

# Core Strategy and Development Plan 2015-2033

**Draft**





# Contents

Foreword	3	<b>6. Strategic site allocations</b>	<b>47</b>
Table of policies	5	The former Vaux site	47
List of figures and tables	7	South Sunderland Growth Area	48
<b>Section A</b>	<b>9</b>	Housing release sites	49
<b>1. Introduction</b>	<b>11</b>	Safeguarding areas	50
Sunderland's Local Plan	11	<b>Section C</b>	<b>51</b>
Structure of this Plan	12	<b>7. Health, wellbeing and social infrastructure</b>	<b>53</b>
<b>2. How did we prepare this Plan?</b>	<b>13</b>	Health and wellbeing	53
Identifying issues and possible options with the community and stakeholders	13	Protection and delivery of community, social and cultural facilities	54
Meeting the statutory and legal requirements	13	Culture, leisure and tourism	55
Compliance with national guidance	13	<b>8. Homes</b>	<b>57</b>
Identifying the strategic direction and needs with a robust evidence base	14	Sustainable neighbourhoods	57
Addressing strategic issues through the duty to cooperate	15	Housing supply and delivery	58
Assessing the deliverability of the Plan	15	Housing mix	58
<b>3. Sunderland today</b>	<b>17</b>	Affordable housing	60
<b>Section B</b>	<b>31</b>	Student accommodation	61
<b>4. Spatial vision for Sunderland 2033</b>	<b>33</b>	Travelling Showpeople, Gypsies and Travellers	63
Sunderland City Council's Corporate Plan	33	Existing housing	64
Sunderland Economic Masterplan	33	Houses in multiple occupation (HMO)	65
Sunderland transforming our city: The 3, 6, 9, vision	34	Backland development and tandem development	66
CSDP vision	34	<b>9. Economic prosperity</b>	<b>67</b>
Strategic priorities	35	Economic growth	67
<b>5. Spatial strategy</b>	<b>37</b>	Employment land	69
Spatial strategy	38	Primary Employment Areas (PEAs)	70
Sustainable development	38	Key Employment Areas (KEAs)	70
Principles for sustainable development	38	Other employment sites	72
Spatial strategy for growth	39	New employment areas	72
Economic growth	40	Offices	72
Sustainable neighbourhoods	41	Trade counters	73
Spatial strategy for Sunderland urban core	43	Retail and centres	73
Areas of Change	45	Designated centres	74
		Retail impact assessments	76
		Primary and secondary frontages	77
		Hot food takeaways	78

<b>10. Environment</b>	<b>81</b>	Safeguarding waste facilities	124
Built environment	81	Open waste facilities	125
Urban design	81	Minerals	126
Public realm	83	Mineral safeguarding areas	126
Advertisements/shop fronts	83	Land instability and minerals legacy	128
Historic environment	84	Cumulative impact	128
Heritage assets	85	Restoration and aftercare	128
Natural environment	89		
Biodiversity and Geodiversity	90	<b>Section D</b>	<b>131</b>
Woodlands and trees	93	<b>14. Infrastructure and delivery</b>	<b>133</b>
Greenspaces	93	Implementation	133
Burial space	95	Infrastructure	133
Green Belt	96	Planning obligations	134
Settlement breaks	96	Enforcement	135
Open countryside	97		
Landscape character	99	<b>Glossary of terms</b>	<b>137</b>
Views	100		
Agricultural land	100	<b>Appendices</b>	<b>151</b>
Local environmental quality	101	Appendix 1 Policies map	153
Noise	101	Appendix 2 Evidence	154
Contaminated land and health and safety	102	Appendix 3 Mineral safeguarding areas	155
		Appendix 4 Safeguarding exception	156
<b>11. Climate change and water</b>	<b>105</b>	Appendix 5 Restoration plan	157
Decentralised, renewable and low carbon energy	105	Appendix 6 Implementation table	158
Energy from waste	106		
Water and flooding	107		
Surface water management	108		
Water quality and foul disposal	109		
Sustainable design and construction	110		
<b>12. Connecting the city</b>	<b>113</b>		
Sustainable travel	113		
Connectivity and transport network	114		
City centre accessibility and movement	115		
Port of Sunderland	116		
Local road network	117		
New development and transport	118		
Digital infrastructure and telecommunications	119		
<b>13. Waste and minerals</b>	<b>121</b>		
Waste	121		
Waste management	121		
Waste facilities	123		

# Foreword

Sunderland is undergoing huge change, building on our great history of enterprise and endeavour to become a modern and prosperous 21st century city.

Through the ambition, intelligence and drive of our people, we are creating an exciting vision of how the city could look in future years. This vision is focused on securing Sunderland's long-term economic future, encouraging inward investment and new employment opportunities by building on our strengths and ensuring the right infrastructure is in place.

By targeting our investment and the delivery of large scale capital projects, we strongly believe we can create the conditions needed to best position ourselves in a rapidly changing global market and support the development of a city centre with a reputation for vibrancy and creativity that matches and complements our success as a manufacturing and business hub.

Ensuring that the city has robust, effective and up-to-date planning policies that continue to adapt to and embrace changing circumstances will be key to our long term ambition. Sunderland's Local Plan sets out a framework for this, capturing a clear understanding of how our city's land and property assets need to be developed to meet the opportunities and challenges facing our city over the coming years to 2033.

A handwritten signature in black ink that reads "Paul Watson". The signature is fluid and cursive, with a period at the end.

Cllr Paul Watson  
Leader of Sunderland City Council

WEAR

OF THE

WORKERS

THE

WARRIORS

OF



# Table of policies

<b>Policy SS1:</b> Presumption in favour of sustainable development	38	<b>Policy EP2:</b> Primary employment areas	70
<b>Policy SS2:</b> Principles of sustainable development	39	<b>Policy EP3:</b> Key employment areas	70
<b>Policy SS3:</b> Spatial delivery for growth	40	<b>Policy EP4:</b> Other employment sites	72
<b>Policy SS4:</b> Urban core policy	43	<b>Policy EP5:</b> New employment areas	72
<b>Policy SA1:</b> Former Vaux site strategic allocation	47	<b>Policy EP6:</b> Offices	72
<b>Policy SA2:</b> South Sunderland Growth Area	48	<b>Policy EP7:</b> Trade counters	73
<b>Policy SA3:</b> Housing release sites	49	<b>Policy EP8:</b> Designated centres	74
<b>Policy SA4:</b> Safeguarding areas	50	<b>Policy EP9:</b> Retail hierarchy	75
<b>Policy HWS1:</b> Health and wellbeing	53	<b>Policy EP10:</b> Retail impact assessments	76
<b>Policy HWS2:</b> Protection and delivery of community, sport, social and cultural facilities	54	<b>Policy EP11:</b> Primary and secondary frontages	78
<b>Policy HWS3:</b> Culture, leisure and tourism	56	<b>Policy EP12:</b> Hot food takeaways	78
<b>Policy H1:</b> Sustainable neighbourhoods	57	<b>Policy E1:</b> Urban design	82
<b>Policy H2:</b> Housing delivery	58	<b>Policy E2:</b> Public realm	83
<b>Policy H3:</b> Housing mix	59	<b>Policy E3:</b> Advertisements/shop fronts	84
<b>Policy H4:</b> Affordable housing	60	<b>Policy E4:</b> Historic environment	84
<b>Policy H5:</b> Student accommodation	62	<b>Policy E5:</b> Heritage assets	85
<b>Policy H6:</b> Travelling Showpeople, Gypsies and Travellers	63	<b>Policy E6:</b> Green infrastructure	89
<b>Policy H7:</b> Residential conversions and change of use	65	<b>Policy E7:</b> Biodiversity and Geodiversity	91
<b>Policy H8:</b> Housing in multiple occupation	65	<b>Policy E8:</b> Woodlands/hedgerows and trees	93
<b>Policy H9:</b> Backland and tandem development	66	<b>Policy E9:</b> Greenspace	93
<b>Policy EP1:</b> Economic growth	67	<b>Policy E10:</b> Burial space	95
		<b>Policy E11:</b> Green Belt	96

