the central area, though any additional development will result in an increase in domestic waste production. An increase in housing provision will result in secondary effects relating to health and employment. Mitigation in the form of environmental surveys may be required for proposed housing development sites, especially greenfield sites. Development control policies can minimise and mitigate adverse effects. Consideration should be taken for waste recycling and disposal facilities to cater for the increase in waste production, and this policy may benefit from cross-referencing with policy CS17 (Waste).

5.40 The allocation of the city's net additional housing to 2021 has been sub-allocated by reference to four broad areas of the city. The 'best fit' option proposed takes account of the following:

<p>North Sunderland</p> <p>Central Sunderland (North)</p>	<p>Limited growth subject to constraints of the Green Belt.</p> <p>a) Achieve adopted housing numbers as set out in Alteration No.2 by 2012;</p> <p>b) Seek continued housing growth to 2021.</p>
<p>South Sunderland</p> <p>Central Sunderland (South)</p>	<p>Major growth to cater for identified housing needs as well as to meet shortfalls from other areas (mainly north Sunderland) subject to Green Belt constraints, other open countryside and strategic settlement breaks.</p> <p>a) Achieve adopted housing numbers as set out in Alteration No.2 by 2012;</p> <p>b) Seek continued housing growth to 2021.</p>
<p>Washington</p>	<p>Modest growth limited by Green Belt and strategic employment land constraints.</p>
<p>Coalfield</p>	<p>Focus for sustainable growth to absorb other sub-areas overall housing needs, subject to constraints of the Green Belt.</p>

5.41 Through the HADPD Issues and Options report, the distribution of housing allocations has been taken a step further and housing growth areas have been identified within the four sub-areas. These will be the main focus for potential new housing within the city and have been identified due to a range of factors. These factors include: existing housing commitments; regeneration opportunities; identified PDL sites beside transport corridors, and; popular housing market locations.

5.42 The growth areas identified are set out below, and are subject to consultation through the HADPD issues and options report.

Sub-area	Growth area
North Sunderland	Fulwell/Roker/Seaburn
	Central Sunderland North
South Sunderland	South Hylton
	Chapelgarth
	Ryhope
	Central Sunderland South
Washington	Washington
Coalfield	Fence Houses
	Easington Lane

5.43 Through the Core Strategy and the Housing Allocations DPD (HADPD) the City Council will ensure sufficient land is allocated to develop 15,150 net additional homes during the plan period. The HADPD will detail the phasing of housing development until 2021, ensuring there is a continuous rolling five-year programme of appropriate sites. It should be noted whilst the completion numbers in South Sunderland are somewhat short for the period 04-11, commitments could take the number over the guideline figure should they all proceed.

5.44 The housing trajectory in Appendix 2 is based on known commitments and other suitable sites identified in the council's Interim Strategy for Housing Land. While sufficient sites have been identified for the earlier periods of the plan, there is a shortfall towards 2021. This will be addressed by the Housing Allocations DPD. Suitable housing sites will be identified through the Strategic Housing Land Availability Assessment (SHLAA - a requirement of PPS3) and subsequently brought forward through the HADPD. The SHLAA will firstly identify sites with potential for housing, then assess their housing potential; and finally assess when they are likely to be developed.

5.45 Housing figures will be monitored through the Annual Monitoring Report and subsequent reviews of the Core Strategy ensuring housing and housing numbers are planned for, monitored and managed appropriately.

5.46 Currently a citywide private stock condition survey is being conducted which will highlight areas of poor housing deprivation, which could lead to areas being subject of 'neighbourhood renewal assessments'.

5.47 It is recognised that where existing housing is obsolete and not viable for improvement, demolition may prove to be the best solution to regenerate an area. Demolition provides the opportunity to provide replacement housing that better meets local needs and aspirations of the area.

5.48 There are a number of locations in the city currently the subject of major housing renewal programmes, the majority being delivered by Gentoo. It is anticipated that 6210 dwellings will be cleared during the plan period, affecting primarily gentoo housing stock and to a smaller extent private housing stock (e.g. at Hetton Downs, subject of an Area Action Plan and Castletown, subject of a master plan).

5.49 The number of dwellings anticipated for demolition represents 1/3 of the Tyne and Wear housing clearance target set by the RSS (policy 29).

Housing choice

5.50 It is vital that an adequate and appropriate supply of housing is provided across the city in terms of type, tenure, design and price to meet the needs of existing and future residents. A flexible housing stock that can satisfy change in household size, ageing population and diverse lifestyle choices is needed.

5.51 At present the city's housing stock shows an imbalance of house types, with high levels of semi-detached and terraced properties and low levels of family, detached and 'executive' type dwellings. The city also has the highest proportion of social rented stock and the lowest proportion of owner occupied stock regionally. To gain a much better picture of the housing needs of the city a 'Housing Market Assessment' (HMA) is being undertaken to establish shortfalls in housing stock by type, size and location. The report is expected early in 2008.

5.52 This lack of choice is a cause of out-migration to areas with more appropriate housing and is one reason behind population decline in the city. As such it is considered a vital issue to be addressed through the Local Development Framework process.

5.53 Through community consultation on the Core Strategy and the Sunderland Strategy a draft vision for housing environments in Sunderland has been identified. All developments should be considered in the context of this, which is as follows:

“Safe and secure neighbourhoods with a strong emphasis on road safety, prioritising the needs of pedestrians and cyclists, whilst still making provision for vehicle users. Development should be made up of a mix of housing types including affordable housing; where tenure is mixed it should be well managed and designed to encourage community engagement. Development should take place in a sustainable manner, utilising brownfield land and existing buildings where appropriate, to create an attractive and high quality residential environment, with good access to local facilities, public transport and green spaces.”

How we reached our Preferred Option

We asked you about the types of housing that should be sought.

1) What priority should be given to housing to meet different requirements?

You said:

- You would support more high quality 'executive' homes to attract the right high level skills to the city, including large low density family homes
- You gave strong support to the provision of more 'affordable' and social housing to help young people and first time buyers and renters and more housing adaptable and suited to older people and those with mobility difficulties
- Mixed developments of housing would be welcomed, as opposed to estates all of the same type of house

2) What priority should be given to different types of housing?

You said:

- Apartments are acceptable in central locations, but not widely distributed; preference should be towards smaller households rather than families
- There is demand for single floor, easy access, accommodation (several requests for more bungalows)
- Additionally, you suggested that the amounts of types and tenures of housing in the plan should be guided by the forthcoming Sunderland Housing Market Assessment

The Issues and Options Sustainability Appraisal noted:

Options for executive housing and apartment housing had identifiable negative effects as they do not provide everybody with the opportunity of owning a decent home, whilst options for affordable and family housing were considered sustainable as they are more suited to a range of users.

Rejected options:

- Housing policies that would result in single-type housing areas
- Policies that would not support provision of a wide range of housing choice and tenure
- Policies that would not provide sufficient affordable and other special needs housing
- A policy that failed to consider the needs of gypsies and travellers

Conclusion

The preferred option for providing the right types and tenure of housing in the city must take account of the forthcoming Sunderland Housing Market Assessment and provide a range of new, refurbished and improved housing to suit all needs, giving emphasis to promoting mixed use developments and particular consideration to the provision of increased amounts of affordable, special needs and executive housing.

Policy CS5: Housing choice

To ensure a range and choice of housing types and tenures are incorporated into all housing developments which meet the needs and aspirations of the city's existing and future residents, the City Council will:

- i)** Require a 'percentage' of all new dwellings to be affordable on a 'set' site size. (Figures will be dependent on outcome of HMA). The City Council will require affordable dwellings to remain 'affordable'.
- ii)** Ensure a balanced mix of housing tenure and type are provided, through the application of a minimum site size policy, with particular emphasis on family, detached and executive type dwellings (results of HMA should help identify types and even areas where particular house types are required).
- iii)** Ensure that housing meets the requirements of specific needs groups where there is identified need and demand.*
- iv)** Ensure that provision is made for gypsy and traveller sites where there is a proven need and demand, with sites:

- Being located so as to avoid adverse effects on the wellbeing of site occupiers
- Being reasonably accessible to local services and facilities
- Being located where they will not be detrimental to the city's regeneration aims
- Being located away from any known high flood risk areas
- Being located so as to avoid environmentally sensitive areas (both natural and cultural)
- Being located so as not to have any detrimental impact on residential amenities and highway safety
- Being located so as not to create a significant intrusion into the landscape

All new housing developments must satisfy the housing environment vision - providing housing in appropriate sustainable locations, within a high quality environmental setting and of high quality build and design.

* Particular emphasis will be given to areas of the city which are identified as being deficient in particular house types and tenures and affordability through the Housing Market Assessment. (This part will be replaced with the areas and types once known through the HMA).

The Preferred Option policy supports:

National Policy: PPS1, PPS3, PPS6.

Regional Spatial Strategy: Policy 2, 6, 24, 32, 39.

Sunderland Strategy: Improving Quality, Choice and Range of Housing; Reducing Crime and Disorder and Fear of Crime; Improving Health and Social Care; Creating Inclusive Communities; Developing an Attractive and Accessible City.

Strategic spatial objectives: 2, 10, 14, 16, 18, 21.

The Preferred Options Sustainability Appraisal states that the main purpose of this policy is to provide a choice in the types of housing available in Sunderland. Housing choice is a considerable factor in creating a stable home environment, resulting in a multitude of socio-economic benefits. Providing a choice in housing availability will allow for the development of other socio-economic benefits relating to health, employment and education.

5.54 Improving the choice of type, tenure and price of the housing stock within the city will help meet the needs and aspirations of Sunderland's large and diverse population and reversing the trend of outward migration.

5.55 Providing a range of house types and tenures within housing developments will not only offer choice and meet the aspirations of existing and future residents, but will help provide a diverse population mix, ensure integration and create sustainable communities. This is an objective of the overarching Sunderland Strategy as well as both planning and housing at a regional and local level.

5.56 It is necessary to ensure that housing is delivered that meets the needs of all, particularly under-represented groups in line with RSS. Information in relation to housing need across the city is limited, however the HMA will identify the nature, level and location of such need.

5.57 It is known that there are insufficient 'executive-type' dwellings within the city, yet these dwellings which are generally larger, high-quality, high-priced, family dwellings which suit the needs of higher-income households and professionals can help diversify Sunderland's housing offer and should be provided wherever possible, in order to help stem out-migration and enrich the city's socio-economic profile.

5.58 Population projections indicate that within the city the demographic profile will change, with Sunderland expected to have the largest number of 85+ residents compared with other Tyne and Wear districts. The 60+ residents are also expected to increase dramatically; as such increasing emphasis will be placed on addressing this ageing population's housing requirements, including extra care homes, with consideration given to new forms of older persons' accommodation.

5.59 Previously (through the 2002/2003 Needs Assessment) a need for affordable housing was not established as the city had a wide supply of social rental properties provided by SHG (now gentoo) and large areas where house prices are within reach of the lower income brackets. Nevertheless, this does not necessarily indicate the city does not require further affordable housing. The areas of the city where house prices are lowest do not always meet existing and potential residents housing aspirations.

5.60 Due to property prices exceeding increases in earnings, reductions in the number of social rented units available, reduced turnover and increases in right to buy, it is considered by many that the city has an emerging affordability issue, (however the results of the HMA will confirm this). Affordable homes need to be provided throughout the city and integrated into developments, forming part of the overall scheme. Affordable dwellings will remain affordable and as such S106 agreements should be utilised.

5.61 The Housing Green Paper (July 2007) has identified Sunderland as one of 14 pilot authorities nationally to be established as a Local Housing Company. This will involve the City Council working in partnership with English Partnerships to help deliver new homes to the city, with particular emphasis on affordable homes.

5.62 Gypsies and travellers have particular accommodation requirements and are currently believed to experience the worst health and education status of any disadvantaged group in England. Currently they are no allocated sites within the city for gypsies and travellers, however the City Council does encounter unauthorised encampments from time to time. It is expected that the Housing Market Assessment will identify any requirements and as such the Housing Allocations DPD will consider provision based on the criteria set out above.

5.63 The housing environment vision is a shared vision developed from the key messages expressed through Sunderland's Community Spirit Group in summer 2007 and as such housing developments must comply with this vision to ensure the views of the city's residents are taken on board.

City centre and other centres

5.64 Shopping and shopping centres play an important role in the life of a community. Convenient access, particularly for non-car users, to a good range of shops in a comfortable, clean and safe environment is an essential element of life. Moreover, shopping centres act as meeting places, locations for social activities and centres of employment.

5.65 A hierarchy of centres exist in Sunderland. This includes the city and main centres of Sunderland, Washington and Houghton, which are the major focal points for retail and other town centre activity in the city. Smaller district centres like Southwick and Chester Road usually consist of a group of shops containing a range of retail and non-retail services. Local centres such as Silksworth and Vilette Road cater for the day-to-day needs of local residents and serve a small catchment.

5.66 The hierarchy of centres in Sunderland is as follows:



5.67 The city and town centres will be the main location for “town centre” uses. These comprise:-

- Leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and public houses, night clubs, casinos, health and fitness centres, indoor bowling centres and bingo halls)
- Offices, both commercial and those of public bodies
- Arts, culture and tourism (theatres, museums, galleries and concert halls, hotels and conference facilities)

5.68 Centres have a major role to play in attaining community cohesion and social inclusion. The City Council will ensure that centres contain a diverse range of facilities and services and are accessible by all members of the community, making them places where people want to visit, work and live. A high quality public realm must also be developed hand-in-hand with sustainable development and landmark buildings, particularly at gateway entrances to the city.

How we reached our Preferred Option

We asked you about questions relating to retailing and urban centres:

1) Where is your local centre for shops and services?

The main centres you identified were Sunderland City Centre, Washington Galleries and Sea Road (Fulwell)

2) Are there any facilities missing in your local centre?

You said that facilities that were lacking in centres included lack of compliance with DDA guidance, accessibility to supermarkets, and the provision of healthcare facilities.

The Issues and Options Sustainability Appraisal Report did not appraise the above issues at the time as the issue requested a non-specific answer.

You also told us that:

- If people are located further out of the centre then need better access to the city
- Office development in the city centre is ideal but continuing to build in places such as Doxford International prevents this
- The city centre is very accessible and we are not capitalising on it, should be making emphasis on the city centre especially for new business types - offices
- Need to improve economic basis in city centre to ensure people reside in city accommodation e.g. apartments
- Government policy (PPS6: Planning for Town Centres) continues to emphasise the need to promote and enhance existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all

Rejected Option

- Not to maintain an appropriate level of service in local and district centres and protect local shops as this would increase the need to travel and reduce sustainability

Conclusion

On balance we support a policy which would support the vitality and viability of all our centres and appropriate diversification whilst at the same time concentrating major town centre development in the three main centre's of Sunderland, Washington and Houghton. Government policy (PPS6: Planning for Town Centres) continues to emphasise the need to promote and enhance existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.

Policy CS6: City Centre and Other Centres

The City Council will seek to develop the main, district and local centres into vibrant and economically buoyant facilities. Favourable consideration will be given to proposals that will sustain and enhance the vitality and viability of all centres and thereby facilitate their regeneration.

To achieve this:

- i)** Proposals for large-scale main town centre uses, including retail, leisure, entertainment facilities, offices, and community facilities will be directed towards the main centres of Sunderland, Washington and Houghton.
- ii)** The City Council will seek to ensure that an appropriate level of shopping service remains in district and local centres; new convenience retail development will be directed to these centres to meet local needs and encouraged in areas where there is an identified deficiency in provision.
- iii)** The Evening Economy: The City Council will encourage growth and diversification of the evening economy, in Sunderland city centre, through the Evening Economy Supplementary Planning Document.

The Preferred Option policy supports:

National Policy: PPS1, PPS6, PPG13.

Regional Spatial Strategy: 2, 6, 24, 25, 27, 32, 52, 55.

Sunderland Strategy: Attractive and Accessibility City; Creating Inclusive Communities; Creating a Prosperous City; Extending Cultural Opportunities.

Strategic objectives: 19 and also 1, 8, 14, 20, 21.

The Preferred Options Sustainability Appraisal states that the policy is sustainable as it directs large developments towards the main population centres. There would also be secondary benefits relating to employment provision and the promotion of economic growth.

5.69 The policy seeks to reinforce the attractiveness and competitiveness of the main centres in the city. Across the city, a balanced distribution of attractive facilities, accessible to all, is sought to provide for local needs and help ensure a sustainable form of development. The creation of vital and viable centres will help retain expenditure within the city and boost the local economy whilst reducing the need to travel to other centres outside the city. Residential and office development will be encouraged as an appropriate use above ground floor retail and other facilities within all centres.

5.70 The City Council will support new retail development which meets a proven need; is appropriate in scale to the proposed location; meets the sequential approach to selection set out above; will not have an unacceptable negative effect, either solely or cumulative, on the vitality or viability of existing centres; and is accessible and well served by a choice of means of transport.

5.71 Access to convenience shopping facilities is important. New convenience facilities will be encouraged where an identified deficiency exists; these should be located within existing centres though in some cases out-of-centre locations may be considered where there is particularly poor provision of facilities.

5.72 New development for “town centre” uses should comply with the sequential approach to site selection outlined in PPS6 (Planning for Town Centres) and RSS Policy 18A. This requires that all options in the city and existing centres be thoroughly assessed before less central sites are considered for development for main town centre uses. The sequential approach to site selection requires that locations in appropriate centres are considered first for development, then edge-of-centre locations and finally out-of-centre sites with good transport links.

5.73 Sunderland city centre is the third largest centre in the North East region and is recognised as an important sub-regional centre by the Regional Spatial Strategy. A major retail centre, it also contains civic, office and leisure uses and is a major public transport node. It has considerable potential to accommodate additional “town centre” uses. Alteration Number 2 of the Adopted UDP has identified sites within the city centre for large scale mixed use development, including the Holmeside Triangle which is the City Council’s allocated site for new retailing and where emerging proposal feature a mix of retail and housing. Similarly the Vaux site, to the North of the city centre, has outline permission for a major employment and residential led scheme.

5.74 The City Council will encourage office development within the city centre, taking advantage of its good public transport accessibility.

5.75 Through the Evening Economy Supplementary Planning Document the City Council will promote the development of a balanced evening and night-time economy within Sunderland city centre and encourage uses that will contribute to its vitality and vibrancy.

5.76 Washington and Houghton Town Centres serve the outlying parts of the city and meet a wide range of shopping, recreational, cultural, civic and business needs. They are major focal points for retail activity and are highly accessible, particularly by public transport. Washington is one of the main locations in the city for comparison-shopping, whilst Houghton has a more limited range of facilities but serves as a town centre for the coalfield communities. Washington and Houghton will remain locations for major town centre uses and new development appropriate to their scale and townscape.

5.77 District and Local Centres are at the heart of sustainable neighbourhoods, especially in regeneration areas where many residents are without a car. Comprising smaller scale facilities, they cater for the day-to-day shopping needs of local residents and are usually within walking distance of population centres. Viable local centres, accessible by sustainable transport, are also important to reduce the growth in car-based shopping, which contributes to greenhouse gas emissions.

5.78 Many of the smaller neighbourhood shopping/service centres have suffered from competition from the growth of large supermarkets and out-of-centre retail complexes, some outside of the city, which have become more accessible with the growth in use of the car.

5.79 In these smaller centres where there is evidence of decline, encouragement will be given to promoting the diversification of uses and improvement of the environment including improvement of the public realm in order to maintain an appropriate level of vitality and viability.

5.80 A Retail Study was prepared to inform the UDP Alteration for Central Sunderland. This identified broad requirements for new retail floorspace across the city based on shopping patterns and estimates in expenditure growth. The proposed broad distribution of this new floorspace is as follows:-

Table showing capacity for additional retail floorspace in the city:

Centre	Convenience (m ² net)	Comparison (m ² net)
Sunderland	1177	9552
Washington	2380	(11576)
Houghton	519	155
Non Central	5048	(4759)

Source: Sunderland Retail Study 2006

5.81 In sequential terms, the city centre remains the optimal location for new retail floorspace, followed by Washington and Houghton town centres. There is particular potential for the expansion of the comparison goods service (i.e. household goods, clothing and footwear) in the city centre, at least until 2010; as referred to above this is likely to be achieved by the development of sites within the defined city centre retail core, particularly the Holmeside Triangle site as detailed in the UDP Alteration for Central Sunderland.