<b>Policy E12:</b> Settlement breaks	97	<b>Policy WM1:</b> Waste management	122
<b>Policy E13:</b> Development in the open countryside	97	<b>Policy WM2:</b> Waste facilities	123
<b>Policy E14:</b> Landscape character	99	<b>Policy WM3:</b> Safeguarding waste facilities	124
<b>Policy E15:</b> Creating and protecting views	100	<b>Policy WM4:</b> Open waste facilities	125
<b>Policy E16:</b> Agricultural Land	100	<b>Policy WM5:</b> Mineral extraction	126
<b>Policy E17:</b> Quality of life and amenity	101	<b>Policy WM6:</b> Mineral safeguarding areas and minerals and waste infrastructure	126
<b>Policy E18:</b> Noise-sensitive development	102	<b>Policy WM7:</b> Opencast coal	127
<b>Policy E19:</b> Contaminated land	102	<b>Policy WM8:</b> Land instability and minerals legacy	128
<b>Policy E20:</b> Health and safety executive	103	<b>Policy WM9:</b> Cumulative impact	128
<b>Policy CM1:</b> Climate change and water	105	<b>Policy WM10:</b> Restoration and aftercare	128
<b>Policy CM2:</b> Decentralised, renewable and low carbon energy	106	<b>Policy ID1:</b> Delivering infrastructure	134
<b>Policy CM3:</b> Energy from waste	106	<b>Policy ID2:</b> Planning obligations	134
<b>Policy CM4:</b> Flood risk and water management	107	<b>Policy ID3:</b> Enforcement	135
<b>Policy CM5:</b> Surface water management	108		
<b>Policy CM6:</b> Water quality	109		
<b>Policy CM7:</b> Disposal of foul water	110		
<b>Policy CM8:</b> Sustainable design and construction	110		
<b>Policy CC1:</b> Sustainable travel	113		
<b>Policy CC2:</b> Connectivity and transport network	114		
<b>Policy CC3:</b> City centre accessibility and movement	115		
<b>Policy CC4:</b> Port of Sunderland	116		
<b>Policy CC5:</b> Local road network	117		
<b>Policy CC6:</b> New development and transport	118		
<b>Policy CC7:</b> Digital infrastructure and telecommunications	119		



# List of figures and tables

<b>Figure 1:</b> Sunderland	17	<b>Figure 22:</b> Map of pharmacies, doctors and dentists	54
<b>Figure 2:</b> Map of Sunderland communities	17	<b>Figure 23:</b> Housing trajectory	58
<b>Figure 3:</b> Population of Sunderland (1981-2015)	18	<b>Figure 24:</b> University campuses	62
<b>Figure 4:</b> Existing age profile of Sunderland residents	18	<b>Figure 25:</b> Travelling Showpeople, Gypsies and Travellers	64
<b>Figure 5:</b> Projected age profile of Sunderland residents	18	<b>Figure 26:</b> Employment areas	71
<b>Figure 6:</b> Outward migration	19	<b>Figure 27:</b> Retail hierarchy	75
<b>Figure 7:</b> Percentage of resident population with NVQ Level 4 qualification or above	19	<b>Figure 28:</b> Primary and secondary frontages in Sunderland city centre	77
<b>Figure 8:</b> Workforce jobs	20	<b>Figure 29:</b> Primary and secondary frontages in Washington town centre	77
<b>Figure 9:</b> Unemployment rate	20	<b>Figure 30:</b> Primary and secondary frontages in Houghton town centre	77
<b>Figure 10:</b> Mean gross weekly earnings	21	<b>Figure 31:</b> Green infrastructure	90
<b>Figure 11:</b> Medium house prices	23	<b>Figure 32:</b> Settlement breaks	97
<b>Figure 12:</b> Council tax bands	23	<b>Figure 33:</b> Existing urban area	98
<b>Figure 13:</b> Housing delivery	24	<b>Figure 34:</b> Local road network	117
<b>Figure 14:</b> Proportion of housing completions on previously developed land	24	<b>Figure 35:</b> Waste hierarchy	121
<b>Figure 15:</b> Housing supply	24	<b>Table 1:</b> Supply of available employment land	20
<b>Figure 16:</b> Map of pharmacies in Sunderland	27	<b>Table 2:</b> Number and proportion of hot food takeaways and fast food restaurants in designated centres	22
<b>Figure 17:</b> Key diagram	37	<b>Table 3:</b> SHLAA supply	25
<b>Figure 18:</b> Area of change	45	<b>Table 4:</b> Hot food takeaway proportions	79
<b>Figure 19:</b> Vaux strategic allocation	47	<b>Table 5:</b> Safeguarded waste facilities	124
<b>Figure 20:</b> South Sunderland Growth Area	48		
<b>Figure 21:</b> Housing release sites	50		



# Section A

## Introduction





# 1. Introduction

- 1.1 Planning affects us all. The homes we live in, the places we work, the open spaces where we relax and the roads we travel on are all a result of planning decisions that have been made. All Local Planning Authorities have a statutory duty to prepare a Local Plan. The Sunderland Local Plan will seek to continue the transformation of Sunderland, by ensuring that we have a clear understanding of how the city's land and property assets need to be developed or protected to meet the challenges facing the city. We need to create an environment where private investment can take place in order to meet identified development needs.
- 1.2 The Sunderland Local Plan aims to establish a policy framework that guides and shapes development, but is not seen as prescriptive. It will set the parameters for this to be achieved, and will encourage and support development in coming forward. It will ensure that Sunderland is a city that is open for business and growth: providing jobs and prosperity for local people; delivering housing to meet the needs and aspirations of all of our communities; and tackling health inequalities and deprivation within the city, whilst protecting the city's important natural and historic environmental assets.
- 1.3 Once adopted, the Local Plan will be the starting point for the consideration of planning applications for the development and use of land within the city. It is an important tool to give certainty and transparency to residents and businesses as to how development proposals will be considered. This will enable the city to attract more funding and investment and be a sustainable, attractive healthy and prosperous place to live and work.

## Sunderland's Local Plan

- 1.4 Sunderland's Statutory Local Plan is being prepared in three parts:
- **Part One - Core Strategy and Development Plan** (hereafter referred to as CSDP or the Plan); which will set out an overarching strategy for future change and growth in the city and include detailed

development management policies. It is a strategic Plan which covers the period 2015 to 2033. The CSDP will cover the whole of the area within Sunderland's administrative boundaries (Figure 1).

The CSDP will, once it is adopted, become part of the city's statutory planning framework; guiding decisions on all development and regeneration activity over the period to 2033. The CSDP will replace some of the saved policies of the Sunderland Unitary Development Plan (UDP) 1998 and UDP Alteration No. 2 (2007) which covers the Central Sunderland area. A number of policies will remain saved policies and will continue to be used in the determination of planning applications until such time that they are replaced by the Local Plan Part 2: Allocations and Designations Plan.

- **Part Two – Allocations and Designations Plan;** which will set out site-specific policies for the development, protection and conservation of land in the city in order to deliver the overall strategy set out within the CSDP.
- **Part Three - International Advanced Manufacturing Park (IAMP) Area Action Plan (AAP) 2017-2037<sup>1</sup>;** which will set out site specific policies for delivery of a large advanced manufacturing park on land to the north of the existing Nissan car manufacturing plant. Sunderland City Council is working jointly with South Tyneside Council on the preparation of this Plan, as the cross-boundary site is located within the administrative areas of both authorities.