5.82 The Retail Study outlines that outside of the three main centres (i.e. “non-central” locations) potential exists for the development of over 5,000m² of additional convenience floorspace. This floorspace is likely to be focussed on the District Centres in accordance with the aims of PPS6, however some could be developed in locations where there is currently poor access to convenience shopping facilities. Most parts of the city are well served in terms of retail provision. However, there remain pockets within the city that are poorly served and could potentially benefit from additional convenience provision, including:

- Thorney Close/Farringdon/Plains Farm
- Grindon/Hastings Hill
- South Hylton
- Hendon
- Silksworth
- Hylton Red House/Witherwack
- South Washington

- East Washington
- Shiney Row
- Easington Lane

This will be examined in detail in the “Allocations” Development Plan Document.

5.83 The future pattern of retail/town centre development is to a large extent determined by the provisions of government guidance (PPS6) which emphasises the importance of town centres and seeks local authorities to direct development towards these centres. The city has an established hierarchy of centres and these should continue to be the focus of development for retailing and other town centre uses, appropriate to their size and location.

Developing healthy, safe and inclusive communities

5.84 The relationship between successful planning, regeneration, relative health and inclusive societies should focus on the issue of socially and economically balanced and sustainable communities. Jointly, these should seek to enable:

- Over-concentrations of deprivation to be tackled
- Residents to be able to move safely around the city
- Continuous lifelong learning, making education accessible to all
- The development of safe and secure environments
- The creation of an age-friendly approach to planning
- Accessible and inclusive health and social care
- Open space and recreation opportunities
- The development of attractive and well-managed environments
- The prevention of air pollution and reduction in harmful levels of air pollution where it exists

5.85 Too often our local neighbourhoods offer streets that are dominated by motor vehicles that cause pollution and safety hazards, and limited local shops and services, in part due to lower density housing providing insufficient population to support these facilities. Poorly designed neighbourhoods can have a negative impact upon street interaction, which in turn can have a negative effect upon levels of physical activity and perception (or fear of) crime.

5.86 Safe, well-maintained and attractive public spaces have a critical role to play in creating pride in the places where we live which, in turn, is essential to building community cohesion and successful communities. By rejuvenating Sunderland’s public spaces, more people will be encouraged to use them which will help in reducing crime and the fear of crime.

5.87 Healthy Urban Planning (HUP) and Healthy Cities principles involve planning that promotes health and well-being and has much in common with the principles of sustainable development. It means putting people back ‘at the heart’ of planning. Healthy urban planning also implies a need to place values such as equity and collaboration in planning decisions, and these are key themes in the World Health Organisation ‘Health for All Policy Framework’.

5.88 Inclusive and successful communities enable quality education opportunities for all, and it is also key to underpinning economic and employment policy for the city. Every effort must be made to develop an effective system of education from nursery through to university and continuous lifelong learning. Through investment in its residents, Sunderland will be able to compete more effectively in the national and global marketplace.

How we reached our Preferred Option

We asked you about health, safety and inclusivity:

1) What factors contribute most to an attractive public realm?

You told us car free or pedestrian priority streets.

2) What aspects of Sunderland's urban environment most need improvement?

Street design was the most needed improvement to Sunderland's urban environment.

3) You were asked about walking and cycling:

You told us that we should develop pedestrian access in key areas and creating off-road cycle routes for everyday needs.

4) How safe do you feel walking outside in the city centre alone in the daytime? How safe do you feel walking outside in the city centre alone in the dark?

Only 12 percent of respondents felt unsafe during the day, whilst 57 percent of respondents felt unsafe in the dark.

5) We asked you about what makes a good place to live.

You told us that low levels of crime, clean streets and access to health services were the three main factors that contribute to a good place to live.

The Core Strategy Issues and Options Sustainability Appraisal showed that there would be no negative impacts in terms of sustainability.

You also told us that:

- Making Sunderland a healthy, safe and inclusive city should be a top priority (Community Spirit Priority Issues 2007)
- More affordable leisure activities in easily accessible locations are needed (Sunderland Strategy consultations)
- You said we need new and existing homes to have high standards of access to local services
- Increased building densities are needed, particularly beside public transport corridors. With more concentrated development, particularly beside local centres, there is greater opportunity to support viable local services. This needs to take place in line with public realm and environmental improvements, and better use of green space for local neighbourhood use

Rejected options

- Policies that would not encourage the promotion of healthy activities in the city
- Policies that would not support safe and inclusive environments
- Policies that would not provide a basis for improving educational attainment and lifelong learning in the city
- Policies that encourage the use of private transport instead of public transport and/or walking

Conclusion

On balance we support a policy that will support and promote the health and safety of its environment and will lead to increased inclusiveness in communities.

Policy CS7: Developing healthy, safe and inclusive communities

The City Council will develop healthy, sustainable, and attractive communities throughout the city that are well designed and integrated with social, care and community services and facilities, and are set amidst safe, clean and inclusive public realm and greenspace. This will be achieved by:

- i) Promoting a more equitable distribution of services, facilities and quality environments across the city, by:
 - Improving access to local shops and core services, including a wide range of healthcare and extra care homes (should a need be identified through the pending Housing Market Assessment)
 - Provision through the ActiveCity initiative of facilities that support physical activity and healthy lifestyles
- ii) Taking measures to improve and provide quality public realm and local networks of safe and attractive streets that promote cycling, walking and social interaction.

iii) Ensuring that health and well-being issues are taken into consideration in key development through use of Health Impact Assessments.

iv) Ensuring that education and community facilities are available throughout the city, including support for the 'Building Schools for the Future' initiative and ensuring that University, College, and communication technology initiatives can develop.

v) Developing other learning experiences through appropriate design and preservation schemes.

Where appropriate, development proposals will be assessed in terms of their contribution to the above criteria.

The Preferred Option policy supports:

National Policy: PPS1, PPS3, PPS6, PPG13, PPG15, PPG17, PPS23.

Regional Spatial Strategy: Policy 2, 3, 9, 11, 12, 13, 24, 25, 29, 30, 32, 34, 38, 39, 52, 55.

Sunderland Strategy: Creating Inclusive Communities; Improving Health and Social Care; Creating a Prosperous City; Improving Quality, Choice and Range of Housing; Raising Standards and Improving Access and Participation in Learning; Developing an Attractive and Accessible City.

Strategic objective: 14, and also 1, 2, 3, 5, 8, 10, 11, 15, 16, 18, 19, 20, 21.

The Preferred Options Sustainability Appraisal states that this policy will result in a number of benefits against the SA objectives, and is representative of the cross-cutting benefits that arise as a result of providing for an increase in general health and well-being. It is clear that there are certain aspects that contribute to this, including retention of decent employment, securing an adequate and safe home, and being able to enjoy local recreational features and facilities. Policy may have indirect benefits on the local economy as a result of a healthier and safer local community.

5.89 To aid health and equality of access, a Congestion Reduction Strategy (part of the Tyne and Wear Local Transport Plan) is developing a centres, corridors and neighbourhoods approach to delivering sustainable transport improvements helping to deliver improved public realm and public transport services and infrastructure. Linked to this, the City Council is developing accessibility mapping as a tool to identify areas of high and low pedestrian and public transport access to key services and facilities, and has compared these results with local Indices of Multiple Deprivation (IMD) data. The City Council is actively undertaking opportunities to improve local walking and cycling networks, and providing services locally.

5.90 Sunderland's Customer Service programme is introducing a citizen-focused programme of improvements in access to and delivery of council and other public services across the city by offering one-stop shops to residents to access a variety of services under one roof.

5.91 Through the Healthy Cities initiative, the City Council is working closely with the Primary Care Trust to ensure more equitable healthcare access across the city. Increasing overall physical activity is being promoted through the provision of a wide range of sports and greenspaces for all ages. "ActiveCity - Action for a Healthy City", is an overarching document providing information, aspirations and intentions for the development of sport and physical activity and leisure facilities in the city. The vision will be delivered through two key aims: to improve sports, leisure and play facilities and buildings and to provide opportunities for participation.

5.92 Health Impact Assessments (HIA's) have arisen out of the need, on the one hand, for planning to act as a more strategic, proactive force for economic, social and environmental well-being, and on the other for health planning to recognise that a wide range of factors in addition to simply the provision of health services are important for determining public health.

5.93 The City Council is carrying out a Housing Market Assessment to determine the different type and tenure of housing required across the city. This will be linked closely to Government and NHS initiatives such as the move towards providing extra care homes that can lengthen an individuals' continued independence. Extra care homes are one such example, helping to cater towards an ageing population and also for other people who might need day-to-day assistance.

5.94 Building Schools for the Future (BSF) is a new, strategic approach to investment in schools. The Government has pledged considerable funds to local education authorities and schools to spend on maintaining and improving their school buildings. BSF provides an opportunity to involve the local community in various ways, not only making more efficient use of resources but also providing better access to lifelong learning. Health, pastoral and social care can also be incorporated on to the same site. Eight Schools are involved in the first wave of the BSF funding, with a further nine allocated for the second wave of funding.

5.95 The City Council will also continue its support for the development of The University of Sunderland, to help the University to consolidate its activities on two main campuses. The City Council will also assist the City of Sunderland College to consolidate its activities on several campuses.

Connectivity



6.0 Connectivity

6.1 Both the Sunderland Strategy and Tyne and Wear Local Transport Plan (LTP) aim to develop Sunderland as an accessible and safe city, with an effective, integrated and sustainable transport system. The focus will be on seeking to reduce the dependency on cars by slowing the decline of take up of public transport and increase walking and cycling. Sunderland's Image Strategy recognises that the appeal of the city as a place to live is dependent upon people being able to get to, from and around it easily.

6.2 Focusing on sustainable transport development will not only improve accessibility but will also help to support other crucial initiatives in Sunderland such as helping to improve traffic congestion, air quality, road safety and supporting increased levels of physical activity and overall health.

6.3 Key 'connectivity' issues for the Core Strategy and land allocations DPDs relate to the need to enhance accessibility by sustainable modes to local services, main centres, key facilities such as hospitals and secondary schools, and to main employment centres. Enhancement should particularly be targeted at improving access for deprived sectors of the population and towards some substantial areas of the city that are poorly served, with in many cases high levels of deprivation.

6.4 Transport improvements also need to enhance the city's profile and economic competitiveness, offering enhanced regional, national and international connectivity through new public transport and highway schemes.

6.5 The enhancement of many aspects of public transport is seen as desirable by citizens and others, as has been noted from public consultation, whilst land use developments that assist public transport viability are also seen as important. In considering new major areas for growth, the potential for achieving good public transport links will be a vital factor. Substantial community support for rail and Metro improvements and extensions is evident, but bringing about these changes involves both local considerations as well as the strategy for development of the wider Tyne and Wear network.

Accessibility and transport: How we reached our Preferred Option

We asked you about sustainable transport and transport development in the 2005 Issues and Options and Sustainability Appraisal reports, the Community Spirit Summer 2006 survey, and in 2007 Core Strategy consultations:

1) What modes of transport need most improvement and development in Sunderland?

You said: Public transport, followed by walking and cycling needed most improvement and development in Sunderland, with cars and motorbikes given the least priority.

2) Question relating to walking and cycling:

You said: There is strong support for developing pedestrian access in key areas and creating off-road cycle routes for everyday needs.

3) How should the environmental effects of traffic be reduced?

You said: The most support was for further cleaner and greener public transport, together with reducing the need to travel, particularly by private car.

4) Perceived level of congestion in Sunderland?

You said: The perceived levels of congestion had risen significantly in Sunderland between 2003 and 2006.

5) What transport measures would people be in support of (list given)?

You said: The most popular transport measures were: Metro extensions (73 percent), better public transport (69 percent), park & ride schemes (54 percent), more pedestrian and cycle routes (48 percent) and more pedestrian priority (34 percent). The least favoured measures were: more parking restrictions (10 percent), driver charging on key roads (7 percent), higher parking charges (7 percent).

6) How do we best deal with key movement corridors in Sunderland?

You said: Transport and access improvements should be focused on deprived areas and in areas of poor health. Cycling development is crucial to development of sustainable transport.

7) How should new housing be distributed within the city?

You said: Housing needs to be located in areas of good access, beside public transport and beside centres with good facilities. There should be higher density building on main transport links.

8) Is the current distribution of the employment land portfolio appropriate?

You said: Offices and employment need to be in accessible locations.

The Issues and Options Sustainability Appraisal noted that car preference would reduce any modal shift toward public transport and thereby result in negative effects on local air quality and climate change. Cycling and walking development will have positive impacts air quality, climate change, population health and well-being. Cleaner and greener public transport will also positively support improvements in air quality and climate change.

Rejected options:

- Development that favours decentralised, lower density locations with limited public transport access (also contrary to PPS and RSS policy)
- Car-oriented transport development that might negatively impact upon public transport, walking, cycling and public realm (also contrary to PPS and RSS policy)

Conclusion

On balance, we support a policy that promotes sustainable, healthy, affordable and inclusive accessibility and transport.

Policy CS8: Accessibility and sustainable transport

The City Council will support an integrated approach to transport and land use planning in Sunderland, to foster accessibility and social inclusiveness, to support individual health and well-being, and to help to deliver global climate improvement, sustainable communities and a thriving economy. This will be achieved by:

i) Land use planning:

a) Reducing the need to travel by focusing and intensifying development in built-up areas that have good access to public transport, walking and cycling.

b) Reducing the need to travel by encouraging a more equitable distribution of locally provided jobs, services and facilities.

c) Ensuring that development maximises opportunities to improve public transport, walking and cycling access to existing built-up areas.

ii) Sustainable transport development:

Ensuring that local centres, neighbourhoods and urban road corridors are successful, safe, thriving and inclusive by applying a sustainable approach to transport, focusing on:

a) The public realm.

b) Traffic management (including an appropriate road user hierarchy).

c) The public transport network and to the development of transport hubs.

d) Pedestrian access, including specific access requirements for people with disabilities.

e) Cycling infrastructure.

The principles of this approach should be applied throughout the city, and in particular to the following list as identified in the Tyne and Wear Local Transport Plan:

- Historic Centres: Sunderland city centre
- District Centres: Houghton-le-Spring; Washington
- Key Retail Centres: Doxford International Business Park; The Galleries
- Corridors: A690 Durham Road; A1018 Newcastle Road; A1018 Ryhope Road; A183 Chester Road; A1231

The Preferred Option policy supports:

National Policy: PPG13, PPS1, PPS3, PPG4, PPS6, PPG17, PPS23.

Regional Spatial Strategy: Policy 2, 3, 5, 6, 11, 12, 13, 18, 19, 24, 25, 30, 32, 53, 54, 55.

Sunderland Strategy: Developing an Attractive and Accessible City; Improving Health and Social Care; Creating a Prosperous City; Creating Inclusive Communities; Improving Quality, Choice and Range of Housing; Reducing Crime and Disorder and the Fear of Crime.

Strategic objective: 8, (and also 1, 2, 3, 5, 9, 10, 11, 14, 15, 17, 18, 19, 21).

The Preferred Options Sustainability Appraisal states that the policy is a statement of intent and provides a broad overview of the actions required to deliver sustainable transport. The policy is sustainable as it promotes reducing the need to travel and improving access between new developments and surrounding areas. The cumulative effects of this policy will depend on the phasing and design of the individual components.

6.6 Accessibility is a key criteria to housing and employment site assessments that are carried out as part of the Local Development Framework. Various design guides for the city are also now in place, supporting the development of accessible and sustainable communities. Other key corporate initiatives include the development of Customer Service centres across the city offering one-stop shops to residents to access a variety of services under one roof. Information regarding facility location and public transport service information is increasingly available on the internet, and improved signposting, mapping and street information is becoming more available through the Legible Cities project.

6.7 The City Council has substantially completed an accessibility mapping study to be used as a tool to identify areas of high and low pedestrian and public transport access to key services and facilities, and has compared these results with local Indices of Multiple Deprivation (IMD) data. These results are being incorporated into the Sunderland Strategy, being seen as a key tool towards combating social exclusion and improving access for all.

6.8 Through the LTP, public transport improvements are being carried out at centres and along key arterial corridors in the city, as part of a Congestion Reduction Strategy. The LTP is also funding the development of a comprehensive cycle network for the city, and supports the development of public realm and other walking and disabled access improvements. In line with the LTP, Nexus and the City Council are further developing bus "Super Routes" in the city, offering guaranteed higher standards of bus service.

Transport routes, services and links: How we reached our Preferred Option

We asked you about transport routes and services within Sunderland and also to/from the city in the 2005 Issues and Options and Sustainability Appraisal reports, the Community Spirit Summer 2006 survey, and in 2007 Core Strategy consultations:

1) How can public transport be improved in the city?

You said: that there was a need for new and better quality public transport systems, and quality interchanges.

2) You were asked how a range of possible interventions might influence their car use:

65 percent of you said that Metro extensions would influence car use and 60 percent said that improved frequency and availability of public transport would influence use (the highest two responses).

3) What transport measures would people be in support of (list given)?

You said: The most popular transport measures were: Metro extensions (73 percent generally, and 87 percent in Washington); public transport improvements (69 percent); and Park & Ride (54 percent).

4) How best do we deal with key movement corridors in Sunderland?

You said that transport and land use needed to be developed hand-in-hand. There should be focus on developing the Metro corridor to support the line, and similarly development alongside Leamside Line to support its reopening. In Ryhope, park & ride would be beneficial to the area and to supporting the Durham Coast railway. The Coalfield area needs better bus services. There needs to be better internal transport links, especially to and from Washington.

5) How should new housing be distributed within the city?

You said that housing needed to be located in good access areas, beside public transport and beside centres with good facilities. Improved transport connections are key to the Coalfield as it is a prime commuter area. The Ryhope-Doxford link road needs to be included.

6) Is the current distribution of the employment land portfolio appropriate?

You said that transport and employment needed to develop hand-in-hand. Employment and offices need to be in accessible locations. Employment and housing regeneration need good sustainable transport access. The reopening of the Leamside Line would support economic development, freight and public transport. The Southern Radial Route will benefit the South Ryhope employment area. Good public transport links are required to access jobs in east Sunderland. Transport links to Washington are poor. West Sunderland has access problems to jobs, such as at Doxford International. The Sunderland Metro route should be enhanced with employment opportunities and development.

The Issues and Options Sustainability Appraisal noted that there would be very positive benefits in terms of air quality, climate change and accessibility.

Rejected options:

- Development that favours decentralised, lower density locations with limited public transport access (also contrary to PPS and RSS policy)
- A policy that favoured private car use at the expense of other more sustainable transport modes (also contrary to PPS and RSS policy)

Conclusion

On balance, we support a policy that promotes a balanced range of transport options, ensuring that land use planning and transport infrastructure develop hand-in-hand.

Policy CS9: Transport routes, services and links

The City Council will support transport initiatives that improve access within Sunderland, and linking Sunderland to the wider City Region, UK and international destinations. Key initiatives include:

- i) The development of the Sunderland Strategic Transport Corridor (SSTC), improving access along the Sunderland Arc corridor.
- ii) Completing the Coalfield Regeneration Route (CRR) in Houghton and Hetton through delivery of the Hetton Link Road. This involves an improved link between Boundary Houses, Rainton Bridge Industrial Estate and the commencement of the East Durham Link Road east of Hetton.
- iii) The completion of the Ryhope - Doxford Park link Road.
- iv) Exploring the potential for rail network improvements within Sunderland, and improving Sunderland's rail linkage to the rest of the UK, including the Durham Coast rail Line, Leamside Line and South Dock freight line.
- v) Exploring further opportunities for high quality public transport within Sunderland, including potential improvements to the Tyne and Wear Metro system and to quality bus infrastructure, Park & Ride opportunities, and linkage to key trip generators elsewhere in the city Region including major employment sites, town and city centres and Newcastle International Airport.
- vi) To progress the Local Transport Plan's Congestion Reduction Strategy, to relieve congestion on key arterial routes while improving access by other modes, and to improve sustainable transport access throughout local neighbourhoods and town centres.
- vii) To support the role of the Port in handling freight movement by sea, and other initiatives that support better freight infrastructure, particularly by rail.
- viii) To further develop direct and safe utility cycle routes within the city and between the city and neighbouring towns, as well as developing regional and national tourist cycle routes through the city.