- 1.5 The City Council's Local Development Scheme<sup>2</sup> provides details of these documents with a schedule for their preparation. The Local Plan may also be supplemented by Neighbourhood Plans which relate to small distinctive localities and Supplementary

<sup>1</sup> International Advanced Manufacturing Park (IAMP) Area Action Plan (AAP) 2017-2037

<sup>2</sup> Local Development Scheme

Planning Documents providing non-statutory supporting advice and guidance.

## Structure of this Plan

1.6 The CSDP is divided into 4 sections;

### **Section A - Introduction**

Chapters 1 and 2 provide an introduction to the CSDP. Chapter 3 describes the key characteristics of the city and the challenges that it faces in the future which the strategy set out within the CSDP will need to respond to.

### **Section B - Spatial vision and strategy**

Chapter 4 sets out our vision and objectives for the strategy and identifies how we expect Sunderland to be by 2033, following the successful implementation of this strategy.

Chapter 5 – Provides a spatial strategy for how and where the future growth of Sunderland will be delivered to achieve the overall vision and objectives. Chapter 6 contains strategic allocations which are fundamental to the delivery of the overall strategy.

### **Section C - Strategic and development management policies**

Chapters 6 to 13 – contain policies covering a range of topics to guide how future growth and development will be encouraged and managed within the city over the plan period to 2033.

1.7 The CSDP is supported by a Policies Map (Appendix 1) which illustrates the policies in the Plan together with the saved policies in the UDP. An electronic version of the Policies Map is also available online at [www.sunderland.gov.uk/CSDP](http://www.sunderland.gov.uk/CSDP)

### **Section D - Implementation**

1.8 This section sets out how the policies in the CSDP will be implemented. The framework which details how the policies will be monitored is set out in a stand-alone report.

## 2. How did we prepare this Plan?

2.1 To arrive at the Plan's proposals, a number of factors have been taken into consideration during its development which has included several rounds of consultation, each of which aimed to refine the previous step which had taken place.

2.2 The key factors which have influenced the preparation of this Plan have been:

### Identifying issues and possible options with the community and stakeholders

2.3 Throughout all of the previous consultations, a wide range of people and organisations have been engaged to gain as many ideas and opinions as possible on how Sunderland could develop up to 2033.

This has included the following previous consultation exercises:

- **Issues and Options (Winter 2005):** An initial consultation with stakeholders setting out what the key issues are that would need to be addressed through the Plan.
- **Core Strategy and Preferred Options Draft (December 2007):** Consultation on a draft Plan which established the overall vision and strategy for the future development of the city and the policies to deliver this vision.
- **Alternative Approaches (September 2009)<sup>3</sup>:** Consultation on four alternative options for the spatial distribution of development across the city.
- **Draft Core Strategy and Development Management Policies (August 2013)<sup>4</sup>:** Consultation on a draft Plan, including detailed development management policies.
- **Core Strategy Growth Options (March 2016):** Consultation on three different levels of growth taking account of the latest demographic modelling data.

2.4 Although work on the Plan commenced as early as 2005, and consultation responses from these earlier stages have been taken into consideration, it was decided to rebase the Plan with a start date of 2015, to take account of the passage of time, updated evidence and changes to Government guidance.

2.5 At every stage the council, in accordance with its Statement of Community Involvement (SCI)<sup>5</sup>, has undertaken extensive consultation to enable people to have their say. The council has prepared a number of consultation reports which demonstrate how consultation has been undertaken, who was involved, and their representations.<sup>6</sup>

### Meeting the statutory and legal requirements

2.6 The Plan must comply with the statutory and legal requirements set out in the Localism Act 2011<sup>7</sup> (as amended) (covering the Duty to Cooperate and Neighbourhood Planning), the Planning and Compulsory Purchase Act 2004<sup>8</sup> (as amended); and the Town and Country Planning (Local Planning) (England) Regulations 2012<sup>9</sup>. A Compliance Statement will be prepared to support the Plan when it is submitted to Government to set out how the CSDP has met all of these requirements.

### Compliance with national guidance

2.7 The CSDP has been prepared during an ever-changing national and regional policy environment. The starting point for developing policy options for the CSDP is to address the requirements set out in the National Planning Policy Framework (NPPF)<sup>10</sup> and supporting Planning Practice Guidance (PPG)<sup>11</sup>.

<sup>3</sup> Alternative Approaches

<sup>4</sup> Draft Core Strategy and Development Management Policies (2013)

<sup>5</sup> Sunderland Statement of Community Involvement

<sup>6</sup> Copies of consultation reports are available on the Council's website at [www.sunderland.gov.uk/evidence](http://www.sunderland.gov.uk/evidence)

<sup>7</sup> Localism Act 2011

<sup>8</sup> Planning and Compulsory Purchase Act 2004

<sup>9</sup> Town and Country Planning (Local Planning) (England) Regulations 2012

<sup>10</sup> National Planning Policy Framework (NPPF)

<sup>11</sup> Planning Practice Guidance

- 2.8 The NPPF sets out national policy guidance in relation to key planning principles. The core principle of the NPPF is a 'presumption in favour of sustainable development', which should be seen as a "golden thread" running through plan making. Sustainable development is defined positively, seeking to meet the needs of the city in full, unless the adverse impacts of doing so would outweigh the benefits, or other policies within the NPPF indicate that development should be restricted.
- 2.9 Paragraph 154 of the NPPF states that Local Plans should be aspirational but realistic. It is therefore imperative that the CSDP is realistic and deliverable. The framework goes on to say that Local Plans should address the spatial implications of economic, social and environmental change, setting out the opportunities for development and providing clear policies on what will or will not be permitted and where.
- 2.10 Paragraph 156 of the NPPF states that Local Plans should include strategic policies to deliver the following:
- the homes and jobs needed in the area;
  - the provision of retail, leisure and other commercial development;
  - the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management;
  - the provision of minerals and energy (including heat);
  - the provision of health, security, community and cultural infrastructure and other local facilities; and
  - climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

## Identifying the strategic direction and needs with a robust evidence base

- 2.11 The NPPF requires us to base our development plan policies on up-to-date and relevant evidence. Our evidence base is comprised of documents that have informed past stages of the CSDP and new evidence which has helped identify our objectively assessed needs. Copies of the evidence base documents are available to view on the council's website and at Sunderland Civic Centre and are listed in Appendix 2.
- 2.12 In addition, the CSDP has been subject to a number of statutory impact assessments, including Sustainability Appraisal<sup>12</sup> (incorporating Strategic Environmental Assessment), Habitats Regulations Assessment<sup>13</sup>; Equalities Impact Assessment<sup>14</sup>; and a Health Impact Assessment<sup>15</sup>. These documents seek to ensure that the impacts of the strategy and policies within the Plan are fully understood and that positive changes can be made to policies during the preparation of the Plan to secure enhanced benefits.
- 2.13 The Sustainability Appraisal assesses the policies individually and as a whole against environmental, social and economic objectives. It considers the likely impacts and ways to mitigate these impacts. Previous stages of the CSDP have also been appraised against the objectives and this has helped inform the policies in this version of the Plan.
- 2.14 The Habitats Regulations Assessment looks at the potential impact of the CSDP on the Natura 2000 sites of nature conservation interest, designated under the EU Birds Directive and Habitats Directive together with sites designated under the Ramsar Convention on wetlands. There are two Natura 2000 sites which fall within the city's boundaries: the Northumbria Coast Special Protection Area (SPA), which is also designated as a Ramsar site; and the Durham Coast Special Area of Conservation (SAC).