The Preferred Option policy supports:

National Policy: PPG13, PPS1, PPS3, PPG4, PPS6.

Regional Spatial Strategy: Policy 2, 5, 6, 11, 49, 50, 51, 52, 53, 54, 55, 57.

Sunderland Strategy: Developing an Attractive and Accessible City; Creating a Prosperous City; Creating Inclusive Communities.

Strategic objective: 9, and also 1, 2, 3, 5, and 8, 19.

The Preferred Options Sustainability Appraisal states that the policy covers many aspects of transport infrastructure that are required for the integration of transport and land use, linking Sunderland to the regional and UK transport network. The cumulative effects of this policy will depend on the phasing and design of the individual components. Impacts may arise for the coastal SPA if dredging activity is undertaken on the River Wear. As these impacts are preliminary, it would be imperative for ecological surveys to be undertaken prior to construction. The necessity of these surveys may require to be incorporated in the supporting text of the policy.

6.9 The Sunderland Strategic Transport Corridor (SSTC) is a fundamental element of the Sunderland Strategy and Central Sunderland, designed to help deliver the sustainable physical regeneration of the riverbanks, city centre and port. The SSTC will provide a strategic link between the A19 and the Port of Sunderland, and will support congestion and accessibility improvements as well as better public transport infrastructure for the city centre and between Washington and Sunderland.

6.10 The Coalfield Regeneration Route (CRR) is seen as a vital ingredient to the regeneration of the Sunderland Coalfield Area, enabling much improved access to employment sites and local centres, as well as enabling public transport, walking and cycling improvements to be made to the existing A182 corridor. Two of the 3 sections of route are well advanced, and seeking financial approval: the Central Route from Shiney Row to Rainton Bridge to the northwest of the coalfield; and the East Durham Link Road to the southeast, linking Hetton-le-Hole to the A19 and Seaham. The completion of both these routes will add pressure to complete the final (middle) section of the CRR - the Hetton Link Road.

6.11 The Northern Way initiative has recognised that the Tyne and Wear City Region needs to find a mechanism for exerting a stronger influence over rail services. Despite relatively low car ownership, non-car modes of travel are weak outside of Newcastle. There are particular problems in ensuring good quality transport services to business parks, and in connecting communities in the former coalfield areas to economic opportunities outside their local areas. Between 1985-86 and 2002-03, bus patronage in the North East fell by 44 percent (in London, over the same period, it grew by 34 percent).

Train journeys currently account for 1 percent of all commuting compared to an England average of 4.2 percent (“Building the Prosperity of the Tyne and Wear City Region: A Business Case”, June 2006).

6.12 In Sunderland, the existence of rail and Metro lines, together with mothballed and former rail alignments, means that future rail network expansion is a possibility, though it is recognised that a sea-change regarding Government transport funding on such infrastructure would need to be forthcoming. These routes could greatly improve internal city-region movement, tie in to major trip generators on the city fringe, and offer potential for Park & Ride. Corridors include:

- Re-use of the Leamside Line linking Newcastle via Washington with Durham, which has potential to serve Nissan and Rainton Bridge and other major employment sites as well as park and ride locations
- The Leamside Line reopening would allow for consideration of developing a link with the Metro line at South Hylton
- More limited stop services between Sunderland and Newcastle on the existing line, with further improvements south of Sunderland towards Seaham
- Creating a direct Metro service between Sunderland and South Shields via Biddick Hall.

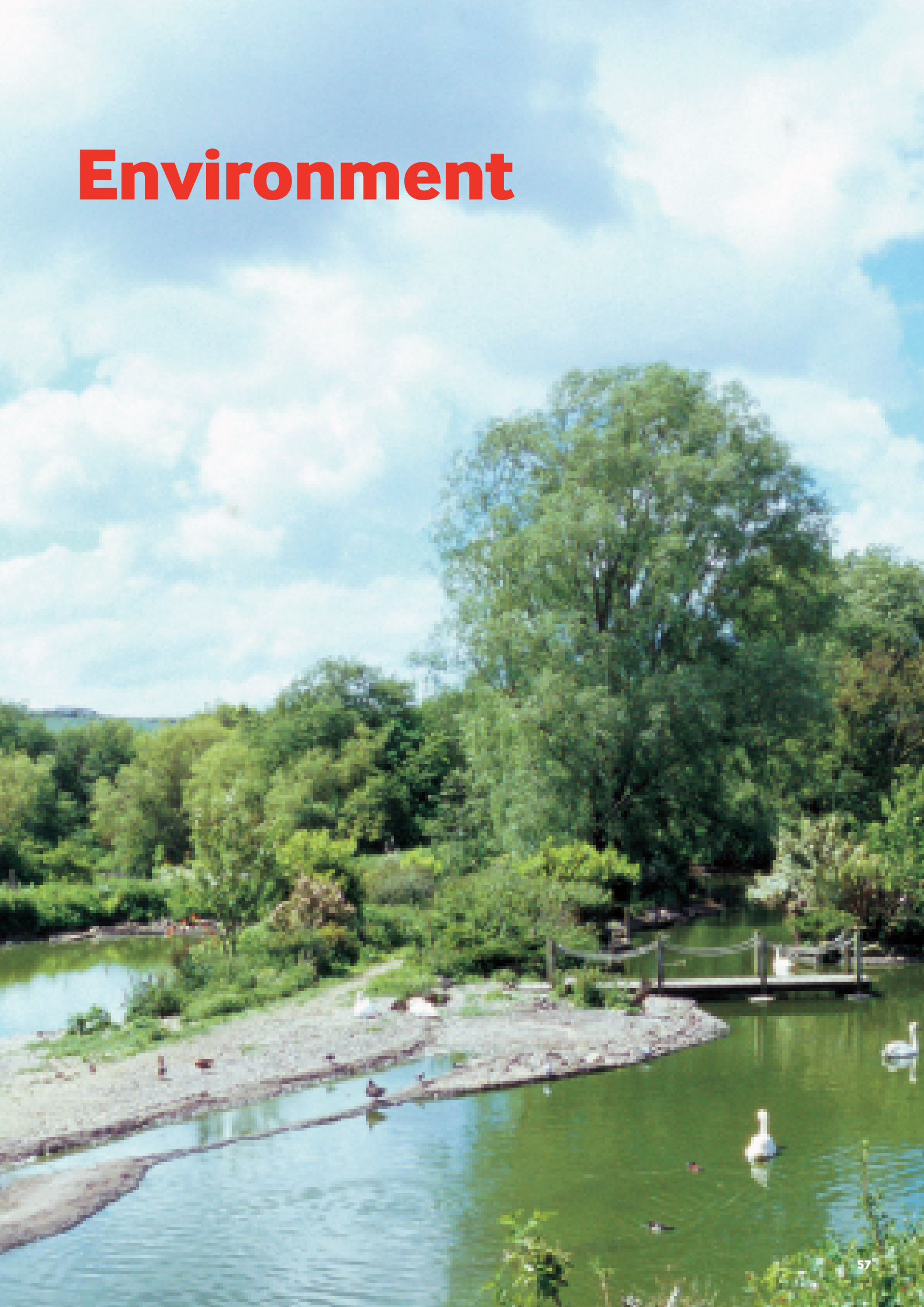
6.13 Traffic congestion on several strategic roads and junctions is a cause of delays, with consequent additional costs to business and lost time for employees and other travellers. The relentless growth in traffic exacerbates the problems and is a major cause of increases in the city’s carbon emissions, predicted to grow by over 100,000 tonnes per year by 2021 (draft Climate Change Action Plan, 2007). Congestion results in delays to public transport and is a source of noise and air pollution. With levels of road traffic predicted to rise by over 20 percent between 2004-2021 things may only get worse without effective action. The Tyne and Wear LTP proposes a variety of actions to reduce these problems, including the reduction of the need and demand to travel by car. This is also an objective of the Regional Spatial Strategy.

6.14 The city’s profile and economic competitiveness is influenced by the quality of its transport connections to the national network and international gateways such as Newcastle Airport. Direct rail links to London are to be encouraged, as well as Metro improvements connecting to the Airport. The need for road access improvements from the urban area, particularly from main employment centres, onto the A19 and A1 must be taken account of when proposing congestion reducing schemes.

6.15 Although Sunderland’s economy is increasingly service oriented with many business transactions made electronically, the manufacturing and logistics (warehousing) sectors and also the Port continue to require good freight connections to the national road and rail network.

The location of new employment sites must take road access (and where feasible, rail) into account and major improvements and new road schemes must be planned and brought forward in an integrated way to ensure the city’s economic growth is not hampered.

Environment



7.0 Environment

Biodiversity and geodiversity

7.1 For a major city, Sunderland has tremendous variety in landscape character, based either upon the Northumbria Coal Measures to the west or the Durham Magnesian Limestone to the east.

7.2 The great variety in biodiversity and geodiversity in these areas require continued conservation and enhancement, particularly in light of changing agricultural practice (for example, witnessing loss of hedgerows and wetlands, and increased field sizes) and encroaching urban development. Maintaining biodiversity also requires direct intervention on invasive non-native species.

7.3 Sunderland is part of the Durham Biodiversity Action Plan (DBAP), which forms the primary mechanism for achieving both the UK Biodiversity Action Plan targets and regional targets, within the city. Biodiversity is now an integral part of the Sunderland Strategy and this provides an essential mechanism for the successful delivery of the Durham BAP and its key targets.

7.4 Maintaining existing sites and creating new habitat is paramount, especially where there is potential to support Priority Habitat or Species. It should be noted that whilst European and nationally recognised sites are given significant protection, the role and importance of non-statutory site designations must also be recognised and supported. Planning Gain must also be used effectively where feasible to develop green infrastructure, and initiatives such as the Great North Forest require further development and support.

7.5 By capitalising on environmental assets and responding to climate change, it is imperative that wildlife and habitats are protected from the risks of pollution, hazardous installations, noise and flooding. The quality and quantity of our greenspaces must also be protected and enhanced.

How we reached our Preferred Option

We asked you the following questions about biodiversity and geodiversity:

1) What proposals should we focus on regarding environmental, woodland and nature issues?

You said that priority should be given to increasing tree and woodland planting, particularly within new developments. An increased protection for existing trees and woodland sites were important, whilst protection for nature sites and further efforts to establish the Great North Forest were required.

2) What are the most important factors for attracting more visitors and tourists to Sunderland?

The majority of you think that the coast, heritage and cultural facilities and the countryside are important for attracting more tourists to Sunderland.

3) Should development be allowed at the detriment of biodiversity and geodiversity?

You said that no development should be allowed that would be detrimental to wildlife corridors and designated areas of biodiversity and geodiversity importance.

4) What improvements could be made to areas of biodiversity and geodiversity importance?

You said there was a need for a quality assessment of greenspaces and the wildlife within them and you want to see improved access to the coast, river and wildlife corridors.

The Issues and Options Sustainability Appraisal noted that all biodiversity and geodiversity options were inherently sustainable in terms of promoting positive impacts in relation to the protection and enhancement of Sunderland's biodiversity. The SA also identified that any changes to the Green Belt would have negative impacts for biodiversity and geodiversity.

Rejected option:

- To allow development to continue unrestricted or without consideration of impact on biodiversity and geodiversity

This option was rejected in accordance with government guidance and consultation.

Conclusion

A national target within the DEFRA national Public Service Agreement is for 95 percent of all Sites of Special Scientific Interest (SSSIs) to be brought into favourable condition by 2010. A number of SPAs and SACs are identified within the city these are given significant statutory protection. The City Council must therefore protect International and National biodiversity designations and as identified through consultation and the SA appraisal, protection should be given to regional and local areas of biodiversity and geodiversity importance. Therefore the preferred option should seek to maintain and enhance existing sites, whilst actively seeking new areas of wildlife and geological value.

Policy CS10: Biodiversity and geodiversity

In order to implement the Durham Biodiversity Action Plan and to maintain, enhance and create new wildlife and geological sites, the City Council will:

- i) Secure and enhance the condition of designated statutory and non-statutory wildlife and geological sites in accordance with PPS9, and create and/or designate new sites where feasible.
- ii) Ensure that new development incorporates measures to protect and enhance any biodiversity interest, and restrict development, useage and/or access if necessary in order to conserve an area's biodiversity value.
- iii) Support measures to protect and strengthen populations of Priority Species and Priority Habitat.
- iv) Develop Local Geodiversity Action Plans to provide a framework for the delivery of geo-conservation.

v) Identify, protect and develop robust corridors for wildlife via the creation of a network of nature areas and greenspaces within the urban areas and linking to the rural areas.

vi) Enhance biodiversity (in line with accessibility improvements) of the Green Belt, urban fringe, green wedges, open spaces and settlement breaks.

vii) Seek to control or eradicate invasive non-native species.

Development will not be allowed if this would be detrimental to wildlife habitat and/or species, unless the need for development outweighs these considerations. Where development is justified, mitigation proposals will include measures to restore resources to a quality at least equivalent to that existing before the development

The Preferred Option policy supports:

National Policy: PPS1, PPS9.

Regional Spatial Strategy: Policy 2, 9, 33, 35, 38.

Sunderland Strategy: Developing an Attractive and Accessible City.

Strategic Objective: 7, 17, and 18.

The Preferred Options Sustainability Appraisal states that this policy will contribute towards sustainability by seeking to maintain and enhance existing sites, whilst actively seeking new areas of wildlife and geological value. There is, however, a key concern over any developments that directly affect or promote access to a SAC or SPA, as this would likely require an Appropriate Assessment under the Habitats Directive. There will be Sunderland-wide positive cumulative effects depending on implementation. Mitigation in the form of an Appropriate Assessment under the Habitats Directive is likely to be required for any developments that affect a SAC or a SPA.

Countryside and landscape character

7.10 The City of Sunderland has a varied and unique landscape, encompassing parts of the Durham Magnesian Limestone plateau and Tyne and Wear lowlands, and including Durham heritage coastline as well as the River Wear Estuary. Although primarily urban in character, almost 40 percent of the city comprises of countryside and there are also many urban wildlife sites, open spaces and gardens. Nearly 30 percent of the land is designated Green Belt which surrounds and separates the main urban areas.

7.11 Tree cover in Sunderland is very poor (just 3.5 percent compared to a national average of 10 percent). There has been a steady loss of tree cover in the city due to development and changes in agricultural intensification. The Great North Forest (GNF) is seeking to redress this within the next 40-50 years.

7.12 A key aim of the Sunderland Strategy is to attain a high quality, well-maintained environment, and an accessible, thriving and environmentally healthy countryside with a prosperous rural economy. In addressing this aim, particular regard must be given to protecting and improving those areas that have been designated for their landscape, wildlife and historic qualities, particularly within the Green Belt and areas of high landscape value. A further key issue is to improve accessibility throughout the countryside and to/from adjacent urban areas.

7.6 The Durham Biodiversity Action Plan (DBAP) will form the primary mechanism for achieving both the UK BAP targets and regional targets, within Sunderland. It will oversee the protection and enhancement of statutory and non-statutory wildlife and geological sites in the city, comprising of:

- 1 Special Protected Area (SPA - European designation)
- 1 Special Area of Conservation (SAC - European designation)
- 16 Sites of Special Scientific Interest (SSSIs - national designation)
- 4 Regionally Important Geological and Geomorphological Sites (RIGS - regional designation)
- 68 Sites of Nature Conservation Importance (SNCIs - local designation)
- 5 Local Nature Reserves (LNRs - local designation)

Protected within these sites are 31 hectares of semi-natural woodland and a further 43 hectares of ancient replanted woodland.

7.7 A key national target within the DEFRA national Public Service Agreement is for 95 percent of all Sites of Special Scientific Interest (SSSIs) to be brought into favourable condition by 2010. The results of Sunderland's Annual Monitoring Report (2006) indicate that 99 percent of Sunderland's SSSIs were considered in favourable condition.

7.8 A Greenspace Strategy survey is also being undertaken during 2007-08 that will examine quality, quantity and accessibility of green spaces, including sport and amenity green space and also "accessible countryside", green corridors and semi-natural urban areas.

7.9 Local Geodiversity Action Plans are also proposed to set out action to provide a framework for the delivery of geo-conservation.

How we reached our Preferred Option

We asked you the following questions about countryside and landscape character in the Issues and Options and the Sustainability Appraisal reports, Community Spirit and Cultural Strategy:

1) To what extent, if any, should there be changes to the Green Belt?

The majority of you said that the existing Green Belt boundaries should be left unchanged. Other responses supported small-scale deletions to the Green Belt to accommodate new developments where it would provide more durable boundaries. You also required a clear distinction between settlements to maintain their separate identities, provided by open space, Green Belt and settlement breaks.

2) What proposals should we focus on regarding environmental, woodland and nature issues?

You said that priority should be given to increasing tree and woodland planting, particularly within new developments. An increased protection for existing trees and woodland sites were important, whilst protection for nature sites and further efforts to establish the Great North Forest were required.

3) What are the most important factors for attracting more visitors and tourists to Sunderland?

The majority of you said that the coast, heritage and cultural facilities and the countryside are important for attracting more tourists to Sunderland. The focus for the tourism and recreation industry within the city needs to take advantage of the unique countryside, heritage and coastal location of Sunderland. When asked what priority should be given to creating a liveable city, by focussing upon developing the city's green spaces, river and coastline, 61 percent of you strongly agreed that this should be a priority for Sunderland.

4) What would you like more of?

You said it is important to be able to enjoy the natural environment and you want to be able to do this more often. The natural environment is very important to you and the most important aspect of culture for many.

5) How should we improve public transport?

Whilst the majority of respondents stated better quality public transport routes, some of you said better links to get out of the city into the countryside or to the coast was required.

6) How should we best promote, conserve and enhance the city's built and natural environments?

You said that we should support the reuse of previously developed land (brownfield land) and slow down the use of greenfield land for building. You support the reuse and conversion of existing land and buildings to limit urban sprawl and to focus development on existing urban areas, but improve the quality of open spaces in urban areas.

7) How is it best to protect and enhance the city's landscape?

You said that we needed to encourage the maintenance and enhancement of all landscape areas, and to protect and enhance wooded areas such as the Great North Forest. We need to support improvements to the Durham Heritage Coast.

The **Issues and Options Sustainability Appraisal** showed that there would be very little impact in terms of sustainability.

Rejected options:

- To restrict development solely to urban brownfield sites and not allow limited greenfield site allocations. This option is rejected because it could restrict sustainable forms of development in the urban fringe and rural locations that may help the local economy and sustain local communities
- Use special landscape designations. This does not consider sufficiently the different landscape features, which are important. A landscape character approach allows more detailed guidance to be provided on the type and scale of development, which is appropriate in each landscape and help to identify the landscape types that require restoration

Conclusion

On balance, we support a policy that promotes the protection and enhancement of Sunderland's distinct countryside, in conjunction with urban and landscape character assessments for the city.

Policy CS11: Countryside and landscape character

To maintain and improve the countryside and landscape character of Sunderland, the City Council will:

- i) Protect and enhance the broad extent of the Green Belt. Developments within the Green Belt will be considered against PPG2.
- ii) Retain important open breaks and wedges within and between settlements.
- iii) Support and encourage the development of the Great North Forest initiative.
- iv) Protect, conserve and enhance the city's landscape based on the character of areas identified in the emerging city-wide Landscape Character Assessment. Priority will be given to the protection and enhancement of the strategically recognised classifications of the Tyne and Wear Lowlands, Durham Magnesian Limestone Escarpment and Durham Heritage Coastline.
- v) Preserve the city's natural habitats and encourage wildlife diversification within the countryside and urban environments.
- vi) Ensure that development appropriate within the rural urban fringe is sustainable and delivers wider environmental and social benefits.
- vii) Improve accessibility to the countryside, river and coast through linked networks of rights of way to footpaths, bridleways and cycle networks, in compliance with Disability Discrimination Act (2005) regulations.

Development will not be allowed if this would lead to the loss of features important to the countryside and landscape character unless the need for development outweighs these considerations. Where development is justified, proposals will include measures to enhance, restore or create new features, such as the planting of new hedgerows, trees and woodlands.

The Preferred Option policy supports:

National Policy: PPS1, PPG2, PPS7, PPS9, PPG17, PPG20, PPG21, PPS23

Regional Spatial Strategy: 2, 8, 9, 10, 16(e), 24, 33, 35, and 38.

Sunderland Strategy: Developing an Attractive and Accessible City; Improving Health and Social Care.

Strategic Objective: 17, and also 5,7,10,18.

The Preferred Options Sustainability Appraisal states that the policy is a statement of intent and is inherently sustainable, as it would help to protect the distinct and diverse features that contribute to form Sunderland.

7.13 The maintenance of the broad extent of the Green Belt boundaries is an important factor in directing new development to urban areas. Only minor development incursions into the Green Belt would be considered that demonstrated significant local regeneration benefit. Open breaks and wedges between settlements will also be retained in order to support the development of green corridors, to support the focus of development on urban areas and to help retain the distinct physical characteristics of local communities within the city. City-wide Landscape Character Assessments will be used in line with Countryside Agency and heritage coast designations to provide sufficient protection for those areas of landscape outside of nationally designated areas but which are highly valued locally, such as the Magnesian Limestone Escarpment, the Durham Heritage Coast and the River Wear Estuary.

7.14 The City Council is a longstanding partner of the Great North Forest initiative with the Countryside Agency, Forestry Commission and four other local authorities. The Great North Forest vision is to create:

“An interconnected network of green spaces that supports biodiversity, maintains natural ecological processes, sustain air and water resources, in order to make a major contribution to the prosperity, health and quality of life of North East communities.”

It also seeks to create opportunities for people to enjoy and become involved in caring for the countryside.

7.15 A key consideration in all development decisions is accessibility, both into the countryside and to related facilities and services. The Public Rights of Way network and cycle network is being improved and developed through the Local Transport Plan to ensure better access for all. This includes measures to open access to the River Wear and Durham Heritage Coast.

Greenspace

7.16 Sunderland is a green city (over 50 percent of the city is classed as open countryside or green space). It contains a large diversity of green space that includes the coast and River Wear, large country and urban parks, regional and other sports facilities, wildlife habitat, allotment sites, play areas, cemeteries and churchyards and open countryside.

7.17 The wide variety, quality and quantity of green spaces contribute significantly towards the creation of safer and more sustainable neighbourhoods, as well as to the environmental and economic health of the city. Green space has a vital role in helping to contribute to the delivery of the spatial objective of improving and protecting citizen's health and welfare. Though overall provision of green space has improved over the last fifteen years, the spatial distribution and quality of green space available remains varied.

7.18 It is therefore important to protect valued green space from adverse development and enhance and create new green space where this will achieve higher quality and value. Furthermore, the emerging RSS seeks to develop a network of greenspaces through the Tyne and Wear conurbation and a key issue for the city is to create this linked network so that it is easily accessible to local communities, takes account of opportunities to enhance and conserve, such as through creation of the Great North Forest, and provides a high quality environment within and around residential and other urban areas of the city.

7.19 A further key issue is recognition that some development on greenfield land may be required to achieve strategic development objectives. Through consultation on the Core Strategy and Sunderland Strategy, a community vision for greenspace in the city has been developed, in line with PPG17, as follows:

“Safe, clean and valued green spaces with amenities suited to local and other need, that are easily accessible to all within every neighbourhood particularly by foot and cycle and include elements of wildlife habitat especially provision of trees and also opportunities for physical activity (both informal and formal) particularly walking.”

Any decisions surrounding the use of green space for development should be considered in the context of the community vision for green space and in respect to other strategic and spatial objectives.

7.20 Whilst the majority of green spaces have been safeguarded against development through their inclusion in the Unitary Development Plan, some lesser status natural green space and greenfield land in the urban fringe has been lost in recent years or adversely affected in the form of encroachment from highways or development. Any further loss of green space or harmful effect to it needs to be minimised and where necessary tighter controls put in place to ensure its protection. It is acknowledged that some brownfield land may have naturalised green space value or due to location or local need could be better used to provide new green space provision.

How we reached our Preferred Option

We asked you about several issues regarding the use and value of greenspace:

1) What level of use and value do you give to different types of greenspace and how could their quality and value be improved?

You value access to greenspace particularly the coast, however, you think there is room for improvement particularly with respect to maintenance (cleanliness), safety and facility provision, and you want to see improved access to all areas of greenspace particularly on foot and cycle.

2) In what circumstances would you allow, if at all, for the loss of greenspace to non-greenspace development?

You want to see a hierarchy of land uses for development, with brownfield being the preferred option. Approximately half of you said that only in very special circumstances should greenspace be used, i.e. where of poor quality and poor value and/or where located in the urban area in close proximity to public transport and local centres, and where this may mean savings that can be ploughed into the maintenance and provision of more valued greenspace. The remaining half of you said greenspace should be protected and left alone.

3) We gave you the following options relating to greenspace in the Issues and Options report:

- a) Increase the quality and accessibility of public greenspace, rather than quantity alone?
- b) Develop policy that supports increased wildlife diversity within the management of greenspace?
- c) Allow underused greenspace to be developed for other uses

Nearly half of you agreed that there should be increased quality and accessibility of public greenspace, rather than quantity alone. A third of you said that there should be a policy that supports increased wildlife diversity within the management of greenspace. There was less support for allowing underused greenspace to be developed for other uses.

The Issues and Options Sustainability Appraisal

showed that there would be no negative impact if options 3a and 3b detailed above were chosen. However, if option 3c was chosen there could be a negative impact in achieving the identified SA objectives of protecting and enhancing Sunderland's biodiversity; rural and urban land, and landscapes (including coastal and river areas, and the built environment).

Rejected options:

- Option of concentrating on increasing quantity of greenspace alone rather than quality and accessibility as well (rejected in consultation)
Option of not using any greenspace for development (rejected to some extent in consultation to Community Spirit but also in other consultation)
- Allow for loss of greenspace to non-greenspace development in any circumstance (rejected in consultation)

Conclusion

It is considered on balance that all greenspace should be of a high quality and readily accessible to all, thereby increasing its public value. The loss of greenspace to development should be seen as a last resort and allowed, subject to very exceptional circumstances as indicated above and taking into careful consideration the effect on the environment.

Policy CS12: Greenspace

The City Council will ensure that green space is of high public value and quality and is accessible to all from every home throughout the city by:

i) Retaining high quality and valued green space from adverse development, impact or loss, including those sites that are recognised as in need of improvement through the allocation of specific sites in the Other Allocations DPD.

ii) Supporting and implementing schemes that will protect and promote those green spaces that can contribute to the creation of safer and sustainable communities and the improvement of the health and well being of residents and visitors alike and the biodiversity of the city through improvements in quantity, quality and accessibility in accordance with the community vision and adopted standards.

iii) Developing a linked network of green spaces through the city linking residential areas with the coast, river, major parks and open countryside and to other adjoining authorities; thereby enhancing access for all.

iv) Loss of green space to other uses will only be considered where the site:

a. Is of poor quality and value and is located within a sustainable location.

b. Will meet other strategic development and spatial objectives that outweighs the benefits of retention in its existing use or as an other green space use.

c. Will not result in deficiency in quantity, quality or access to similar type of green space in that locality.

d. Where compensatory provision can be secured to improve either/both the quantity or quality of greenspace provision within that locality.

7.21 There exist a number of local strategies that cover green space and have aims and objectives for enhancing its quality, quantity and accessibility. These include Active City, Sports and Physical Activity Strategy, Play and Urban Games Strategy, Playing Pitch Strategy, Allotments Management Strategy and Parks Management Strategy. It is important that the aims and objectives of all these strategies collectively are reflected and supported in a cohesive policy approach.

7.22 A Greenspace Strategy is due to be carried out in 2007-08 to enable all sites to be valued and assessed, and it will enable decisions to be made on quality, quantity and access issues relating to existing and future needed green space. These results will inform the Allocations DPD. A draft audit of greenspace provision within the city has been undertaken in 2007 and this shows that we have approximately the following amount of green space as a percent of total city area:

- Parks and Gardens 3.5%
- Natural and semi natural greenspace including woodland 5.2%
- Green Corridors (not defined)
- Outdoor sports facilities 3.4%
- Amenity greenspace 5.4%
- Provision for children and young people (118 sites currently)
- Allotments (104 council owned sites)
- Cemeteries and disused churchyards and gardens 0.06%
- Accessible countryside in the urban fringe 32.8%
- Coast 10km; river 15km

Approximately 51 percent of the total city area is classed as greenspace including open countryside and Green Belt.

7.23 Planning obligations will be used where appropriate to secure developer contributions for delivering greenspace improvements. The Allocations DPD will define the circumstances where such contributions may be sought and the types of financial contributions in the form of a development control policy taking into consideration national planning policy guidance. The Developer Contributions and Agreements SPD will provide detail on how these contributions will be applied.

The Preferred Option policy supports:

National Policy: PPG17, PPS1, PPS3, PPS7, PPS9, PPG13, PPG20, PPS23.

Regional Spatial Strategy: Policy 2, 9, 10, 24, 29, 33, 35, 38, 55.

Sunderland Strategy: Developing an Attractive and Accessible City; Improving Health and Social Care; Creating Inclusive Communities; Extending Cultural Opportunities.

Strategic objective: 18, and also 3, 4, 5, 7, 8, 10, 14, 17, 20, 21.

The Preferred Options Sustainability Appraisal states that the policy is considered to be a statement of intent and is inherently sustainable as it encourages the improvement and increase of greenspace throughout the whole of Sunderland. Secondary benefits are likely with respect to ensuring the quality of wildlife and recreation.

Heritage and culture

7.24 The people of Sunderland strongly relate to their historical heritage and are very aware of some of the iconic historic structures within the City, such as Fulwell Mill, Hylton Castle, Penshaw Monument and St Peter's Church. There is also considerable pride in the city's maritime heritage and an emerging concept of how this can be celebrated is being investigated. Protecting, enhancing and promoting the range of cultural facilities, buildings and sites that make up the city's heritage is an important factor in making the city more 'liveable'.

7.25 The Government's Heritage White Paper (2007) has established an agenda for change in the field of heritage and conservation, and re-appraises how national and local measures for the protection of the nation's built and archaeological heritage will operate. Features of the White Paper of particular relevance to the city include:

- Strengthening protection for World Heritage Sites
Enhanced protection for archaeological remains on cultivated land
- Buildings of historical interest to be afforded protection from demolition
- Scheduled Monument Consent to be brought into the remit of local authorities, and
- Conservation area consent to be merged with planning consent

The impact of the White Paper is being addressed in the City Council's 'State of the Historic Environment' report, adopted in 2007.

7.26 Of international heritage significance to Sunderland, the Wearmouth-Jarrow twin Anglo-Saxon monastery is the UK's nomination for World Heritage Site status in 2010. Inclusion on the list acknowledges that the site could become inscribed as a UNESCO World Heritage site in 2011. Sunderland also has new opportunities for the development of the city's culture, heritage and tourism offer via new relationships forged through the Friendship Agreement with Washington DC.

7.27 Key issues relate to ensuring the reuse of listed buildings, extending the list to consider buildings of more local interest, protecting the unique character of the city's conservation areas and seeking to designate new areas. The city's Culture! Strategy supports this and also seeks to ensure that everyone has access to cultural opportunities at a local level. There is a need to develop a blueprint for a network of facilities across the city including a modern city centre gateway to showcase Sunderland's past, present and future, informing and inspiring city residents and visitors. Of fundamental importance will be identifying funds for culture and conservation from both public and private sources.

How we reached our Preferred Option

We asked you about heritage and culture in the Issues and Options report and in the cultural strategy: 'Culture!':

1. To what extent should historic buildings be preserved if threatened by new development?

You said that Sunderland's historic monuments, buildings and symbols are important and need protecting, and to ensure that Sunderland is well known as a distinct city in the North East. The protection and enhancement of the city's diverse heritage and built environment is a key issue across the city. Historic buildings should be preserved if threatened by new development, and should only be cleared where compelling justification can be made.

2. The city has 13 Conservation Areas of special architectural or historic interest already designated - do you think more areas should be designated, and if so, where?

You said that priority should be given to improving current Conservation Areas over establishing new ones, though additional Conservation Areas should be designated where architectural or historic interest of the area is sufficient to warrant it. The local heritage and character of an area are important features that create a pleasant environment to live and work in.

3. What are your interests and participation in sport, leisure, arts, performance, museums, libraries, entertainment and heritage?

You said there is a need for less clutter from signs, CCTV, pedestrian areas and landscape planting. You want to see the development of cultural facilities of excellence such as music venues, hotels, conference facilities and a performance venue smaller than the Sunderland Empire.

4. Why is culture and heritage important to you?

You said that Sunderland people have a great sense of pride in their roots, traditions, heritage, individual communities and the fact we are a city-by-the-sea. You value Sunderland's natural heritage and are proud of the coast, riverside and landscape. As a city we are proud of our listed buildings, historic sites and land marks, that's why we have thriving Friends Groups and an on going building conservation programme. Heritage and cultural facilities, together with the coast, sports facilities and shops are all seen as important in attracting more visitors and tourists to Sunderland.

The Issues and Options Sustainability Appraisal

showed that there would be very little impact in terms of sustainability.

Rejected option:

- To provide a more detailed policy this option was rejected as Government policy and legislation on the built and historic environment is comprehensive. Any further details required can be included in future DPDs

Conclusion

Sunderland's heritage and culture is highly valued and requires a policy that continues to protect and enhance these facilities and features.

Policy CS13: Heritage

The City Council will protect, preserve and enhance the built heritage and culture of the city by:

- Pursuing restoration, where required, and give protection to the character and special features of the city's Listed Buildings, Conservation Areas, scheduled monuments and archaeological sites and historic parks and gardens.
- Preparing a list of locally important and significant buildings and protecting those listed from inappropriate change.
- Further developing the range of cultural venues and features that support tourism, history and heritage.
- Continuing to support the Wearmouth-Jarrow World Heritage Site and subsequent management.

The Preferred Option policy supports:

National Policy: PPG15, PPG16.

Regional Policy: Regional Spatial Strategy, Policy 6, 9, 16, 34, Regional Economic Strategy.

Sunderland Strategy: Developing an Attractive and Accessible City; Creating a Prosperous City; Extending Cultural Opportunities.

Strategic Objective: 12, 14, 16, 19, and 20.

The Preferred Options Sustainability Appraisal states that the policy is a statement of intent and is sustainable. Effects will depend on the implementation of development control policies, though there is potential for tourism benefits.

7.28 The City Council will continue to support the initiative to secure the inscription of the Wearmouth-Jarrow World Heritage Site and subsequent management. The key issues to be covered include the proposed site boundaries of the World Heritage Site and its Buffer Zone or Setting, the planning and conservation policies that apply to these areas, the physical conservation of the buildings and artefacts, tourism, regeneration, and education development. A detailed policy is included in UDP Alteration No.2.

7.29 The City Council has a statutory duty to preserve and enhance conservation areas and protect listed buildings. The City Council's 'State of the Historic Environment' report (2007) enables a proactive approach to be undertaken towards conservation, includes the setting of essential benchmarks to enable the monitoring of the city's heritage features. The report also sets out a framework for the City Council to meet the challenges identified by the above White Paper, as well as a programme for the Planning and Environment Service to protect and enhance archaeological sites and historic buildings in terms of physical condition, their setting and their accessibility.

The city's heritage assets (as of April 2007) are outlined below:

World Heritage Sites (Candidate)	1
Scheduled Monuments	9
Listed Buildings - Grade 1	9
Listed Buildings - Grade 2*	16
Listed Buildings - Grade 2 - entries	366
Individual structures	664
Historic Parks and Gardens	2
Registered Battlefields	0
Conservation Areas	13
Locally Listed Buildings	n/a

7.30 Initiatives to improve the cultural infrastructure across the city will be supported, not only in terms of preserving and maintaining historic monuments and landmarks but also supporting the tourism and creative economy through the development of a Cultural Quarter in the city centre, creation of hotels and conference facilities, providing artist workspaces, delivering public art, events and developing a network of country parks and centres for local history and heritage.

Coast and river

7.31 The coast and river are strategic assets for the city providing a high quality biodiversity resource that contributes highly to the overall environmental quality and city's green image. It is also a natural resource for recreation and a positive feature for helping to enhance the health and welfare of residents and a strong attractor for visitors to the city. Appropriate opportunities to maximise the environmental, social and economic value that the coast and river can provide offer should be explored.

7.32 The Sunderland coastline forms part of the Durham Heritage Coast and Northumbrian Coast and includes sites identified as being of international, European and national importance for biodiversity. Sections of the coastline have been identified as Special Areas of Conservation (SACs), designated to provide protection of habitats and species which are considered to be of community interest, and Special Protection Areas (SPAs), classified for the presence of rare and vulnerable birds. Both designated sites are given significant statutory protection by European law.

7.33 The coastal zone is sub-divided into the following parts:

- 'Developed' area - this runs from the City Council boundary with South Tyneside to Hendon Beach. Within this area are two sub areas; coastal zone north of the River Wear (Roker and Seaburn) and that to the south of the River Wear (Port area)
- 'Undeveloped' Hendon Leas and Ryhope area - and runs from the south of the Port to the City Council boundary with Easington District

7.34 The majority of the coastline is identified as being at risk from flooding (zone 3a). The coast is the asset most vulnerable to climate change, and parts of the coast are also at risk from coastal erosion, particularly along the Ryhope coastline. European legislation and emerging national regulations alongside the Shoreline Management Plan (SMP) for the north east - adopted by the City Council in March 2007 - will inform the decision making process regarding future proposals for the coastal zone.

7.35 The key development issues for the coast include the following:

- North of the river, opportunities to further develop economic and social benefits for the city should be realised, to help enhance the city's image as a coastal city and visitor attraction, and to help promote physical activity. The City Council will prepare a Seafront Regeneration Framework to guide the future development of the area
- Within the Port area, the City Council will continue to promote the regeneration of the Port for port-related uses. Where land within the Port is surplus to operational needs, opportunities for employment generating uses will be explored
- The Hendon Leas and Ryhope coastal sections require better access from the neighbouring urban areas, as well as environmental enhancement to support the Durham Heritage Coast initiative

7.36 The River Wear is a tidal estuary throughout the city, and can be sub-divided as follows:

- West of the A19 (which is surrounded by Green Belt and largely undeveloped)
- East of the A19 (largely developed)

7.37 The majority of the river is at risk from flooding (zone 3). As land uses have changed over the years, much work has been carried out to provide riverside open space as well as walking and cycling opportunities along both sides of the river. Further environmental improvements are planned, in line with reuse of key strategic development sites in Alteration No.2 and as part of the city's URC, Sunderland arc. The area redevelopment includes proposals for a footbridge as well as a road bridge west of Pallion, forming part of the Sunderland Strategic Transport Corridor (SSTC).

7.38 In all circumstances careful consideration needs to be given to the environmental protection of the coast and river, which includes the impacts of climate change.

How we reached our Preferred Option

We asked you about several issues in the Issues and Options report and the 2007 Community Spirit Survey.

1) Which green space was the most important to quality of life?

The coast was considered the most important space in the city that contributed to residents' quality of life.

2) What is the most important feature for attracting more tourists to Sunderland?

The coast was the most important feature for attracting more tourists to Sunderland. The second most important feature was the riverside.

3) Do you agree that there should be increased protection from the impact of development for nature sites, like the coast? (Issues and Options)

22 percent of you agreed that there should be more protection for nature sites like the coast. However, more people thought that there should be increased tree and woodland planting in new developments and increased protection to existing trees and woodland sites from development.

4) Do you agree with increased quality and accessibility of public open space, like the coast, rather than quantity alone? (Issues and Options)

Nearly half of you agreed that there should be increased quality and accessibility to places like the coast whilst over a third believed that policies should be developed that support increased wildlife diversity within the management of public open space, like the coast.

The Issues and Options Sustainability Appraisal report outlined that the coast and riverside score well in protecting and enhancing Sunderland's water features.

Increased protection of nature sites from development would actively promote the protection and enhancement of Sunderland diverse landscapes. Increasing quality and accessibility of open space, like the coast, rather than quantity alone, would promote increased quality, usage and in turn would bring about health benefits for people.