<sup>12</sup> Sustainability Appraisal (incorporating Strategic Environmental Assessment)

<sup>13</sup> Habitats Regulations Assessment

<sup>14</sup> Equalities Impact Assessment

<sup>15</sup> Health Impact Assessment



- 2.15 The Equalities Analysis outlines how the council has given due regard to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations between people who share protected characteristics and those who do not. In doing so, it assesses the potential impacts of the Plan on different groups of the community and helps to identify opportunities to promote equality. Impacts are assessed in relation to the 'protected characteristics' defined by the Equality Act 2010, namely, age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation. These are in addition to other groups, the council recognise are impacted upon, ie people living in deprivation.
- 2.16 The Health Impact Assessment (HIA) assesses the potential impacts of the Plan on the health of the city's population.
- 2.19 An Infrastructure Delivery Plan<sup>17</sup> (IDP) has also been prepared to support the preparation of the CSDP. The IDP demonstrates: what infrastructure is required to support planned growth and development, how much it is expected to cost; where the money is expected to come from to provide infrastructure; and who will be responsible for its delivery.

## Addressing strategic issues through the Duty to Cooperate

- 2.17 In developing the CSDP, the council has worked with adjoining authorities and other organisations collaboratively through the Duty to Cooperate to seek to identify a way forward on those issues of a strategic nature that are of greater than local significance. A Duty to Cooperate Statement is being prepared to support the preparation of the CSDP, which will detail how the duty has been met.

## Assessing the deliverability of the Plan

- 2.18 In accordance with the NPPF, the council must be able to demonstrate that the Plan is deliverable. In order to demonstrate this, the council has prepared a Whole Plan Viability Assessment<sup>16</sup>. The Whole Viability Assessment considers the impact of policy requirements set out within the CSDP, both individually and cumulatively, upon the viability of different site types throughout the city. Where necessary, the policies within this Plan have been amended to ensure that the Plan is deliverable.

<sup>16</sup> Viability Assessment

<sup>17</sup> Infrastructure Delivery Plan



HOUGHTON PRIMARY

# 3. Sunderland today

3.1 This chapter outlines the context for the Plan. It reviews the local context by providing a portrait of Sunderland today.

## Sunderland

3.2 Sunderland is a city of approximately 277,000 inhabitants on the North East coast of England, covering an area of 137 square kilometres. Sunderland is located within the North East Local Enterprise Partnership (NELEP) area and is bounded by: County Durham to the South and West; Gateshead to the North West; South Tyneside to the North; and the North Sea to the East.

3.4 The main built-up area of Sunderland (lying to the east of the A19 and incorporating the city centre) historically developed around coal and shipbuilding industries and the Port. Southwick, South Hylton, Silksworth and Ryhope over time have become part of the built up area.

3.5 Outside the urban core lie two distinct sub areas. The south and west of the city which includes the smaller centres of Houghton-le-Spring, Hetton-le-Hole and Shiney Row, known as the Coalfield area, reflecting the dominant industrial heritage. The second is Washington, a new town which has been part of the Sunderland district since 1974.

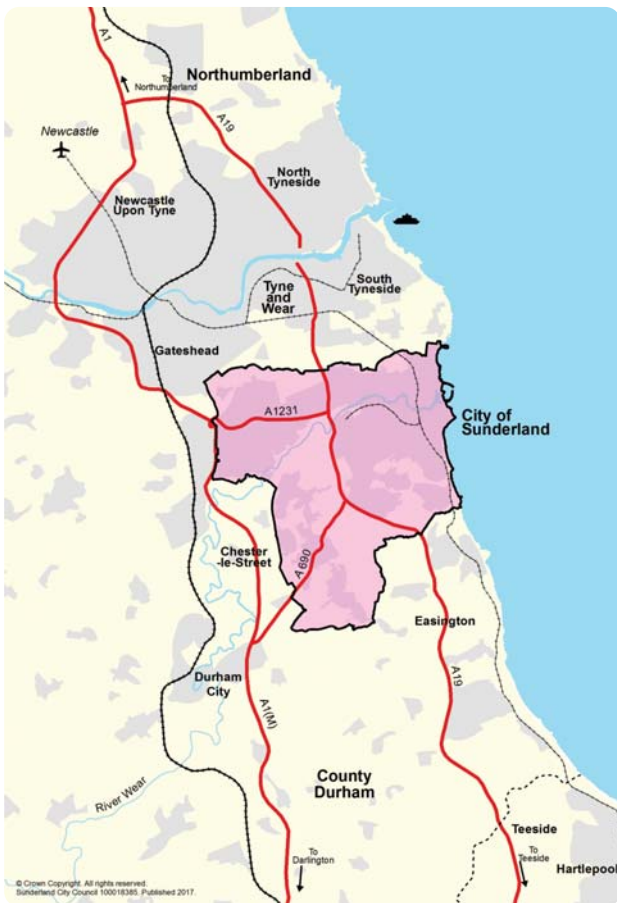


Figure 1 Sunderland

3.3 The River Wear which bisects the city, flows through working farmland, landscaped parks and urban core before finding its way to the Port of Sunderland and the sea.

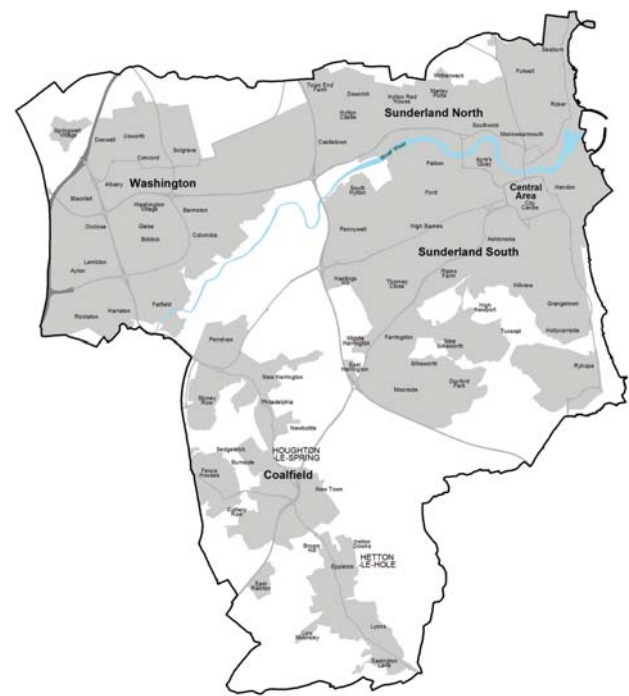


Figure 2 Map of Sunderland communities

3.6 Because of its historical development, the city displayed a polycentric development pattern - one which does not focus on a single centre, but on many centres (Sunderland, Washington, Hetton-le-Hole, Houghton-le-Spring and others). This polycentric development, combined with the decline of traditional industries and development of the A19 and A1 as the main arterial connections, meant that more recent development has been focused away from the urban centres. Instead, it has taken place in out-of-centre industrial locations

and business parks such as Doxford International, Nissan, Washington, Rainton Bridge, and the north bank of the Wear.

3.7 The nature of Sunderland’s development requires geographical planning that reflects its diversity of form. Sunderland needs to focus on its urban core as an important driver of the economy, but also on the other places that make up the city.

### People of Sunderland

3.8 The city has a population of 277,150<sup>18</sup>. Despite a number of years of population decline, the population of the city has started to grow again, as shown in Figure 3.