Through further Core Strategy consultations, participants also stated that:

- The Coast and River Wear are strategic assets for the city that should be enhanced or exploited
- The coast in particular is regarded as a highly valuable well-used green space
- There is a need to enhance public access for all to it, particularly for walking and improving the level of facilities on offer at the coast, but this should only be allowed where environmental quality is not degraded
- The value of the coast as a cultural resource needs to be recognised more i.e. provide opportunity for events
- The principle of exploiting to the full the maximum range of benefits that the coast and river can offer to the city is supported, though you recognised the importance of safeguarding environmental quality
- Mixed-use sites on the Riverside are supported but the open space and green areas should be retained

Rejected options:

- Preventing opportunities to enhance and increase levels of accessibility to (and along) the coast and river (rejected at consultation)
- Preventing opportunities to enhance and increase the recreational, amenity and biodiversity value of the coast and river as a cultural and economic resource (rejected at consultation)

Conclusion

On balance we support a policy that will protect and enhance the environmental quality and accessibility of the coast and river. Development opportunities that aim to enhance the recreational, biodiversity and tourism value currently on offer will be exploited only where there is no detrimental effect on the environmental quality and integrity.

Policy CS14: Coast and river

The City Council will develop the Coast and River as strategic assets through the following initiatives:

Coast:

i) Roker and Seaburn coast - to promote tourism-led regeneration initiatives building on the amenity, biodiversity and recreational value of the coast as a cultural and economic resource. The Seafront Regeneration Framework will guide the future development of the area.

ii) The Port - continue to promote port-related uses and other employment generating uses where land is surplus to the operational needs of the Port.

iii) Hendon Leas and Ryhope coast - explore opportunities to provide a green space resource for informal recreation and to provide new and improved pedestrian and cycling access to and from nearby residential areas.

River Wear:

iv) Provide enhanced access by foot and cycle along the banks and from residential areas (particularly east of the A19). Promote schemes and proposals that improve its amenity, recreational and biodiversity value.

7.39 The Other Allocations DPD will define the limits of the coastal zone and river and will identify proposals for improvements including any allocation of land for new development. The Greenspace Strategy will provide local standards based on accessibility, quantity and quality needs of green space including the coast and river. In addition, a Seafront Regeneration Framework will provide a coastal development framework for the area north of the river.

Key elements of the Shoreline Management Plan recommendations include the maintenance and refurbishment of coastal defences and monitoring of erosion, which will be taken into consideration in future development.

7.40 Where land is surplus to the operational needs of the Port, opportunities to promote other employment generating uses will be explored. The Shoreline Management Plan and the implications of the Draft Marine Bill white paper are also important considerations.

The Preferred Option policy supports:

National Policy: PPS9, PPG17, PPG20.

Regional Spatial Strategy: 1, 2, 2a, 5a, 5b, 6,16, 22, 33, 35, 36, and 37.

Sunderland Strategy: Developing an Attractive and Accessible City; Creating a Prosperous City; Improving Health and Social Care; Extending Cultural Opportunities.

Strategic Objectives: 1, 3, 4, 5, 6, 8, 10, 14, 15, 17 and 18.

The Preferred Options Sustainability Appraisal states that the policy is spatially focused and is sustainable in seeking to improve access and increase biodiversity provision, and there is scope for job creation and wildlife benefits. However, there are concerns that there may be negative effects on the coastal Special Protection Area (SPA) as a result of this policy. Overall the sustainability of the policy will be dependent on individual development control decisions on individual proposals. It is important that the integrity of the coastal SPA is taken into account, and the potential environmental issues of each development are fully explored, as an Appropriate Assessment may be required under the Habitats Directive.

Planning globally



8.0 Planning globally

Sustainable energy and construction

8.1 Climate Change is recognised as one of the most significant threats facing the world in the 21st Century. Its impact will be felt through changes in the range and extremes of weather experienced by our communities and the natural world. Tackling climate change has been established as the first priority in the UK's approach to sustainable development.

8.2 Scientific consensus confirms that climate change is caused by the continued production of greenhouse gases, such as carbon dioxide, largely from the combustion of fossil fuel to generate energy. In Sunderland, the key areas of energy consumption that produce greenhouse gas emissions are as follows:

• Housing	31%
• Public and commercial organizations	38%
• Road transport	21%
• Landfill gas	9%

8.3 It is expected that the amounts of additional housing and regeneration planned for Sunderland up to 2021 will increase the city's emissions by 3.3 percent, when the city should in fact be reducing its emissions in line with international and national targets. The council is seeking to reduce the city's carbon emissions to 60 percent of 1990 levels by 2050, through increased use of renewable energy sources and efficient use of energy in new and existing developments.

8.4 The Regional Renewable Energy Strategy sets a Tyne and Wear renewable energy generation target of 22 megawatts (MW) by 2010. Existing and approved schemes in Sunderland will supply 17.4-21.4 MW of capacity by 2010, the largest share of renewable energy within Tyne and Wear, largely from current wind resource sites located at Nissan and Great Eppleton. Sunderland currently provides the largest share of renewable energy within Tyne and Wear, largely from the on-shore wind turbines located at Nissan and at Great Eppleton. Onshore wind resources offer the greatest potential for future expansion of renewable energy generation in Sunderland. The LDF needs to guide wind development, as well as promoting other renewable sources with a land-use implication, such as biomass to ensure the City Council achieve the sub-regional target.

8.5 New development needs to be planned so that on-site energy consumption and carbon emissions are reduced as much as possible, and ideally in a way that supports and encourages the uptake of low-energy and low-carbon technologies within other existing developments in Sunderland.

8.6 Carbon emissions from road transport and waste are addressed through Policies CS8, CS9 and CS17.

How we reached our Preferred Option

We asked you about sustainable energy options for new development:

1) What renewable energy technologies do you prefer?

You told us that you supported all types of renewable energy systems, with a slight preference overall for solar energy systems.

2) What are your preferences for wind turbine developments?

You would prefer large wind turbines to be located offshore. If onshore development occurred, you preferred brownfield land to rural locations, but had no preference between having just a few large wind farms, or many sites with fewer, smaller turbines.

3) Do you support using waste to generate energy?

89 percent of you support the principle of using waste to generate energy.

In addition, Sunderland's draft Climate Change Action Plan tells us that the greatest contribution to sustainable communities will come from renewable developments that supply local consumers, rather than just supplying the national grid.

The Issues and Options Sustainability Appraisal

showed that all renewable energy developments are sustainable, but that wind and hydro schemes may have local impacts on landscape and ecology that needs more careful consideration and mitigation.

Rejected options:

- Not supporting further development of strategic renewable energy development, which would be contrary to RSS guidance and PPS22
- Identifying key sites for renewable energy development, or specifying preferred technologies - RSS does not identify any such sites for Sunderland, and sufficient information is not yet available to pinpoint sites in and around the urban fringe

Conclusion

On balance, we support a policy that promotes renewables generally, where supply to local consumers is preferred.

We also considered options for setting **energy efficiency, renewable energy and construction standards within developments**, based on RSS, Building Regulations and PPS1: Planning and Climate Change.

4) Should Sunderland set higher standards than the minimum required by the RSS?

All of you that answered this question were in favour of adopting higher standards.

Sunderland's draft Climate Change Action Plan tells us that minimum national standards will deliver significant impacts, but that opportunities exist for certain development sites to exceed these standards.

Further internal consultation within the City Council tells us that enforcing higher targets than prescribed nationally could negatively impact on other development objectives outlined elsewhere in the Core Strategy.

Rejected options:

- Adopting national and regional standards, with no modification, was rejected because PPS1: Planning and Climate Change tells us that policies must encourage local development to go beyond minimum regulation
- Adopting standards that exceed national and regional targets was rejected, because of the possible impact on preventing development happening

Conclusion

The RSS seeks to encourage sustainable forms of development that: minimise demand; use energy more efficiently; increase the amount of energy derived from renewable resources; and increase the efficiency and minimise the environmental effects of the continuing use of fossil fuels. Within this strategic context the preferred option reflects a balance of meeting national energy, renewable and environmental construction standards, whilst developing mechanisms to encourage, but not enforce, developments to exceed these standards.

Policy CS15: Sustainable energy and construction

In seeking to reduce the city's carbon emissions to 60 percent of 1990 levels by 2050, and to help deliver and exceed RSS renewable energy targets, the City Council will apply the following principles:

- i) All development to meet minimum Target Emission Reduction (TER) levels, prescribed by Building Regulations.
- ii) Major developments to supply 10 percent of the site's energy consumption from renewable sources located on site. This can count towards Building regulations TER. If site constraints mean that renewables are not feasible, the 10 percent renewables requirement can be discharged if the development demonstrates an additional 10 percent reduction in overall energy consumption, on top of the current TER.
- iii) Major developments to meet Level 3 of the Code for Sustainable Homes for housing, or BREEAM Very Good construction standards for all other developments, or higher as dictated by future legislation.
- iv) Major developments to provide evidence of feasibility work into the potential for on-site renewable energy and combined generation of heat, power and cooling (including on-site distribution networks). This evidence should include consideration of potential energy users and sources adjacent to a development site. If renewables or combined heat and power are not included in development proposals, applicants are required to provide justification for this.
- v) Renewable energy developments will be considered favourably and in regard to their contribution to, and beyond, Tyne and Wear's renewable energy targets Preference will be given to developments that provide energy to local consumers.

Evidence of the above criteria (i-iv) should be provided within an overall Energy Statement, to be submitted alongside any planning applications.

The Preferred Option policy supports:

National Policy: PPS1, PPS22, PPS23 - Annex 1, Planning Policy Statement on Climate Change - Supplement to PPS1

Regional Spatial Strategy: Policy 2a, 39-42

Sunderland Strategy: Creating a Prosperous City; Developing an Attractive and Accessible City.

Strategic Objective: 3

The Preferred Options Sustainability Appraisal states that the policy is inherently sustainable as it contains a number of prescriptive targets and thresholds for individual developments. The policy focuses on the construction process and renewable energy provision, with the requirement of an overall energy statement a positive step in ensuring that the policy's criteria are met. Citywide cumulative effects will be very much dependant on the implementation of relevant development control policies and the quality of information contained within the individual applications energy statement.

8.7 The city is developing a Climate Change Action Plan (CCAP) that will set the overall framework for how the city can cut its greenhouse gas emissions over the next 15 years. The CCAP consultation draft documents the city's current emissions, which totals approximately 2,100,000 tonnes per annum. If left unchecked, these emissions will rise by 9 percent by 2021, through the combined increases in traffic, housing and commercial development.

8.8 The CCAP consultation draft also shows that the majority of emissions reduction will come from changes to existing housing and buildings, outside of the scope of the LDF. However, significant areas that the LDF can influence include the development of efficient, local energy networks, onshore wind turbines and low-carbon design of new development. The final CCAP will be adopted in Summer 2008, and set out an emission reduction strategy for the next 15 years.

8.9 The North East Regional Renewable Energy Strategy supports the RSS policies on renewable energy, by identifying where capacity exists for renewable energy development. For Sunderland, the RSS recommends small-scale wind farm developments in urban areas and on the urban fringe. Using the biomass resource of existing and new woodlands could also offer significant sources of renewable energy.

8.10 The land and coastal geography and geology restrict the application of other technologies, such as offshore wind, geothermal, wave and tidal energy systems, and these are unlikely to become feasible in Sunderland within the lifetime of this Local Development Framework.

Flooding and climate change

8.11 Flooding is a natural event, occurring when there is heavy rainfall that fills rivers and streams above their normal capacity, or when very high coastal tides and storm surges lead to inundation of low-lying coastal areas. The excess water that gathers cannot be restrained by normal boundaries (such as a river embankment, sea defences) and follows the path of least resistance. Floods can also occur on any ground when rainfall intensity exceeds the natural drainage capacity of a site.

8.12 In addition to rainfall changes, climate change is likely to increase the impact of other weather events on the built and natural environment in Sunderland, with the key risks likely to arise from sea level rise, and extreme heat events. The impacts of these weather events are also a consequence of previous decisions about the use and design of buildings; infrastructure and urban areas; pressure on water resources and biodiversity; and the risk of inland and coastal flooding, which is why future planning decisions need to consider the impacts of weather not only on the development itself, but how the development could alter the impact of weather events on the existing natural and built environment.

8.13 It is necessary to ensure flood risk is taken into account at all stages in the planning process, by avoiding inappropriate new development in areas at risk of flooding, and directing development away from areas at highest risk.

How we reached our Preferred Option

We asked you about flooding and climate change:

1) Where should new developments be located?

You said it was important that new development (especially housing) should be developed in sustainable locations away from flood risk zones.

2) Do you recognise that the world's climate is changing?

92 percent of you said that you agree with this statement, and 39 percent agree climate change is occurring because of human activity.

Rejected option

- Unconstrained development in areas at risk of flooding.

Government guidance (PPS25 - Development and Flood Risk) requires local authorities to conduct a Strategic Flood Risk Assessment (SFRA) that details areas at risk from flooding. The City Council must adhere to the SFRA and ensure developments are located in sustainable locations away from areas of Flood Risk.

Conclusion

The preferred option will adhere to the SFRA and ensure developments are restricted in flood zones, in accordance with government guidance. All developments should consider the potential impacts of climate change.

Policy CS16: Flooding and climate change

To reduce the risks of climate change and flooding:

- i) Development will be encouraged in Flood Zones 1 and 2.
- ii) Development that is appropriate to the risk zone will only be permitted where it can be demonstrated that:
 - It will not impede the flow of floodwaters
 - Increase the risk of flooding elsewhere
 - Reduce the capacity of a floodplain
- iii) Development within Flood Zones 2 and 3a will be subject to suitable design and conditions to secure the necessary management of risk, laid out within a Flood Risk Assessment, which includes the impact of climate change on flooding frequencies and sea level rise.
- iv) Development should not increase the risk of flooding of properties elsewhere. All developments exceeding 1 hectare will be required to complete a Flood Risk Assessment.
- v) All developments should assess and manage risk from other climate impacts, including surface water flooding and extreme heat.
- vi) Developments must demonstrate a positive contribution to managing or reducing flood risk through the inclusion of Sustainable Drainage Systems and other techniques.

The Preferred Option policy supports:

National: PPS1, PPS25

Regional Spatial Strategy: Policy 37

Sunderland Strategy: Developing an Attractive and Accessible City; Improving Health and Social Care; Improving the Quality, Choice and Range of Housing.

Strategic Objective: 4 and also 1, 5, 7, 11, 14, 15, 18, and 20

The Preferred Options Sustainability Appraisal states that the policy is promoting sustainable development by seeking to locate new developments away from floodplains. Cumulative effects relating to the prevention of pollution and social economic problems caused by flooding, although this will depend on the implementation of development control policies. Flood Risk Assessments and reference to the Environment Agency's Flood Maps should identify areas at risk of flooding.

8.14 The City Council along with the other Tyne and Wear authorities have commissioned and approved a Strategic Flood Risk Assessment (SFRA), which has been prepared in accordance with current best practice, and national policy included in PPS25 Development and Flood Risk (2006). The SFRA is to be used as a planning tool to enable the City Council to select sustainable development allocations away from areas of potential flood risk. The assessment focuses on existing development sites within the city but also sets out procedures to be followed when assessing additional sites for development in the future.

8.15 The SFRA identifies that flooding is not a significant concern in Sunderland, compared to other parts of the UK. Designated "Flood Zones", are constrained largely to the narrow margins along the River Wear and other smaller watercourses, for example the River Don. The only potential flood areas of any extent are in low lying areas including Sunderland Docks, South Hylton, Penshaw and Fatfield, Sedgelych and Rainton Bridge, these areas are identified as Flood Zones 2 and 3a.

8.16 PPS25 recognises that in some locations urban regeneration and redevelopment will be essential to maintain the long-term viability of communities and the balance of planning considerations may support redevelopment. Sites at risk of flooding should only be allocated or granted permission where a sequential test would demonstrate that there are no alternative sites available with a lower probability of flooding that would be appropriate to the type of development or land use proposed.

Waste

8.17 Waste management is under going a period of significant change nationally and regionally. A step change towards waste management is needed to tackle growing waste generation and focus on prevention and reuse. Key objectives in accordance with the waste hierarchy will be; to divert waste from landfill to more sustainable methods of waste management, reducing waste, using waste as a resource, recycling and composting, and energy recovery. Awareness raising and education will be a key to underpinning sustainable waste management.

8.18 Driven by European legislation there is a requirement to reduce the amount of waste diverted to landfill, and recycle more waste through targets. In 2006-07, approximately 80 percent of Sunderland's municipal waste (160,918 tonnes) was disposed of in landfill sites, and through its kerbside collection scheme Sunderland Council recycled 23.72 percent of its household waste. Although the City Council's short term targets have been met, more demanding targets have been set and are backed by financial penalties. Under the present arrangements the City Council will not meet the national municipal waste target for recycling and waste recovery of 40 percent and 53 percent respectively by 2010, without a change in waste management arrangements and new infrastructure. This means there is considerable pressure and financial implications for the City Council to review and change waste management practices.

8.19 In accordance with Planning Policy Statement 10 on Planning for Sustainable Waste Management, the Regional Spatial Strategy (RSS) provides a strategic framework for the management of waste and provides a framework for the provision of waste management facilities in the region. A report by the North East Assembly in November 2007 on the apportionment of future waste arisings has calculated that the amount of municipal waste the City Council will need to manage will rise to 183,000 tonnes by 2021. Within this context of higher recycling, composting, landfill diversion targets and increased waste arisings, consideration is being given to identifying and allocating sustainable sites to accommodate waste management facilities that seek to move the management of waste up the waste hierarchy.

8.20 The report has also calculated that Commercial and Industrial Waste (C&I) arisings for Sunderland will rise from 272,000 in 2005 to 337,000 in 2021. The report considers that there are sufficient current and planned facilities to handle the C&I waste stream in Sunderland to meet the non-statutory target of 73% recovery of C&I waste by 2015.

How we reached our Preferred Option

We asked you about waste and recycling in the city:

Views sought on options for recycling and waste:

You told us that developers should be encouraged to use higher percentages of recycled materials in new development, the provision of waste management industries for the treatment of residual household waste within the city should be encouraged and that recycling industries should be encouraged to locate in the city.

The Issues and Options Sustainability Appraisal

showed that all the above views were inherently sustainable in promoting waste reduction and recycling. By encouraging developers to use higher percentages of recycled materials in new development, it is supportive in the promotion of sustainable forms of development. However, it was recognised that the increase in new development will likely lead to an increase in waste production. It recognises that this is a particular issue as Sunderland has a reliance on landfilling and a low, but steadily improving, level of recycling.

You also told us that:

- Householders should be required, rather than just encouraged, to recycle
- The kerbside recycling service should be improved and expanded
- Additional recycling and composting should be provided but only at a reasonable cost
- There was strong agreement that the choice of waste treatment facilities and methods should not be based on cost alone

Rejected option:

- To maintain the existing level of waste facilities and management practices.

This policy was rejected, as it would not enable the City Council to address Government landfill diversion and recycling targets.

Conclusion

On balance we support a waste policy that will contribute to the creation of sustainable communities and lead to an increase in recycling.

Policy CS17: Waste

Sustainable waste management will contribute to the creation of sustainable communities by:

- i) Managing waste in a sustainable manner by applying the waste hierarchy, and only disposing of waste in landfill if there are no other waste management solutions.
- ii) Building upon the City Council's success in meeting, and seek to exceed the Government's recycling targets for household waste.
- iii) Allocating sustainable locations for new waste management facilities in the city to meet the level of waste arisings to be accommodated by the RSS.
- iv) Identifying a site for a strategic waste management facility within the South Tyne and Wear Waste Partnership area.

Major sites will be required to incorporate recycling facilities for domestic waste collection.

The Preferred Option policy supports:

National Policy: PPS10.

Regional Spatial Strategy: Policies 46, 47, 48.

Sunderland Strategy: Developing an Attractive and Accessible City; Creating a Prosperous City.

Strategic Objective: 6 and also 14.

The Preferred Options Sustainability Appraisal states that the policy is a statement of intent and is inherently sustainable in seeking to reduce and recycle waste. It is envisaged that there will be beneficial secondary impacts relating to improvements to ecology and the climate.