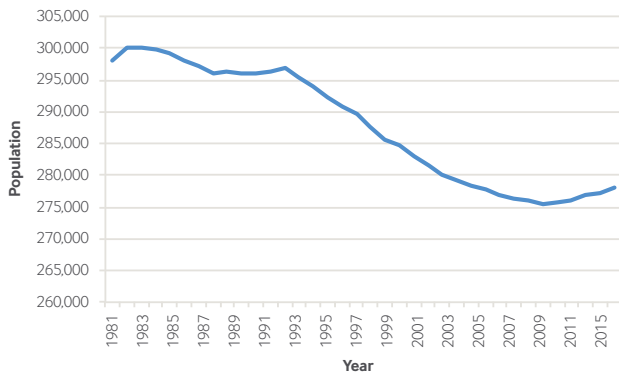


Figure 3 Population of Sunderland (1981-2015)<sup>19</sup>

3.9 While the population is expected to grow, the age profile of the city is also changing, with a growing proportion of older people within the city. As a result, the latest Office for National Statistics (ONS) population projections indicate that it is expected that the number of the city’s residents aged 65 or over is projected to increase by 42.2% from 51,600 in 2015 to 73,400 by 2039.

### Sunderland age profile 2015

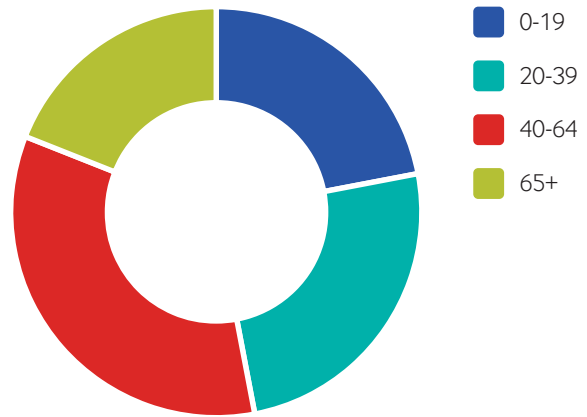


Figure 4 Existing age profile of Sunderland residents

### Sunderland age profile 2033

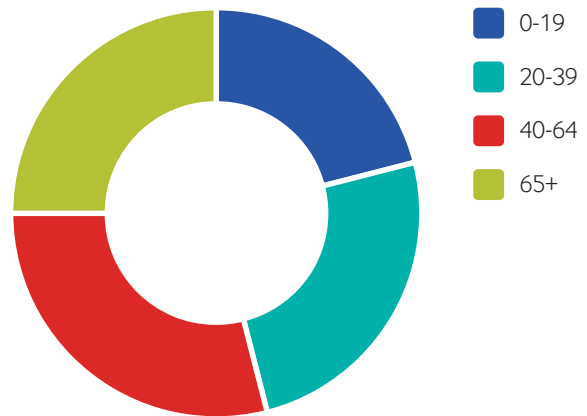


Figure 5 Projected age profile of Sunderland residents

3.10 The ageing population of the city, combined with a net outward migration of residents, has led to a reduction in the number of working age residents living within the city. ONS Mid-Year Population Estimates show that, between 2000 and 2012, the size of the working age population in the city declined by 2.7%. Sunderland was the only authority within the NELEP area to experience a decline in its working age population during this period.

<sup>18</sup> ONS 2015 Mid-Year Population Estimate

<sup>19</sup> ONS Mid-Year Population Estimate

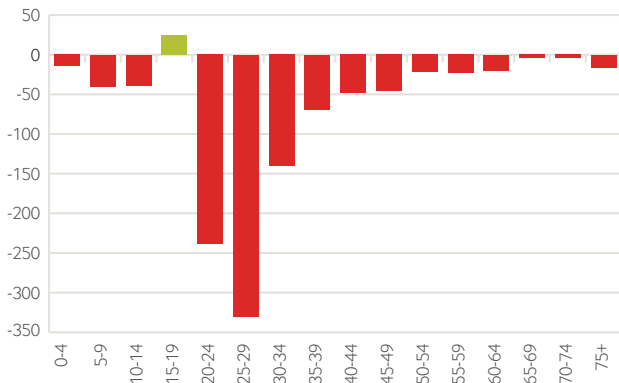


Figure 6 Outward migration

**Strategic challenge 1:**

Address outward migration of working age population and plan to meet the needs of a growing and ageing population.

- 3.11 The city has a significant resident student population due to the presence of the University of Sunderland, which is spread across two campuses. Whilst it is not anticipated that student numbers are expected to grow over the Plan period, some students are increasingly demanding better quality self-contained accommodation, which has seen an increase in new purpose built student accommodation within the city over recent years.
- 3.12 Ethnic diversity within the city is relatively low, with 95.8% of the city’s population describing themselves as ‘White British’ within the 2011 Census. The largest minority groups within the city are ‘Asian/Asian British’ and ‘White other’ with 1.8% and 1.1% of the population respectively describing themselves as falling within these ethnic groups.
- 3.13 The 2015 Indices of Deprivation ranked Sunderland as the 37th most deprived local authority out of the 326 local authority areas in England. While this was a slightly worse performance than that registered in the 2010 Indices when Sunderland ranked as the 44th most deprived authority, this was in contrast to the long-term trend which has been an improvement in the Authority’s ranking. However, it still recognised that deprivation is a significant issue affecting parts of the city.

**Strategic challenge 2:**

Help to reduce the levels of deprivation experienced in the city.

3.14 The proportion of the Sunderland population with higher level qualifications (NVQ4 or above) is just 25.9%, which is lower than both the regional and national figures, which are 31.3% and 38.2% respectively<sup>20</sup>. Despite this, the proportion of the population with higher level qualifications has increased significantly in the city in recent years. The proportion of the population with no qualifications has reduced noticeably in recent years and now stands at just 8.4%, which is lower than the regional average.

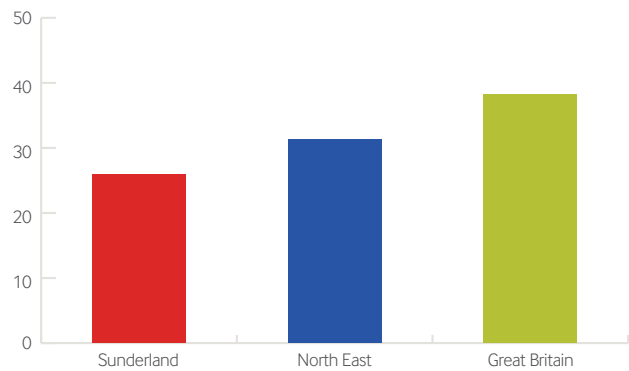


Figure 7 Percentage of resident population with NVQ level 4 qualification or above

**Strategic challenge 3:**

Improve educational attainment of the city’s residents.

**Economy of Sunderland**

- 3.15 Sunderland has a strong track record of attracting investment and growth directly into the city as well as benefitting from being ideally placed in terms of the wider regional economy.
- 3.16 The council’s Employment Land Review (2016) indicates that between 1997 and 2015, the total number of workforce jobs in Sunderland increased by 9,630. This corresponds to a growth rate of 8.0% over this period. This does, however, fail to reflect the significant variations in performance during the period. Between 1997 and 2008, for instance, strong rates of growth were observed in Sunderland, although these were partially offset by a contraction in job numbers between 2008 and 2012. This reflects the impact of the recession and subsequent reduction in public spending and aligns with the trends observed at the national and regional level. In recent years, however, the number of workforce jobs in the city has begun to increase again.

<sup>20</sup> ONS Annual Population Survey 2016.

3.17 Despite this, unemployment within the city remains relatively high at 7.4%, when compared to the regional average of 6.6% and the national average of 4.8%.<sup>21</sup> Nevertheless, this is a considerable improvement since 2012 when the unemployment rate within the city exceeded 12%.