8.21 Within the context of national and regional policy, Sunderland City, Gateshead, South Tyneside Councils have prepared a draft Joint Municipal Waste Management Strategy (2007). The consultation responses will be used to inform the strategy, and preparation of the Local Development Framework. The strategy sets out how the authorities will address future statutory targets for waste minimisation, recycling, composting, as well as how to minimise the amount of biodegradable waste that is sent to landfill.

8.22 Sunderland, along with South Tyneside and Gateshead is also progressing a joint approach to the procurement of waste services known as the "South Tyne and Wear Waste Management Partnership" (STWWMP). The partnership is developing a longer-term strategic solution for the treatment and disposal of residual municipal waste in order to achieve the agreed joint recycling target of 50% by 2020. As part of this approach a need has been identified for a strategic facility within the partnership area, although the technology has yet to be determined, it is estimated that delivery will be by 2013. Supporting waste facilities will also be identified, and inform the preparation of site specific Local Development Documents in the partnership area.

Minerals

8.23 Mineral extraction has been one of the most significant activities shaping the development of the city over the past two centuries. Many of the city's local communities either grew up to serve the coal industry or owe their present size and importance to its influence. Over the past decade, Sunderland's main contribution to meeting local, regional and national requirements has been in providing Permian yellow sand and crushed rock from quarries on the Magnesian Limestone Escarpment.

8.24 Much of the land within potential mineral resource areas is visually sensitive and may include areas either of higher quality agricultural land or of nature conservation interest. These will be maintained as landbanks of reserves and safeguarded against unnecessary sterilisation by developments.

How we reached our Preferred Option

The issue of minerals was not specifically discussed within the Issues & Options document or at any further consultation events. Notwithstanding this no comment was received concerning the need for a mineral policy.

Government guidance (MPS1 - Planning & Minerals) requires local authorities to define Mineral Safeguarding Areas in order that proven resources are not needlessly sterilised by non-mineral development, although there is no presumptions that resources defined will be worked.

Policy CS18 : Mineral Safeguarding Areas

Mineral Safeguarding Areas will be defined around mineral deposits that are considered to be of current or future economic importance in the broad locations of Eppleton, Great Eppleton, Pittington Hill and Springwell to safeguard the deposits against unnecessary sterilisation by development.

The Preferred Option policy supports:

National policies: PPS1, PPS12, MPS1, MPS2.

Regional Spatial Strategy: Policy 43, 44, 45.

Sunderland Strategy: Developing an Attractive and Accessible City; Improving Health and Social Care; Improving the Quality, Choice and Range of Housing.

Strategic Objectives: 1, 7, 14, 15 and 17.

The Preferred Options Sustainability Appraisal states that quarrying is an issue that promotes strong feeling within the public domain. Adverse impacts can be mitigated against by ensuring that the sites are selected in a robust and clear manner, and that a future remediation plan is in place for when the quarry is decommissioned. Benefits are likely to be realised in relation to employment opportunities and economic development. It is envisaged that there will be beneficial secondary impacts relating to improvements to ecology and the climate. It is imperative that full consideration is given to social, economic and environmental impacts associated with potential projects and that further detailed assessment is undertaken as development proposals are brought forward.

8.25 Sunderland currently has two operational quarries extracting aggregates, at Hetton Moor House Farm and Springwell Quarry. A third site at the former Eppleton Quarry/Colliery is a reclamation scheme that is underpinned by mineral extraction. There is no longer any coal extraction in the city and no new sites for aggregate extraction have been identified.

8.26 The UDP Saved Policies identify areas of mineral reserves to be safeguarded (Policy M3) which are also identified on the maps of the British Geological Survey. The broad extent of the minerals safeguarding areas are indicated on the Key Diagram.

8.27 As part of the Other Allocations DPD, the City Council will identify the specific land allocations appropriate for mineral safeguarding purposes. The City Council will prepare a criteria-based policy for the assessment of mineral sites and exploration.

Pollution and the condition of land

8.28 PPS1 and PPG14 state that development plan policy should address a number of key environmental issues including pollution, land and groundwater contamination, soil quality and unstable land. All of these issues are significant in Sunderland, given its geology, coastline and industrial history.

8.29 Although much work has been done on the reclamation of derelict sites, areas of previously developed land exist where contamination may still be present that could pose a risk should the use of the land change. This may include some sites that were reclaimed many years ago to different standards than those applied today, or to reclaimed sites now being proposed for other uses such as housing that require a higher standard of remediation.

8.30 The city's bathing and estuary waters currently meet the highest national classifications, but water quality in the River Wear is below average and groundwater in coal measures is known to have been affected by mining. Several Environment Agency Groundwater Source Protection Zones exist to protect drinking water supplies from pollution.

8.31 The city is not troubled by serious air pollution, although small localities in and around the town centre are affected by some traffic related pollution within national targets.

8.32 The city experiences some issues with unstable or potentially unstable land. There are areas of coastal and riverbank erosion, while in the west of the city shallow mine workings exist. In the eastern sector, instability arising from the Magnesian Limestone Escarpment is known to occur. Geological fault lines are widely present across the city with occasional movement arising.

How we reached our Preferred Option

The Core Strategy Issues and Options report considered pollution through a range of issues, particularly pollution implications caused by transport:

1) We asked you how the environmental effects of traffic should be reduced?

You told us this could be achieved by:

- Introducing green and cleaner public transport
- Reducing the need to travel, particularly by private car
- Restricting traffic from central areas
- Reducing the speed of traffic in residential areas

The Issues and Options Sustainability Appraisal

indicated that your views would improve local air quality and reduce the causes of climate change, and promote possible benefits relating to the improvement of residential amenity as a result of traffic calming measures. However, reducing traffic in central areas could have a detrimental effect on businesses.

You also told us that:

- We should make use of previously developed and derelict land
- The coast suffers pollution and dereliction
- There is excess sewage discharge into the sea
- New development needs to be well integrated with transport routes

Rejected option:

None. This approach is required by Government and strategic guidance.

Conclusion

On balance we support a policy that seeks to safeguard the city's environment and the health of its residents and minimise all types of pollution, ensuring that appropriate protection and mitigation measures are in place to protect people from environmental pollution, noise and nuisance.

8.33 In environmental terms these preferences will place emphasis on the need to continue to address the condition of previously developed land, and to explore development options which will reduce the need to travel and will provide greener transport alternatives. However they may also bring housing and other sensitive uses into close proximity with other uses, and it will be necessary that policy ensures appropriate protections and mitigation measures are in place to protect people from environmental pollution, noise and nuisance.

Policy CS19: Pollution and the condition of land

In order to protect and improve the environment and aid the regeneration of the city, particularly with regard towards the control of new development, the City Council will:

- i) Continue to seek remediation of land where potential contamination might occur, including support for actions to secure further remediation of past reclamation schemes where appropriate.
- ii) Avoid the siting of potentially polluting developments in sensitive locations where contamination or other health risk or nuisance could be caused.
- iii) Take account of the guidance of the Northumbria River Basin Management Plan (2008-2009), to deliver continuing improvements in water quality.
- iv) Minimise adverse impacts on the Magnesian Limestone Aquifer and its associated protected zones.
- v) Refuse proposals that could cause inappropriate levels of air, noise and light pollution in accordance with PPS23 and PPG24.
- vi) Ensure that developers carry out site investigations where instability risks are known.
- vii) Encourage use of sustainable construction methods, SUDs, water and energy efficiency schemes etc. in new developments whenever appropriate.

Development proposals that result in increased forms of pollution should only be permitted if they are acceptable in terms of human health and safety, environment and general amenity. Where pollution is unavoidable, mitigation measures to reduce pollution levels will be required to meet acceptable limits.

The Preferred Option policy supports:

National Policy: PPS1, PPS7, PPG13, PPG14, PPG23, PPG24.

Regional Spatial Strategy: Policies 2, 12, 13, and 36, RSS Technical Paper 6.

Sunderland Strategy: Improving Health and Social Care; Improving Quality, Choice and Range of Housing; Developing an Attractive and Accessible City.

Strategic Objectives: 1, 3, 4, 5, 6, 8, 10 and 15.

The Preferred Options Sustainability Appraisal states that the remediation of contaminated land will enable future regeneration and development opportunities to occur therefore benefiting the local economy. The remediation and avoidance of potential polluting developments in environmentally sensitive locations would benefit local wildlife. In addition, any improvement to water quality would benefit aquatic wildlife.

8.34 The City Council's response to contamination of land is included in its Contaminated Land Strategy. There are presently no contaminated sites in the city where a current danger has been identified to people or the environment, although future changes in land use could alter this situation.

8.35 The City Council has reclaimed over 1,000 hectares of derelict land since 1974, much of it former mining and heavy industry. The National Land Use Database identifies 10 sites (61 hectares in total) as derelict in Sunderland at present, and further sites will inevitably become derelict during the Core Strategy plan period, and some further remediation may need to be undertaken in line with national standards.

8.36 The Water Framework Directive (WFD) is European law that aims to ensure all ground and surface water bodies, including estuarial and coastal waters, reach 'good' status by 2015. The Environment Agency is responsible for drawing up River Basin Management Plans (RBMP) with programmes of measures for improvements to be fully operational by 2012 in order for the first set of objectives to be achieved by 2015. Sunderland is included in the Northumbria River Basin District. Area Action Plans and Allocations DPDs will take note of the Northumbria RBMP and also be instrumental with new development to ensure that further measures to protect and improve water quality are undertaken, such as the requirement to provide surface water management plans, water efficiency plans and other measures to minimise risk to water bodies and aquifers.

8.37 Sunderland monitors air quality in line with the National Air Quality Strategy and under Part IV of the Environment Act 1995. Where air quality issues arise in the city these are largely traffic related, and land use and transport planning will play a critical role, ensuring that development takes place and is intensified in the most accessible locations of the city, and ensuring that the most sustainable modes of transport are encouraged.

8.38 The City Council will adhere to PPG24 to ensure that development plans include policies which ensure noise sensitive developments are located away from existing sources of significant noise, and that potentially noisy developments are located in areas where noise will not be such an important consideration or where its impact can be minimised.

8.39 An annex to PPS23 on light pollution is proposed. Light pollution is a growing concern, and the City Council will ensure that development proposals for external lighting will:

- Meet the standards required for public safety and security
- Minimise the impact on neighbouring properties and the surrounding countryside
- Ensure there is no dazzling or distraction to road users including pedestrians

8.40 Certain areas of the city are known to contain natural or historic features associated with unstable land. In the west of the city shallow mine workings exist while in the east the Magnesian Limestone Escarpment is prone to subsidence; geological fault lines also occur across the city. Certain sections of coastline and riverbank are subject to erosion. The new Shoreline Management Plan 2 for the North East identifies areas of coast where sea defences are to be maintained and those where some element of erosion and re-alignment is anticipated. Elsewhere, where proposals involve areas of potentially unstable land, site investigations will be required as part of the application process.

Planning obligations



9.0 Planning obligations

Developer contributions

9.1 Development will always have an impact on the environment and some may place a burden on the community and neighbourhood. The City Council will aim to minimise these impacts and bring benefit to the community through developer contributions. It is reasonable to expect a developer to contribute towards the cost of infrastructure that will help negate the impacts arising directly from their development.

9.2 In some instances the mitigation measures can be achieved through the imposition of conditions on the planning permission. In other instances, such as the necessity for provision of an off-site road improvement or a contribution to enhance local play facilities, it will be necessary to achieve these through a planning obligation, more commonly known as a Section 106 agreement. This is a legally binding agreement between the City Council and a developer or other land interest.

9.3 Planning obligations are intended to make acceptable, development that would otherwise be unacceptable in planning terms and are governed by the fundamental principle that planning permission may not be bought or sold. The broad principles are set out in Government Circular 05/2005.

9.4 Planning obligations can only be sought where they are relevant to planning; necessary to make the proposed development acceptable in planning terms; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development; and reasonable in all other respects.

How we reached our Preferred Option

In our Issues and Options Consultation Paper we asked for your views on developer contributions.

1) “What benefits should the council secure through planning gain?”

You said: Public open space through developer contributions should be the City Council’s primary aim. Others benefits suggested included landscaping and children’s play space, and the creation and management of wildlife habitats.

The Issues and Options Sustainability Appraisal Report said:

That policies related to planning obligations would have very little impact in terms of sustainability.

You also told us that:

- Contributions should be tightened up especially with regards to affordable housing
- To move away from only specifying improvements to play spaces and be more specific to the needs and requirements of the local area where sites are to be developed
- Providing accessibility improvements to the coast

Conclusion

On balance the Preferred Options should include a policy that will seek developer contributions from new developments specific to the development and needs of the local area and in accordance with the principles of Circular 05/2005.

Policy CS20 : Planning obligations

The City Council will seek contributions from developers to assist in achieving the wider aims and objectives of the LDF by:

- i) Ensuring that proposed developments contribute to the goal of sustainable communities.
- ii) Where an identified need arises from a development proposal for new or improved infrastructure, the City Council will ask the developer to provide this as part of the development, or will seek financial contributions to the cost of providing the necessary infrastructure.

The need for planning obligations will be indicated and elaborated on as necessary in other DPDs and detailed guidance will be provided in the council’s proposed Developer Contributions and Agreements SPD.

The Preferred Option policy supports:

Government Circular 05/2005 Planning Obligations

The Preferred Options Sustainability Appraisal states that the policy is a statement of intent, with details of planning obligation requirements to be expanded upon in additional Development Plan Documents.

9.5 Developer contributions will be sought by the City Council, where appropriate, as a means of counteracting any negative impacts of new development on existing infrastructure.

9.6 The contributions sought from developers will relate to the form of the development and its potential impact on the surrounding area. Depending on the infrastructure required, contributions may also be sought for maintenance and/or operating costs.

9.7 If a developer does not agree to the required obligations and the council expect it will not be forthcoming within a specified timescale, it is reasonable for the council to refuse an application.

9.8 If there is a choice between imposing conditions and entering into a planning obligation, the imposition of a condition is preferable. However, an obligation may also be subject to conditions itself.

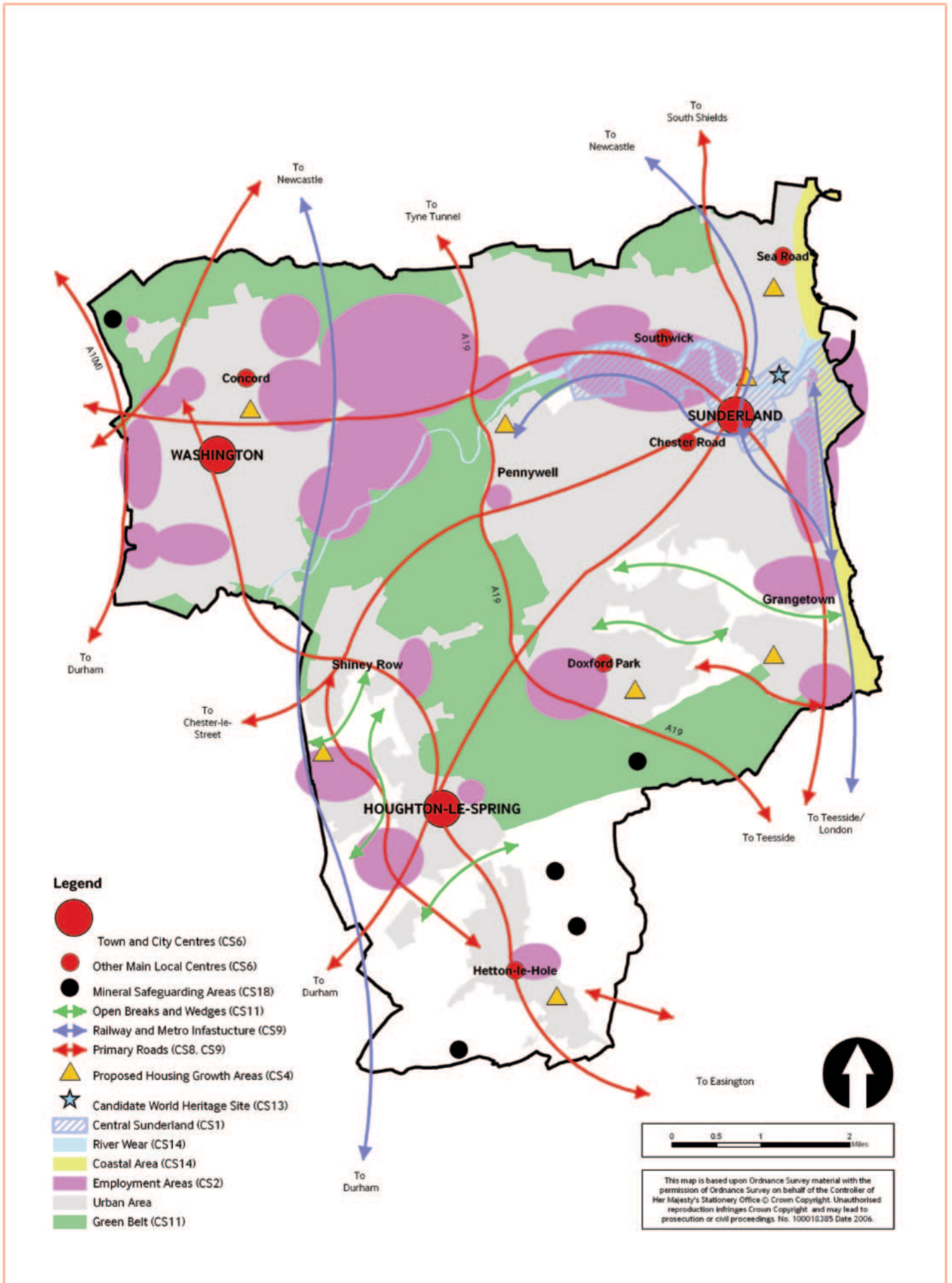
9.9 Negotiations undertaken will be done so in a transparent, fair and open nature to ensure that the council is accountable for any decisions made and that all decisions are made in the interest of the public and the residents of Sunderland. Pre-application discussions with potential developers will be encouraged to ensure that contributions can be negotiated at an early stage.

9.10 Contributions, which may be necessary and sought with a new development, could include for example affordable housing, public open space, including sport and recreational facilities and community facilities such as educational buildings or libraries. Other key areas where contributions may be sought include health and social care facilities, environmental improvements public art and new roads.

9.11 Further information on the council's requirements will be set out in the City Council's 'Developer Contributions and Agreements' Supplementary Planning Document (SPD).

9.12 Where appropriate, area based spatial planning documents in the form of Area Action Plans, Supplementary Planning Documents and non-statutory Masterplans or Development Frameworks will set out site-specific requirements for developer contributions. This will be particularly relevant where there is an identified local need that differs from the generic requirements that will be identified in the Developer Contributions and Agreements SPD.

Key Diagram



What happens next?



10.0 What happens next?

10.1 The City Council will consider carefully all representations received and, where appropriate, seek to resolve objections. This document will then be developed into the Draft Core Strategy and formally 'submitted' to the Secretary of State at the end of 2008.

10.2 The submitted document will then be made available for another statutory six-week period during which formal representations can be made. This will be followed by a further six-week consultation period on any alternative sites being put forward by objectors.

10.3 All representations received will be considered at an examination to be conducted by an independent planning inspector, who will test the 'soundness' of the plan. The inspector's report will be binding on the City Council. Full adoption of the plan is expected in Spring 2010.

Monitoring and Implementation Framework



11.0 Monitoring and Implementation Framework

11.1 Monitoring plays a crucial role in the overall planning process as it allows us to assess the implementation and effects of adopted planning policies and also to respond more effectively and quickly to new circumstances.

11.2 The new Local Development Framework must be capable of being implemented and it is essential to check that the plan is being undertaken correctly. In order to do so, a clear concise framework needs to be developed at this early stage, and thereby a process of continual monitoring is required.

11.3 This is achieved through the production of an Annual Monitoring Report (AMR), containing information on the implementation of the Local Development Scheme (LDS) and the extent to which the Policies set out in Development Plan Documents (DPD's) are being achieved.

11.4 There are three broad indicator areas, based upon Government guidance, used for reviewing and assessing the UDP/LDF, namely Contextual Indicators, Core Output Indicators and Significant Effects Indicators:

- Contextual indicators are used to establish the baseline position of the wider social, environmental and economic circumstances. They have a key role in monitoring progress towards sustainable communities. The information gathered is used to compare key indicators at a local, regional and national level. They provide the 'context' for developing plan policies
- Core output indicators allow a measure to be made of physical activities that are directly related to, and are a consequence of, the implementation of planning policies
- Significant Effects Indicators inform on the impacts of policies on the sustainability of development and are linked to the Sustainability Appraisal indicators. They have a key role in monitoring progress towards the creation of a sustainable city. Monitoring significant effects enables a comparison to be made between the predicted effects and the actual effects measured during implementation of policies

11.5 In addition to these three indicators, Sunderland's AMR also assesses the UDP/LDF performance against a number of "Local Output Indicators", to gauge the performance of a number of locally important planning policies not covered by the Core Output Indicators.

11.6 Some key questions that the Monitoring Framework and AMR will seek to answer include:

- Are policies achieving their objectives and in particular are they delivering sustainable development?
- Have policies had unintended consequences?
- Are the assumptions and objectives behind policies still relevant?
- Are the targets being achieved?

11.7 The findings from this data collection will be used to inform reviews of the LDF and Development Plan Documents.

Implementation and monitoring framework

Policy	Target	Indicator and type	Delivery mechanism	Delivery agencies
Policy CS1: Spatial development, growth and regeneration	Targets are set under topic based policies below	Indicators are set under topic based policies below	Delivery mechanisms are detailed under the topic based policies below	Delivery agencies are set under the topic based policies below
Policy CS2: Economic development	<p>Allocate 50ha (Regional Brownfield Mixed Use Allocation) within Central Sunderland and a further 212ha for general employment uses across the city</p> <p>Increase the number of new office developments within Sunderland and Washington</p> <p>Support development of emerging growth sectors including tourism, education, telecommunications, leisure, heritage, and culture</p> <p>Ensure employment sites are easily accessible by public transport, pedestrian and cycle links</p> <p>Encourage the reuse, regeneration, and where appropriate intensification of employment land and premises within the city</p>	<p>Amount of employment land developed for employment by type (CO1a)</p> <p>Amount of floorspace developed for employment by type, in employment or regeneration areas. (CO1b)</p> <p>Amount of floorspace by employment type, which is on previously developed land (CO1c)</p> <p>Employment land available by type (CO1d)</p> <p>Employment land lost in development/ regeneration areas (CO1e)</p> <p>Amount of Employment land lost to residential development (CO1f)</p> <p>Number of planning applications approved in tourism and cultural related activities (local)</p> <p>Business Vat Registrations (local)</p> <p>Business start-ups and closures (net change in VAT registrations) (local)</p>	<p>UDP saved policies</p> <p>Alteration No.2 - and related development frameworks (e.g Stadium Village, Farringdon Row)</p> <p>Other Allocations DPD</p> <p>Development Control SPG</p> <p>Evening Economy SPD</p> <p>Central Area Urban Design Strategy</p> <p>Determination of planning applications</p>	<p>Sunderland City Council (SCC)</p> <p>Commercial developers</p> <p>One North East</p> <p>Sunderland ARC</p> <p>LSPs</p> <p>English Partnerships</p>

Policy	Target	Indicator and type	Delivery mechanism	Delivery agencies
Policy CS2: Economic development (continued)		GVA per head (Significant Effect) Unemployment Rate (Significant Effect) Number of travel plans implemented (local)		
Policy CS3: Delivering design quality	Ensure that new development is of the highest standard of sustainable design Retain, maintain and improve local characteristics and identities	Percentage of schemes approved with an appropriate design statement (local)	UDP saved policies Alteration No.2 - and related development frameworks (e.g. Stadium Village, Farringdon Row) Other Allocations DPD Housing Allocations DPD Development Control SPG Residential Design Guide SPD Relevant Conservation SPDs Central Area Urban Design Guide SPD Design and Access Statements Determination of planning applications	Sunderland City Council (SCC) Commercial/ Private Developers Sunderland ARC Gentoo and RSLs
Policy CS4: i) The distribution of housing ii) Improving the housing stock	Manage the phased release of land in accordance with the SHLAA and HADPD Seek to develop a minimum of 700 dwelling per annum 2004-11 Ensure housing is distributed in relation to the 'best fit' option 80% of new dwellings to be on brownfield land	Implement housing renewal schemes where necessary Housing trajectory (CO2a) Percentage of new and converted dwellings on previously developed land (CO2b) Density of new homes (CO2c) Planning permissions of allocated sites within HADPD (local)	UDP saved policies Alteration No.2 - and related development frameworks (e.g. Stadium Village, Farringdon Row) Other Allocations DPD Housing Allocations DPD Development Control SPG Relevant Conservation SPDs	Sunderland City Council (SCC) Private house builders Gentoo and RSLs Sunderland ARC LSPs English Partnerships

Policy	Target	Indicator and type	Delivery mechanism	Delivery agencies
<p>Policy CS4:</p> <p>i) The distribution of housing</p> <p>ii) Improving the housing stock (continued)</p>	<p>Develop housing at a density range between 30-50 dwellings per hectare</p> <p>To direct higher density to sustainable locations and Central Sunderland</p> <p>Ensure housing is located in sustainable locations with good public transport access</p> <p>Ensure housing supply and regeneration needs are met</p> <p>Demolish obsolete and unviable housing</p> <p>Reduce vacancy rates (below 3% in accordance with RSS)</p> <p>Implement housing renewal schemes where necessary</p>	<p>Housing distribution by area (local)</p> <p>Percentage of new residential development within 30 minutes public transport time of the 6 key services</p> <p>Number of dwellings in low demand within the city (local)</p> <p>Number of vulnerable homes within the city (local)</p> <p>Number of vacant homes within the city (local)</p> <p>Number of dwellings demolished (local)</p> <p>Number of housing renewal schemes implemented (local)</p>	<p>Hetton Downs Area Action Plan</p> <p>Easington Lane Development Framework</p> <p>Masterplans (e.g. Southwick, Pennywell)</p> <p>Developer Contributions SPD</p> <p>Determination of planning applications</p>	
<p>Policy CS5:</p> <p>Housing choice</p>	<p>Require a proportion of affordable in housing schemes</p> <p>Ensure an appropriate mix of housing types and tenures is provided</p> <p>Meet the requirements of specific needs</p> <p>Ensure provision is made for Gypsy's and Travellers where there is a proven need</p>	<p>Affordable housing completions (CO2d)</p> <p>Proportions of housing types developed (local)</p> <p>Number of special needs housing schemes implemented (local)</p> <p>Number of gypsy and traveller sites implemented (local)</p> <p>House price to income ratio (SE)</p> <p>Homelessness (SE)</p> <p>Percentage of dwellings built to Level 3 of the Code for Sustainable Homes for housing, or BREEAM Very Good construction standards (local)</p>	<p>UDP saved policies</p> <p>Alteration No.2 - and related development frameworks (e.g. Stadium Village, Farringdon Row)</p> <p>Housing Allocations DPD</p> <p>Development Control SPG</p> <p>Residential Design Guide SPD</p> <p>Central Area Urban Design Guide SPD</p> <p>Design and Access Statements</p> <p>Building Regulations</p> <p>Determination of planning applications</p>	<p>Sunderland City Council (SCC)</p> <p>Private house builders</p> <p>Gentoo and RSLs</p> <p>Sunderland ARC</p> <p>LSPs</p>

Policy	Target	Indicator and type	Delivery mechanism	Delivery agencies
<p>Policy CS6: City centre and other centres</p>	<p>Develop the main, district and local centres into vibrant and economically buoyant facilities, and secure their future viability and attractiveness</p> <p>All new large scale main town centre uses should be directed towards the town, district and local centres</p> <p>No loss of retail within the primary shopping areas</p> <p>Enhance the safety and environment quality of the centres</p>	<p>Additional floorspace of retail, office and leisure development within/outside defined town and district centres (CO4a)</p> <p>Loss of retail within the defined town/district and local centres (local)</p> <p>Number of changes of use within the defined town/district and local centres (local)</p> <p>Public transport access to existing shopping centres (local)</p> <p>Total amount and changes in amount of floorspace and vacant floorspace within the 3 key shopping centres (local)</p> <p>Planning applications approved/refused out of town centres (local)</p>	<p>UDP saved policies</p> <p>Alteration No.2 - and related development frameworks (e.g Stadium Village, Farringdon Row)</p> <p>Other Allocations DPD</p> <p>Evening Economy SPD</p> <p>Central Area Urban Design Guide SPD</p> <p>Relevant Conservation SPDs</p> <p>Developer Contributions SPD</p> <p>Development Control SPG</p>	<p>Sunderland City Council (SCC)</p> <p>Land Owners</p> <p>Sunderland ARC</p> <p>City Centre Manager</p>
<p>Policy CS7: Developing healthy, safe and inclusive communities</p>	<p>Provision of facilities that support physical activity and healthy lifestyles</p> <p>Improve and provide quality public realm</p> <p>Support initiatives such as 'Building Schools for the Future'</p>	<p>Community facilities approved or lost (local)</p> <p>Improvements made to existing areas of public realm and development of new areas of public realm (local).</p> <p>Number of 'Building Schools for the Future' schemes implemented (local)</p> <p>Percentage of people describing their health as good (SE)</p> <p>Life Expectancy (SE)</p> <p>Fear of Crime (SE)</p> <p>People of working age with no qualifications (SE)</p>	<p>UDP saved policies</p> <p>Other Allocations DPD</p> <p>Central Area Urban Design Guide SPD</p> <p>Developer Contributions SPD</p> <p>Determination of planning applications</p>	<p>Sunderland City Council</p> <p>NHS</p> <p>LSPs</p>

Policy	Target	Indicator and type	Delivery mechanism	Delivery agencies
<p>Policy CS8: Accessibility and sustainable transport</p> <p>Policy CS9: Transport routes, services and links</p>	<p>Encourage transport choices, and no-car modes</p> <p>Ensure new developments are easily accessible by public transport, pedestrian and cycle links</p> <p>Exploring further opportunities for High Quality Public Transport</p> <p>Relieve congestion on key arterial routes</p> <p>Support the development of pedestrian, cycling and equestrian networks</p> <p>Develop direct and safe utility cycle routes</p> <p>Support the preparation of Travel Plans</p> <p>Improve bus routes</p> <p>Support freight/rail infrastructure improvements</p>	<p>Percentage of new residential development within 30 minutes public transport time of the 6 key services (CO3a)</p> <p>Percentage of completed non-residential development complying with car-parking standards set out in the LDF (CO3b)</p> <p>Status of implementation of roads schemes identified (local)</p> <p>New or improved public transport interchanges/facilities (local)</p> <p>Length of new 'no-car' lanes and 'bus only' lanes (RSS)</p> <p>Traffic Management Schemes Implemented (local)</p> <p>Length of new cycles lanes implemented (local)</p> <p>Number of new cycle parking and storage implemented (LTP2)</p> <p>Travel to work (SE)</p> <p>Proportion of travel by mode (SE)</p> <p>Number of people seriously killed or injured on road (SE)</p>	<p>UDP saved policies</p> <p>Other Allocations DPD</p> <p>LTP2</p> <p>Developer Contributions SPD</p>	<p>Sunderland City Council (SCC)</p> <p>Nexus</p> <p>Sustrans</p> <p>LSPs</p> <p>Neighbouring Local Authorities</p> <p>Highway Agency</p> <p>Network Rail</p>
<p>Policy CS10: Biodiversity and geodiversity</p>	<p>Protect and enhance the city's biodiversity and geodiversity resources</p>	<p>Percentage of SSSIs in favourable or recovering condition (CO8)</p> <p>Changes in priority species and habitat (local)</p> <p>Number and areas of designated sites (local)</p>	<p>UDP saved policies</p> <p>Other Allocations DPD</p> <p>Developer Contributions SPD</p> <p>Green Space Strategy</p> <p>Durham Biodiversity Action Plan</p>	<p>Sunderland City Council</p> <p>Durham Wildlife Trust</p> <p>Great North Forest</p> <p>Private developers</p>

Policy	Target	Indicator and type	Delivery mechanism	Delivery agencies
Policy CS10: Biodiversity and geodiversity (continued)	<p>Safeguard European, National and locally designated areas of biodiversity importance from adverse impact of development</p> <p>Encourage development to make a positive contribution to biodiversity</p> <p>Develop Local Geodiversity Action Plans</p> <p>Develop robust corridors for wildlife</p>	<p>Area of Woodland (SE).</p> <p>Number of Geodiversity Action Plans produced and implemented (local)</p>	Local Geodiversity Action Plans	
Policy CS11: Countryside and landscape character	<p>Protect and enhance Green Belt</p> <p>Retain and improve open breaks and green wedges</p> <p>Support the GNF initiative</p>	<p>Number of applications approved/refused within open breaks and green wedges</p> <p>Implementation of projects to enhance the landscape</p> <p>Developments having detrimental effects on the Green Belt</p> <p>Number of GNF schemes implemented</p>	<p>UDP saved policies</p> <p>Other Allocations DPD</p> <p>Developer Contributions SPD</p> <p>Green Space Strategy</p> <p>Durham Biodiversity Action Plan</p> <p>Landscape Character Assessment</p> <p>Great North Forest Management Plan</p>	<p>Sunderland City Council</p> <p>Durham Wildlife Trust</p> <p>Great North Forest</p> <p>Private developers</p>
Policy CS12: Greenspace	<p>Maintain and improve the quality of open space</p> <p>Development of linked greenspace networks</p> <p>Increase the amount of open space in areas of deficiency</p> <p>Implementation of green space strategy</p>	<p>Amount of eligible open space managed to Green Flag status (CO4)</p> <p>Amount of open space (ha) lost to development</p> <p>Net change in amount of public open space</p> <p>Schemes implemented to improve quality of open space</p>	<p>UDP saved policies</p> <p>Other Allocations DPD</p> <p>Housing Allocation DPD</p> <p>Developer Contributions SPD</p> <p>Green Space Strategy</p>	<p>Sunderland City Council</p> <p>Durham Wildlife Trust</p> <p>Great North Forest</p> <p>Private developers</p>

Policy	Target	Indicator and type	Delivery mechanism	Delivery agencies
Policy CS13: Heritage and culture	<p>Ensure the character of the historic environment of the city is protected and enhanced</p> <p>Support further development of cultural venues and features that support tourism, history and heritage</p> <p>Continue to support the Wearmouth-Jarrow World Heritage Site declaration and subsequent management</p>	<p>Percentage of Grade I and II listed buildings at risk of decay (SE)</p> <p>Number of dwellings listed buildings demolished (local)</p> <p>Number of planning applications approved in tourism and cultural related activities (local)</p> <p>Adoption and Implementation of an appropriate management plan for the World Heritage Site (local)</p>	<p>UDP saved policies</p> <p>Other Allocations DPD</p> <p>Alteration No.2 - and related development frameworks (e.g. Stadium Village, Farringdon Row)</p> <p>Relevant Conservation SPDs</p> <p>Local Heritage Protection SPD</p>	<p>Sunderland City Council</p> <p>English Heritage</p> <p>Sunderland Arc</p> <p>Private developers</p>
Policy CS14: Coast and river	<p>Explore opportunities to develop the amenity, biodiversity and recreational value of the coast and river</p> <p>Implementation of Seafront Regeneration Framework</p>	<p>Applications approved/refused for further riverside/coastal facilities (local)</p>	<p>UDP saved policies</p> <p>Alteration No.2 - and related development frameworks (e.g. Stadium Village, Farringdon Row)</p> <p>Other Allocations DPD</p> <p>Seafront Regeneration Framework</p> <p>Developer Contributions SPD</p> <p>Green Space Strategy</p>	<p>Sunderland City Council</p> <p>Sunderland ARC</p> <p>Durham Wildlife Trust</p> <p>Great North Forest</p> <p>Private developers</p>
Policy CS15: Sustainable energy and construction	<p>All development to meet minimum Target Emission Reduction (TER) levels</p> <p>Major developments to supply 10% of the site's energy consumption from renewable sources located on site</p> <p>Developments to meet Level 3 of the Code for Sustainable Homes for housing, or BREEAM Very Good construction standards</p>	<p>Renewable energy capacity installed by type (COI 9)</p> <p>Percentage of developments that exceed minimum Target Emission Reductions (local)</p> <p>Percentage of new builds and commercial buildings meeting Ecohomes and BREEAM very good standards. (SE)</p> <p>Number of and potential capacity (MW) of renewable energy schemes permitted and refused (local)</p>	<p>UDP saved policies</p> <p>Alteration No.2 - and related development frameworks (e.g. Stadium Village, Farringdon Row)</p> <p>Other Allocations DPD</p> <p>Housing Allocations DPD</p> <p>Residential Design Guide</p> <p>Building Regulations</p> <p>Determination of planning applications</p>	<p>Sunderland City Council</p> <p>Sunderland ARC</p> <p>ONE</p> <p>Energy Saving Trust</p> <p>Carbon Trust</p> <p>Commercial developers</p>

Policy	Target	Indicator and type	Delivery mechanism	Delivery agencies
Policy CS15: Sustainable energy and construction (continued)	Support the development of renewable energy schemes and continue to contribute to the RSS Tyne and Wear target			
Policy CS16: Flooding and climate change	Development not to have unacceptable flood risk No increase in the number of properties exposed to flood risk	Number of planning permissions granted contrary of the advice of the Environment Agency on flood risk grounds (CO17) Number of applications approved or developments completed that Implement sustainable urban drainage and management systems (local)	UDP saved policies Alteration No.2 - and related development frameworks (e.g. Stadium Village, Farringdon Row Other Allocations DPD Housing Allocations DPD Strategic Flood Risk Assessment Determination of planning applications	Sunderland City Council Sunderland ARC Environment Agency Private/commercial developers
Policy CS17: Waste	Apply waste hierarchy and only dispose of waste in landfill if there are no other waste management solutions Seek to exceed governments recycle targets Allocate sustainable locations for new waste management facilities Meet the level of waste arisings set by the RSS	Household waste percentage landfilled (BVPI 82d) 18% of waste to be recycled/composted (BVPI 82a/82b) Capacity of new management facilities (CO16a) Amount of municipal waste arisings (CO16b) Implementation of a new strategic waste management facility within the partnership area (local)	UDP saved policies Other Allocations DPD Housing Allocations DPD Joint Municipal Waste Management Strategy	Tyne and Wear Waste Management Partnership Sunderland City Council Environment Agency Waste contractors
Policy CS18: Minerals	Prevent any developments being approved that could be detrimental to Mineral Safeguarding Areas (MSA's)	Number of applications approved/refused for developments within an MSA	UDP saved polices Other Allocations DPD Development Control SPG Determination of planning applications RSS	Sunderland City Council Commercial Developers North East Regional Aggregates Working Party

Policy	Target	Indicator and type	Delivery mechanism	Delivery agencies
<p>Policy CS19: Pollution and the condition of land</p>	<p>Seek remediation of land where potential contamination might occur</p> <p>Deliver continuing improvements in water quality</p> <p>Minimise adverse impacts on the Magnesian Limestone Aquifer</p> <p>Refuse proposals that could cause inappropriate levels of air, noise and light pollution</p> <p>Encourage use of sustainable construction methods in new developments, whenever appropriate</p>	<p>Proportion of total area that is derelict land and buildings (SE)</p> <p>Number of contaminated sites (BVPI 216a)</p> <p>Number of planning permissions granted contrary to the advice of the Environment Agency on water quality (CO8)</p> <p>Number of days when air pollution is moderate or high or above the Air Quality Strategy objective by the required date (RSS ENV1)</p> <p>Bathing water quality guideline standard (SEA)</p> <p>% of river length of good or fair biological and chemical water quality (RSS ENV3)</p> <p>Schemes where a reduction in air, noise and light pollution is secured (local)</p> <p>Percentage of new builds and commercial buildings meeting Ecohomes and BREEAM very good standards (SE)</p>	<p>UDP saved policies</p> <p>Alteration No.2 - and related development frameworks (e.g. Stadium Village, Farringdon Row)</p> <p>Other Allocations DPD</p> <p>Building Regulations</p>	<p>Sunderland City Council</p> <p>Environment Agency</p> <p>Northumbria Water</p> <p>English Partnerships</p> <p>Waste contractors</p> <p>Private/commercial developers</p>
<p>Policy CS20: Planning Obligations</p>	<p>Seek developer contributions, as a means of counteracting any negative impacts of new development on existing infrastructure.</p>	<p>Number of planning applications approved that require developer contributions</p> <p>Number of planning applications refused because developer contributions could not be agreed</p> <p>Developer contributions, implemented</p>	<p>Alteration No.2 and related development frameworks (e.g. Stadium Village, Farringdon Row)</p> <p>Housing Allocations DPD</p> <p>Other Allocations DPD</p> <p>Developer Contributions SPD</p> <p>Determination of planning applications</p>	<p>Sunderland City Council</p>

11.8 The timescale for the implementation of these policies will be ongoing throughout the lifespan of the Core Strategy, unless detailed otherwise e.g. Housing - where there is a particular period of phasing. It is unlikely that there will be any resource implications or further resource requirements beyond the available resources within the existing budget.