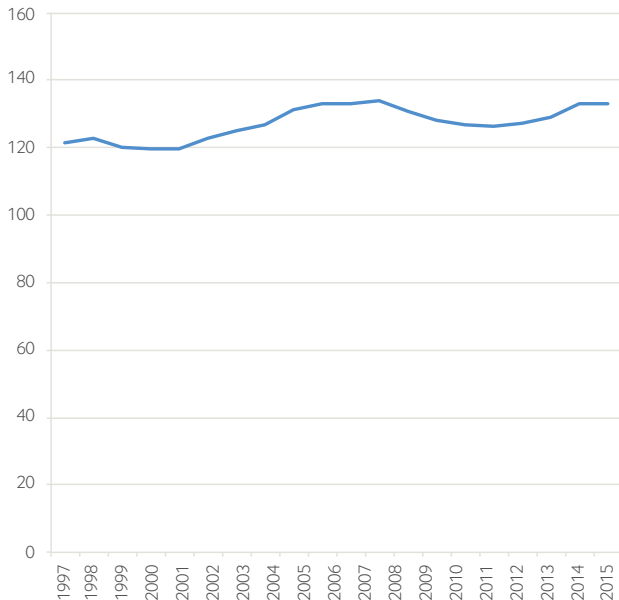


Figure 8 Workforce jobs

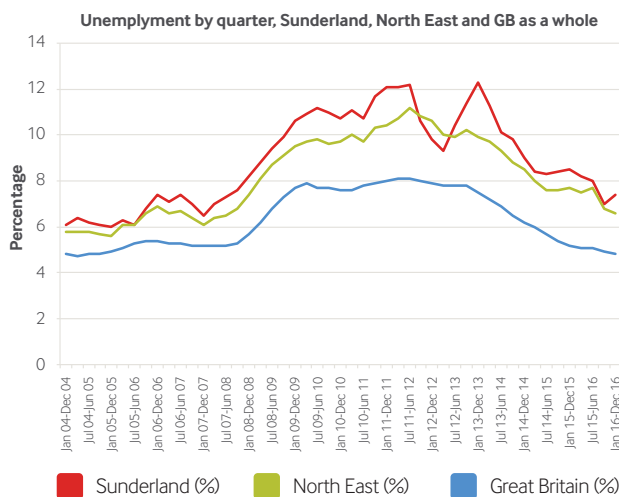


Figure 9 Unemployment rate

**Strategic challenge 4:**  
Provide increased levels of employment within the city to support economic growth.

3.18 The council has a wide range of existing industrial estates and business parks distributed throughout the city, with a total of 145.96ha of land currently available for development<sup>22</sup>.

3.19 While the overall supply of available employment land within the city is relatively healthy, there are significant variations in supply within different areas, as shown in Table 1.

Sub-area	Available land (ha)		
	Employment	Mixed use	Total
Washington	46.8	0	46.8
Sunderland North	2	1.5	3.5
Sunderland South	45.31	6.92	52.23
Former Coalfield	28.34	0	38.34
<b>Total</b>	<b>122.44</b>	<b>8.42</b>	<b>130.86</b>

Table 1 Supply of available employment land<sup>23</sup>

3.20 With regard to market demand, the Employment Land Review (ELR) indicates that Washington has experienced the strongest demand for employment land over recent years due to its location and access to the strategic road network. It is anticipated that Washington will continue to be the strongest market area for employment uses throughout the Plan period, with the ELR indicating that there will be a shortfall of employment land within Washington.

3.21 Advanced manufacturing and particularly the automotive sector are a key part of the local economy, centred around the Nissan plant, which is producing more than 500,000 vehicles a year, and a thriving supply chain extending along the A19, A1 corridors. The sector employs 30,000 people regionally, impacting on a further 141,000 jobs nationally. The North East accounts for 26% of all EV production across Europe and in the past 5 years there have been 46 regional investments totalling £1.6bn. In October

<sup>21</sup> ONS Annual Population Survey 2016

<sup>22</sup> Sunderland Employment Land Review 2016

<sup>23</sup> Source: Sunderland ELR (2016)

2016 Nissan’s announcement to build the next-generation Qashqai and X-Trail in Sunderland was a huge boost to the sector, which will bring new businesses including European-scale super suppliers, and it is essential that a sufficient supply of land is provided to capture this growth.

3.22 Demand is strong for large floorplate developments, many of which are projects linked to the growth of the automotive sector. However, the lack of large sites immediately available has meant that some projects have been turned away.

3.23 In order to address this, the council is proposing the development of a new International Advanced Manufacturing Park (IAMP) on land to the north of the existing Nissan plant. It is anticipated that the IAMP would create some 5,228 new jobs and would be a significant driver for the regional economy and the automotive sector within the UK.

**Strategic challenge 5:**

Providing a sufficient supply of employment land in the right locations to support economic growth, including the development of the IAMP.

3.24 Since 2000, Gross Value Added (GVA) per worker in Sunderland has grown from £29,239 to £33,502 in 2015 (or +14.6%). This rate of growth falls behind regional growth (21.9%), but exceeds the national average rate of growth (13.3%)<sup>24</sup> over the same period.

3.25 Sunderland is a net importer of labour, with a net inflow in the order of 5,670 according to the 2011 Census. Over the last ten years, the city’s self-containment rate has reduced by 3%, as a result of jobs growth outstripping growth in the working age population.

3.26 The Annual Survey of Hours and Earnings (2016) indicates that the mean gross weekly earnings of those who work in Sunderland are broadly consistent with those of the regional average, although remain significantly lower than average earnings across the UK as a whole. Interestingly, resident wages are notably lower than the regional average, which indicates that although there are well paid jobs within the city, these are often taken by people living beyond the city boundaries.



Figure 10 Mean gross weekly earnings

**Strategic challenge 6:**

Seek to encourage/enable a greater proportion of the city’s higher wage earners to also live within the city.

**Leisure, culture and shopping in Sunderland**

3.27 The city’s cultural and leisure offer is extensive and varied, including two high quality beach resorts, accessible open spaces, leisure centres, a dry ski slope, the only 50m Olympic-sized swimming pool in the North East, Sunderland’s AFC football stadium with corporate hospitality suites, a cinema, many music venues, restaurants and bars. In addition, the city plays host to a number of events throughout the year including the annual International Airshow taking place over the coast.

3.28 The city also benefits from the Empire Theatre which is one of few theatres throughout the country which is capable of accommodating large West-End productions and regularly plays host to world-renowned shows.

3.29 Sunderland Culture was formed as an independent company in 2016 to drive forward an ambitious strategy for the development of culture across the city. It will drive forward many aspects of culture, including arts, museums, heritage, libraries, sport and activity. It will play a pivotal role in the future of Sunderland to ensure the social, economic and cultural prosperity of the city.

3.30 The city will also serve as one of the home ports for the prestigious Tall Ships Race in 2018, which will provide a significant boost to the cultural profile of the city. In recognition of

<sup>24</sup> ELR

the city's strong cultural offer, the council, alongside two other key partners, have also launched a bid to become the UK City of Culture in 2021.

**Strategic challenge 7:**

To protect and enhance existing cultural assets and promote the development of new cultural assets to support the city's aspirations of consolidating its position as a cultural hub.

- 3.31 The city centre is the main location for shopping within the administrative area with 99,990sqm<sup>25</sup> of floorspace. The city also has a range of other designated town and district shopping centres. Washington Centre contains 58,000sqm<sup>26</sup> of floorspace and has a wide range of shops and facilities, including a leisure centre, two large supermarkets and a number of national multiple retailers. While Houghton town centre is much smaller in scale, it remains the main centre within the Coalfield area and includes a number of shops and services including a library, sports centre and health centre.
- 3.32 There are also a number of other smaller centres throughout the city, which are important in meeting the day-to-day needs of their local residents.
- 3.33 However, due to changing shopping behaviour, including the growth of online shopping and click-and-collect, and the closure and consolidation of shops by some retailers into higher order centres, the amount of market share and revenue of the city centre has declined. Indeed, the council's Strategic Retail Needs Assessment (2016) indicates that the comparison retail revenue of the city centre has declined from £335m in 2008 to £272m by 2016, which represents a 19% fall.

**Strategic challenge 8:**

To consolidate and improve the city centre in order to protect and improve its vitality and viability and make it more competitive against competing centres recognising the impact of changing shopping habits.

- 3.34 In addition to the decline in retail spend within the city centre, there is an under-representation of high quality office space within the city centre when compared to other cities of a similar size. The successful creation of new modern office premises at out-of-centre locations such as Doxford Park and Rainton Bridge, has partly contributed to the decline in the quantity and quality of the office provision within the city centre.

**Strategic challenge 9:**

Improve the supply of good quality office floorspace within the city centre.

- 3.35 The number and concentration of hot food takeaways within the city is becoming an increasing concern, not only in relation to health, but on the adverse impact that they can have on the vitality and viability of designated centres, while also changing the overall retail character of designated centres and reducing the diversity of uses. Many hot food takeaways are only open during evening hours resulting in inactive 'dead' frontages during normal daytime trading hours, which can have an adverse impact on the vitality and viability and general attractiveness of shopping centres.

Name of centre	No. of hot food takeaway units	No. of fast-food restaurants
Sunderland city centre	17	2
Town Centres	8	2
District Centres	40	0
Local Centres	65	0

**Table 2 Number and proportion of hot food takeaways and fast food restaurants in designated centres<sup>27</sup>**

**Strategic challenge 10:**

Ensure that there is not a rapid increase of hot food takeaways within the city.

<sup>25</sup> Experian Goad Survey September 2015

<sup>26</sup> Experian Goad Survey September 2015

<sup>27</sup> Source: Sunderland Retail Needs Assessment Volume 3 (2016)



## Living in Sunderland

3.36 Sunderland currently has approximately 126,000 dwellings, with the vast majority of these being houses (76.7%)<sup>28</sup>. The remaining housing stock comprises of 12.1% flats and maisonettes, 10.5% bungalows, with the remaining 0.7% being other types of property including park homes and caravans.

3.37 Average property prices within the city are low when compared to neighbouring authorities. The Strategic Housing Market Assessment (SHMA) indicates that the median house price within the city was just £107,000 based on Land Registry data from 2014, making the city the second lowest authority in terms of house prices within the North East of England. Figure 11 shows that average median house prices within the city have been consistently lower than both the national and regional averages.

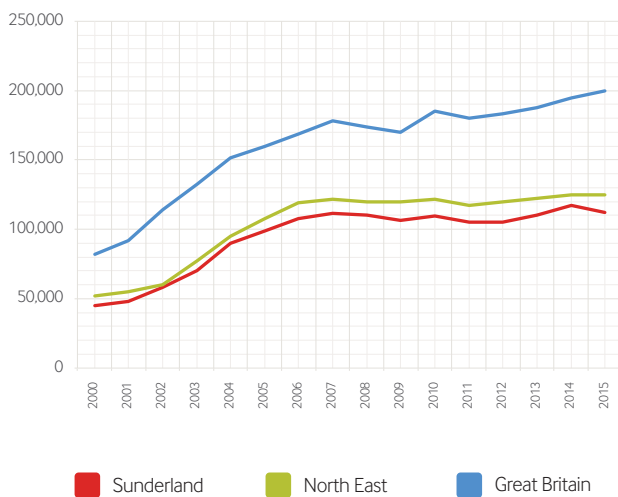


Figure 11 Medium house prices

3.38 The low house prices within the city are also reflected in the Council Tax bandings, with a disproportionately large proportion of properties falling within Bands A and B.

3.39 Sunderland has a disproportionate supply of lower Council Tax banded properties when compared to both the regional and national averages, with over 62% of dwellings within the city falling within Council Tax band A, compared to 54.6% regionally and 24% nationally.

## Council Tax Band Percentages

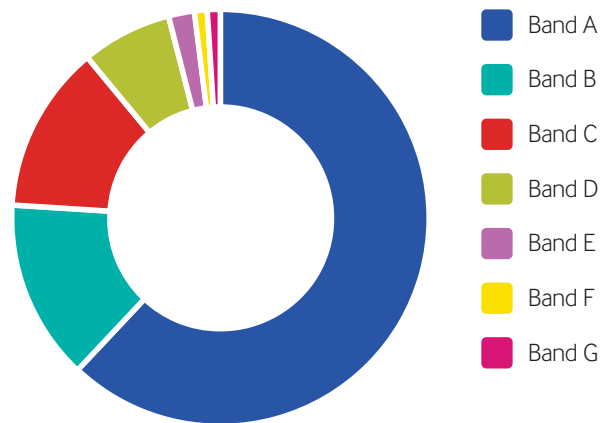


Figure 12 Council tax bands

3.40 The vast majority of dwellings in Sunderland are 2 and 3 bedroom properties (76%), which is a notably higher proportion when compared to other areas. There is also a limited supply of homes with 4+ bedrooms, representing just 14.5%<sup>29</sup> of the city's housing stock, compared to the national average of 25%<sup>30</sup>. Moving forward, the SHMA suggests that there should be a particular focus on the delivery of three and four bedroom houses and bungalows to meet identified needs (including an ageing population). Recent completions have seen an increase in the supply of larger properties, with 27% of completions within the last 5 years being for dwellings with 4+ bedrooms.

### Strategic challenge 11:

Increase the supply of larger family properties and bungalows to ensure that the housing stock meets the needs and aspirations of the city's existing and future residents.

3.41 Despite relatively affordable house prices within the city, affordability remains an issue for a significant number of residents. The council's Strategic Housing Market Assessment (SHMA) Update 2017 indicates that there is a net imbalance of 542 affordable houses per annum.

### Strategic challenge 12:

Deliver a sufficient level of affordable housing to address the identified imbalance.

<sup>28</sup> Sunderland SHMA Update (2017)

<sup>29</sup> Sunderland SHMA Update (2017)

<sup>30</sup> ONS

3.42 There has been a significant uplift in the number of net additional dwellings completed in recent years, with approximately 900 net additional dwellings being completed within each of the last three years. Dwelling completions in recent years have been significantly bolstered by Extra Care and student housing schemes.

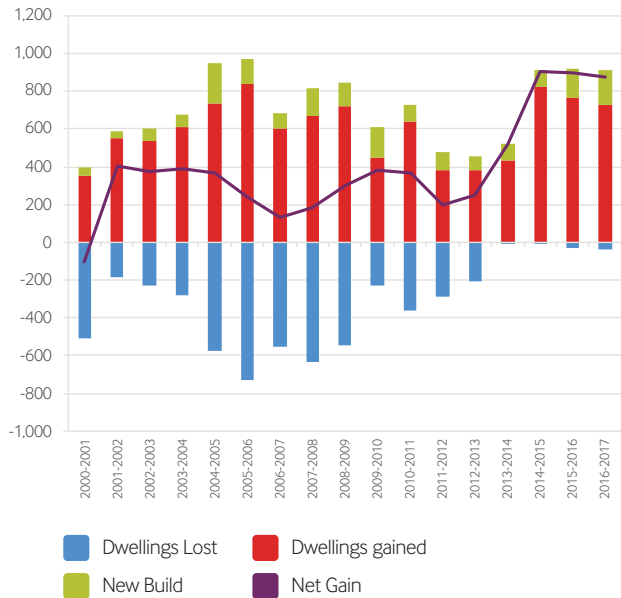


Figure 13 Housing delivery

3.43 While the period prior to this was characterised by much lower net housing completions, this was primarily due to a high number of demolitions as part of Gentoo (Sunderland’s housing company) renewal schemes. The gross housing completions during this period were broadly consistent with those now being achieved.