Core Strategy - links with other strategies

Strategic relationships between the LDF Core Strategy and complementary regional and local strategies.

Regional Spatial Strategy for the North East	Sunderland LDF Core Strategy	Sunderland Strategy (Sustainable Communities Strategy)
Vision, Locational Strategy	Vision, Strategy	Theme
Development principles and locational strategy	Spatial Development, Growth and Regeneration	Prosperous City Liveable City
Delivering Sustainable Communities (Theme 3B) Delivering Economic Growth and Prosperity (Theme 3A)	Sustainable Communities	Prosperous City Healthy City Learning City Safe City Liveable City
Improving connectivity within and beyond the region (Theme 3D)	Connectivity	Prosperous City Liveable City Healthy City
Conserving, enhancing and capitalising on the region's diverse natural and built environment, heritage and culture (Theme 3C)	Environment	Liveable City Healthy City
Conserving, enhancing and capitalising on the region's diverse natural and built environment, heritage and culture (Theme 3C)	Planning Globally	Liveable City Healthy City

Appendix 1:

RSS Sunderland specific policies

Appendix 1: RSS Sunderland specific policies

The RSS Proposed Changes includes a series of strategic policies, most of which will apply to development in Sunderland. However, the following are included here as they include matters specific to Sunderland.

Policy 5 - Locational Strategy

5a Support the polycentric development and redevelopment of the Tyne and Wear City Region by concentrating the majority of new development in the two Conurbations, particularly within the core areas, and the Main Settlements.

5b Conserving and enhancing biodiversity, geodiversity, heritage resources, tranquillity and the high quality landscapes of the Durham Heritage Coast and protecting them from development that would endanger these qualities.

Policy 5A - Connectivity & Accessibility

e) Improving accessibility and efficiency of movement and reducing travel demand along the A19/Durham Coast line.

Policy 6.1 - Regeneration

a) Regeneration of the River Wear corridor in Central Sunderland.

d) Regeneration of Hetton-le-Hole and Houghton-le-Spring for sustainable indigenous growth.

Policy 6.2 - Economic Prosperity

a) Majority of new economic development on the city centre of Sunderland.

d) New knowledge based Small Medium Enterprise accommodation and offices within and adjacent to Sunderland city centre, with provision in regeneration centres (Hetton-le-Hole and Houghton-le-Spring).

Policy 6.3 - Sustainable Communities

a) Supporting the integrated housing market renewal initiatives of Sunderland Arc.

b) Majority of new retail and leisure development in the regional centre Newcastle and the sub-regional centre of Sunderland.

Policy 6.4 - Connectivity

c) Supporting the growth of the Port of Sunderland.

d) Exploring the feasibility of a further crossing of the River Wear and improved transport connections along the river in Sunderland.

e) Investigating the modernisation of the new Metro system.

f) Improvement of rail services on the Durham Coast Line.

i) Protecting the Leamside rail line from development that would restrict its reinstatement in the longer term.

Policy 6.5 - Green Belt

Safeguard the countryside from encroachment and check the unrestricted sprawl of Tyne and Wear.

a) The Green Belt should prevent the merging of Sunderland with Seaham, Houghton-le-Spring, Washington and Chester-le-Street.

d) Maintain the broad extent of Green Belt.

Policy 6.6 - Environment

a) Establishment of strategic networks of green infrastructure.

b) Subject development proposals in the Heritage Coast to rigorous examination.

Policy 13 - Brownfield Mixed-use Developments

Strategic plans should promote and support the brownfield mixed-use regeneration project, Central Area Framework, in Sunderland.

Policy 14 - Supporting Further and Higher Education

Support the growth and increasing role of universities and colleges.

Policy 18 - Employment Land Portfolio

LDF should make the following provision of employment land in Sunderland:

- 145 ha of General Employment Land
- 50 ha of Regional Brownfield Mixed Use
- 0 ha of Prestige employment sites

e) Need to meet shortfall of employment land through the intensification of sites around transport hubs and on previously developed land.

Policy 18A - Office Development outside of City and Town Centres

City and town centres will be the preferred locations for major office development (B1a) which is not ancillary to other uses.

Policy 25 - Urban and Rural Centres

b) The majority of new retail and leisure floor space should be located in Newcastle (Regional Centre) and Sunderland (Sub-Regional Centre).

Policy 30 - Dwelling Provision

Provide 12,060 dwellings in Sunderland between 2004-2021.

Provision Breakdown:

Financial Years	Average annual net additions to dwelling stock
2004 - 2011	780 dwellings pa
2011 - 2016	710 dwellings pa
2016 - 2021	610 dwellings pa
2004 - 2021	710 dwellings pa

Policy 33 - Landscape Character

a) Promote appropriate development on the Heritage Coast.

Policy 34 - Historic Environment

f) Support the candidate World Heritage Site at Jarrow and Monkwearmouth as it develops.

Policy 35 - Biodiversity & Geodiversity

c) Developing habitat creation and restoration projects particularly in the priority Habitat Creation and Enhancement Areas.

Policy 42 - Onshore Wind Energy Development

c) Small wind farms in urban areas and on urban rural fridge should be supported in Sunderland.

Policy 49 - International Gateways

b) Development of existing infrastructure to port.

Policy 50 - Regional Transport Corridors

Improve accessibility and the efficiency of movement along the A19/Durham Coast rail line.

Policy 51 - Regional Public Transport Provision

f) Encourage and support the revitalisation of the Metro system.

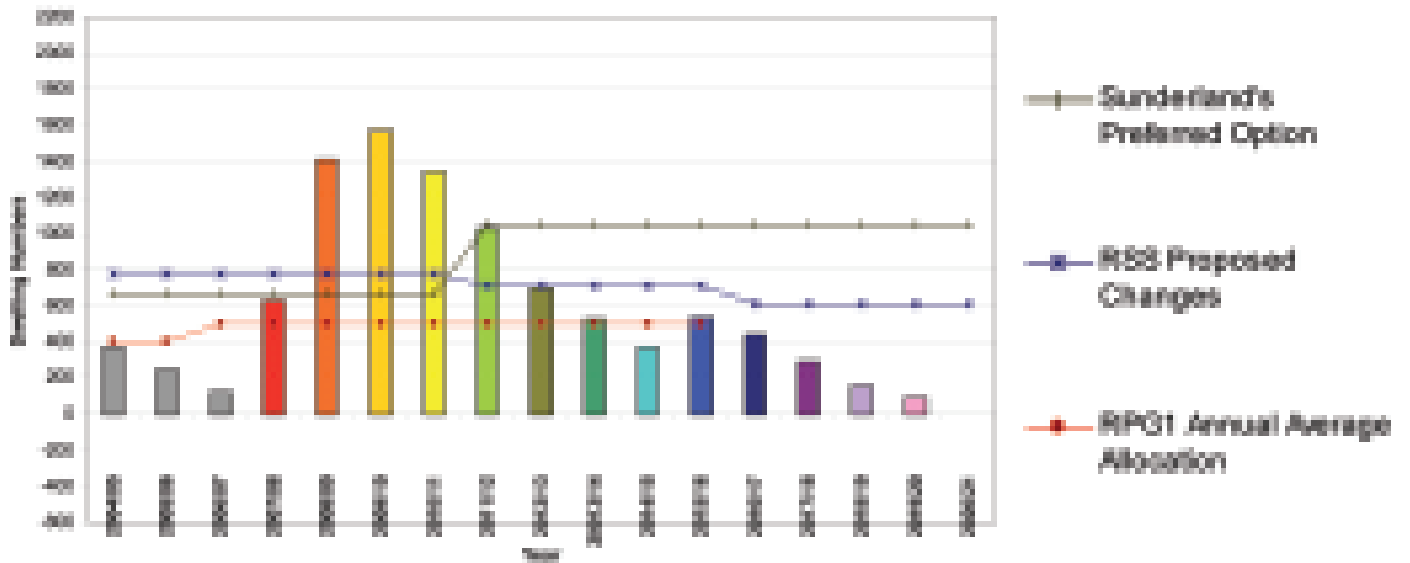
Policy 52 - Strategic Public Transport Hubs

Strategic transport hubs: be prioritized for the development of high quality interchange facilities and service integration between all modes of transport and increase the level of cycling and walking to these hubs.

Appendix 2:

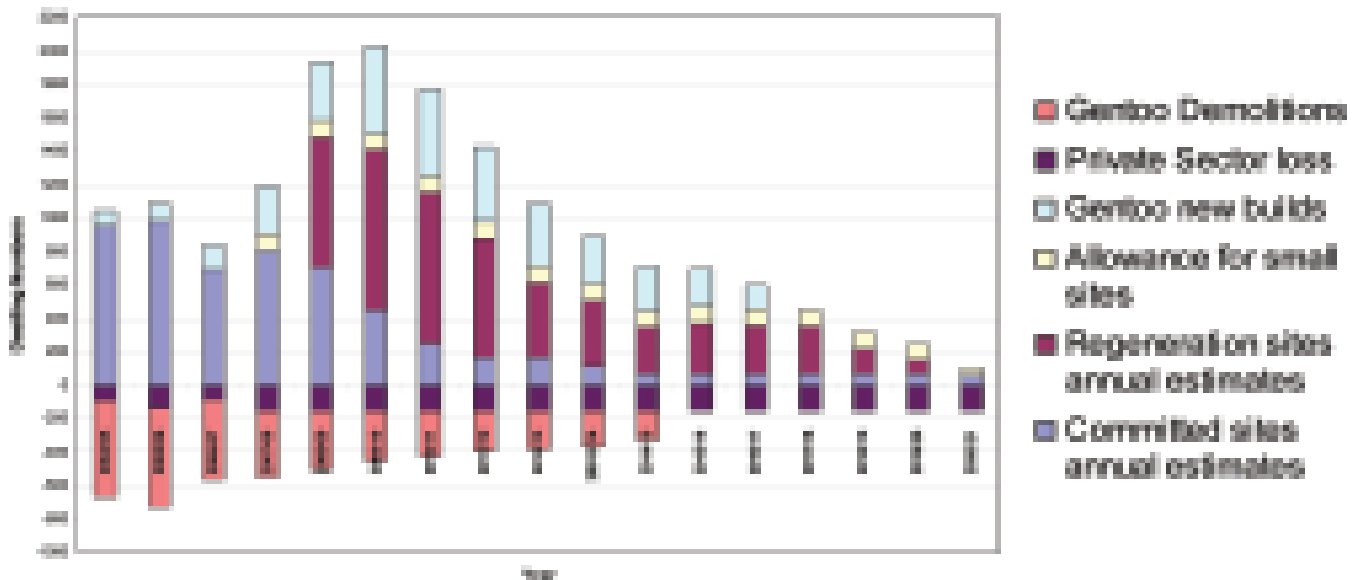
Housing trajectory - Net additions to housing stock, house gains and losses

Housing trajectory - Net additions to housing stock



Source: Sunderland LDF Annual monitoring report 2006/07

Housing gains and losses



Source: Sunderland LDF Annual monitoring report 2006/07

Appendix 3:

Glossary

Appendix 3: Glossary

Affordable housing

Housing provided at a cost considered affordable in relation to average incomes or the price of general market housing. Sometimes considered as falling into two subcategories: “social housing” - where rent levels are set in line with the Government’s rent influencing regime; and “intermediate housing” - a mix of low cost home ownership products (for example shared ownership) and other reduced cost rental products primarily in the form of key worker housing.

Back on the Map

An initiative to regenerate one of Sunderland’s oldest and most historic areas, Hendon.

Biodiversity

The variety of life on Earth at all its levels and the processes that sustain it.

BREEAM

The Building Research Establishment Environmental Assessment Method, are a family of methods and tools all designed to help construction professionals understand and mitigate the environmental impacts of the developments they design and build.

Building Schools for the Future (BSF)

Represents a new approach to capital investment. It brings together significant investment in buildings and in ICT (Information and Communications Technology) over the coming years to support the Government’s educational reform agenda.

CABE

Commission for Architecture and the Built Environment. A public body acting as a champion of good design.

Carbon emissions

Carbon that enters the atmosphere as a result of burning carbon-based fuels, chiefly coal, oil and natural gas.

Community Strategy

A strategy prepared by local authorities to help deliver local community aspirations, under the Local Government Act 2000. In Sunderland this is known as the Sunderland Strategy.

Conservation Area

An area of special architectural or historic interest, whose character, appearance and/or setting is desirable to preserve or enhance.

Creative industries

Often defined as those industries that focus on creating and exploiting intellectual property products; such as the arts, films, games or fashion designs, or providing business-to-business creative services such as advertising.

Density

In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

Evening Economy Supplementary Planning Document

Establishes guidelines for planning applications and aims to develop a strategy to improve and manage the night-time economy within Sunderland’s city centre by controlling the location and type of licensed premises and hot food takeaways.

Fit for purpose

Meets all the necessary requirements.

Geodiversity

The variety of rocks, fossils, minerals, landforms, soils and natural processes, such as weathering, erosion and sedimentation.

Green Belt

A designation for land around certain cities and large built up areas, that aims to keep this land permanently open or largely undeveloped.

Greenfield

Land (or a defined site) which has never been built on before or where the remains of any structure or activity have blended into the landscape over time. A more detailed definition can be found in Planning Policy Guidance Note 3 “Housing” in relation to ‘previously developed land’.

Gross value added (GVA)

Measures the contribution to the economy of each individual producer, industry or sector in the United Kingdom.

Hectare (ha)

A hectare is a unit of area, equal to 10,000 square metres, commonly used for measuring land area.

Housing Market Assessment (HMA)

A study of housing needs and demand across the city.

Index of Multiple Deprivation (IMD)

A ward-level index made up from six indicators (income; employment; health deprivation and disability; education, skills and training; housing; and geographical access to services). IMD can help to identify areas for regeneration.

The Interim Strategy for Housing Land (ISHL)

Adopted in February 2006, it provides an informal review to the UDP, providing more up-to-date guidance for housing.

Key diagram

The diagrammatic interpretation of the spatial strategy as set out in the Core Strategy Development Plan Document.

Listed Building

A building of special architectural or historic interest. Graded I (highest quality), II* or II.

Local Nature Reserve (LNR)

Non-statutory habitats of local significance designated by local authorities where protection and public understanding of nature conservation is encouraged. (See also Site of Nature Conservation Importance or Site of Special Scientific Interest).

Local Strategic Partnerships (LSPs)

These are non-statutory, multi-agency partnerships. LSPs bring together at a local level the different parts of the public, private, community and voluntary sectors; allowing different initiatives and services to support one another so that they can work together more effectively.

Local Transport Plan (LTP)

A five-year integrated transport strategy, prepared by local authorities, that seeks funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy.

(Durham) Magnesian Limestone Escarpment

A narrow belt of Magnesium-rich limestone that exists across Tyne and Wear and East Durham. The belt consists of a main plateau, together with a western escarpment running south-west/north-east across the city. The escarpment contains a number of protected wildlife and geological sites, and is also actively quarried in places.

Major development

Major development is defined as follows in the RSS: "For dwellings, a major development is one where the number of dwellings is 10 or more. Where the number of dwellings is not given in the application, a site of area of 0.5 hectares or more should be used as the definition of a major development. For all other uses, a major development is one where the floorspace to be built is 1000 square metres, or where the site is 1 hectare or more."

Natura 2000

A network of marine and land-based areas of international importance designed to conserve natural habitats and species of plants and animals.

Naturalisation

Land that was previously developed but where the remains of the permanent or fixed surface structure have blended into the landscape in the process of time.

Open space/greenspace

All space of public value, including land and water, that can offer opportunities for sport and recreation. They can also act as a pleasant feature in the environment and as a haven for wildlife. Unlike greenspace, open space can also include hardstanding public spaces, sometimes referred to as civic space.

Overspill

Overpopulation; too much population.

Planning and Compulsory Purchase Act 2004

The Act updates elements of the 1990 Town and Country Planning Act. The Planning and Compulsory Purchase Act 2004 introduces:

- A statutory system for regional planning
- A new system for local planning; reforms to the development control and compulsory purchase and compensation systems, and
- Removes crown immunity from planning controls.

Planning Policy Guidance (PPG)

Issued by Government setting out its national land use policies for England on different areas of planning. These are being replaced by Planning Policy Statements.

Planning Policy Statement (PPS)

Issued by Government to replace the existing Planning Policy Guidance notes, in order to provide greater clarity and to remove from national policy advice on practical implementation, which is better expressed as guidance rather than policy.

Previously Developed Land (PDL) or 'brownfield' land

This is land that is (or was) occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition covers the boundary of the development. Planning Policy Guidance Note 3 "Housing" provides the fully detailed definition.

Public realm

The parts of a village, town or city (whether publicly or privately owned) that is available, without charge, for everyone to use. This includes streets, squares and parks.

Regional Spatial Strategy (RSS)

A strategy for how a region should look in 15 to 20 years time and possibly longer. It identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal. Most former Regional Planning Guidance is now considered RSS and forms part of the development plan. The North East Assembly is preparing new RSS.

Renewable energy

Energy generated from resources that are unlimited, rapidly replenished or naturally renewable such as wind, water, sun, wave and refuse, and not from the combustion of fossil fuels.

Research and development

Discovering new knowledge about products, processes, and services, and then applying that knowledge to create new and improved products, processes, and services.

Sequential Approach

A planning approach that seeks to identify, allocate or develop land, based upon sustainable development principles. For example, Brownfield housing sites before Greenfield sites, or town centre retail sites before out-of-centre sites.

Site of Nature Conservation Importance (SNCI)

Locally important sites of nature conservation adopted by local authorities for planning purposes.

Site of Special Scientific Interest (SSSI)

A site identified under the Wildlife and Countryside Act 1981 (as incorporated in the Countryside and Rights of Way Act 2000) as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (basically, plants, animals, and natural features relating to the Earth's structure).

Spatial planning

To ensure the most efficient use of land by balancing competing demands within the context of sustainable development. Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.

Special Areas of Conservation (SACs)

These are areas that have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.

Special Protection Areas (SPAs)

These are strictly protected sites classified in accordance with Article 4 of the EC Directive on the conservation of wild birds (79/409/EEC), also known as the Birds Directive. They are classified for rare and vulnerable birds and for regularly occurring migratory species.

Strategic Housing Land Availability Assessment (SHLAA)

The primary role of the assessment is to: identify sites with the potential for housing; to assess the housing potential of these sites and finally; to assess when the site is likely to come forward for development.

Sustainability

Meets the needs of the present without compromising the ability of future generations to meet their own needs.

Sustainability Appraisal (including Environmental Appraisal)

The process of weighing and assessing all the policies in a development plan, Local Development Document, or Regional Spatial Strategy, for their global, national and local implications. (See also Strategic Environmental Assessment).

Sustainable Urban Drainage Systems (SUDs)

A concept that includes long term environmental and social factors in decisions about drainage.

UNESCO

The United Nations Educational, Scientific and Cultural Organization (UNESCO) seek to encourage the identification, protection and preservation of cultural and natural heritage around the world considered to be of outstanding value to humanity.

Use Classes Order

The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning Permission is not needed for changes of use within the same use class.

Viability

In terms of retailing, a centre that is capable of success or continuing effectiveness.

Vitality

In terms of retailing, the capacity of a centre to grow or develop.



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