3.44 The council has been successful in prioritising the development of new housing on previously developed ‘brownfield’ land over recent years, as shown in Figure 13. However, the supply of previously developed land within the city, that is suitable and viable for housing development, is now relatively low, representing just 34% of the housing supply within the next 15 years, as evidenced through the council’s Strategic Housing Land Availability Assessment (SHLAA)<sup>31</sup>.

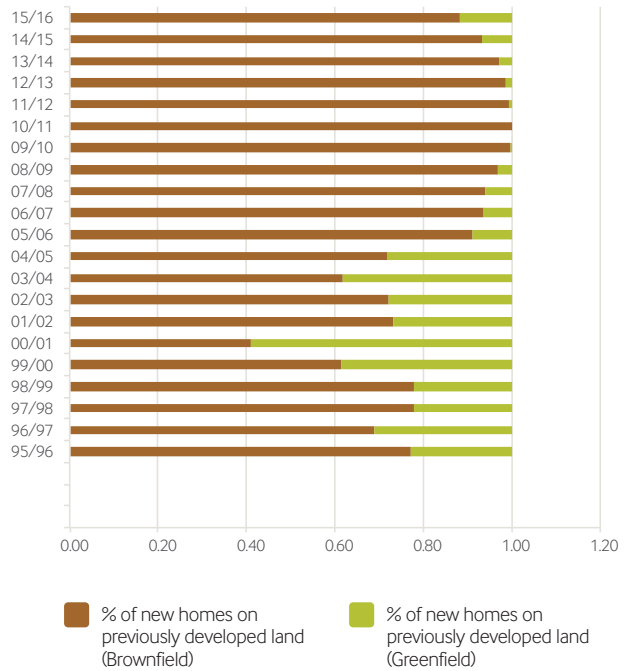


Figure 14 Proportion of housing completions on previously developed land

3.45 In terms of sub-area distribution, over the last three years, around 40% of new housing completions have been in South Sunderland, with 20% in each of the North Sunderland, Washington and Coalfield sub-areas. However, the supply of potential housing land within the city varies, with strong supply in the South Sunderland area and limited supply in the Washington area. This is primarily as a result of Washington being tightly constrained by the Green Belt.

Potential housing supply (2017-2033)

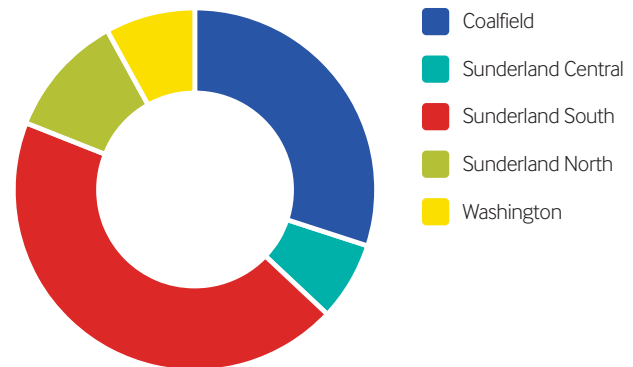


Figure 15 Housing supply

<sup>31</sup> SHLAA

**Strategic challenge 13:**

Ensure an appropriate supply and geographical distribution of housing land aligned with demand and need.

Sub area	Deliverable 0-5 years (2017/18-2021/22) (dwellings)	Developable 6-10 years (2022/23-2026/27) (dwellings)	Developable 11-15 years (2027/28-2031/32) (dwellings)	Developable years 16 (2032/2033) (dwellings)	Sub area total deliverable & developable SHLAA sites (2017-2033)
Coalfield	1,306	1004	835	90	3,235
Sunderland Central	147	101	409	60	717
Sunderland South	1,144	1,614	1,762	275	4,795
Sunderland North	180	666	284	30	1,160
Washington	382	287	215	0	884
<b>Total city area</b>	<b>3,159</b>	<b>3,672</b>	<b>3,505</b>	<b>455</b>	<b>10,791</b>

Table 3 SHLAA supply

3.46 The proportion of vacant dwelling stock in Sunderland (according to the Department for Communities and Local Government statistics) was 3.4% during 2015, which was typical of the range seen in neighbouring areas. The long-term vacancy rate (vacant for longer than 6 months) was 1.3%, which is lower than the regional average, albeit slightly higher than the national average.

**Strategic challenge 14:**

Reduce the number of long-term, problematic, vacant properties within the city.

3.47 Sunderland has a community of Travelling Showpeople residing within the city, of which there are currently 100 plots distributed amongst 5 yards, ranging from small individual/family yards in the Washington and Herrington Burn area, to larger yards accommodating a number of households within the Houghton-le-Spring and Hetton-le-Hole area. With regards the Gypsy and Traveller community, there have been a number of unauthorised encampments within the city over the past five years, mainly to accommodate people stopping off as part of a longer journey, or people visiting family/friends and are generally short-term in nature.

**Strategic challenge 15:**

Allocate appropriate permanent sites to meet the accommodation needs of the Travelling Showpeople community and allocate an appropriate stop-over site for the Gypsy and Traveller community passing through the city.

3.48 The University of Sunderland has approximately 9,000 on-campus students enrolled, many of whom live within the city. Wards such as St Michael’s, Pallion, Hendon, Barnes, Millfield and St Peter’s are known to accommodate high levels of students mainly within Houses in Multiple Occupation (HMOs). While the number of students at the University has reduced in recent years, the city has seen a number of recent student purpose built accommodation completions.

**Sunderland’s natural and historic environment**

3.49 For a major city, Sunderland has tremendous variety in its natural and historic environment offering coastal, riverside and limestone landscapes, interspersed with a rich heritage that helps to make Sunderland a ‘liveable’ city.

3.50 The city consists of two National Character Area classifications; namely the Tyne and Wear Lowlands and the Durham Magnesian Limestone Plateau. The Sunderland Landscape Character Assessment (2015) identifies 11 different landscape types within the city; seven of which are rural and four of which are urban.

3.51 Due to the Magnesian Limestone geology of the city and association with the North Sea coast and River Wear estuary, Sunderland has

many sites of botanical interest and a variety of habitats of value to wildlife. Sunderland's coast is internationally protected for both habitat and species, forming parts of two Natural 2000 sites - the Northumbria Coast Special Protection Area (SPA) and the Durham Coast Special Area of Conservation (SAC). In addition to this, the city has 17 Sites of Special Scientific Interest (SSSIs), 83 Local Wildlife Sites and/or Local Geological Sites, plus five Local Nature Reserves. With such a high number of protected sites, it is difficult to maintain all of them to a high quality, and a number of national and local sites are identified as being in an unfavourable condition.

**Strategic challenge 16:**

Protect the quality of our protected geological and biological sites and seek to reduce the number which are in an 'unfavourable' condition.

- 3.52 Whilst Sunderland forms part of the Tyne and Wear conurbation, it benefits from wide green infrastructure corridors to the north, west and south of the main built-up area, as well as open countryside to the west and east of Houghton and Hetton and a green corridor along the River Wear that runs through the heart of the city. This makes it one of the greener cities in the UK.
- 3.53 Greenfield areas are afforded different levels of protection. A total of 25% of the city is designated as Green Belt, covering an area of approximately 3,500 hectares. In addition to this, the area also has a number of settlement breaks within the Sunderland South and Coalfield areas, which seek to retain the individual identity of settlements and to stop them coalescing into each other. To the south of the city's Green Belt, there is open countryside.

**Strategic challenge 17:**

Protecting the council's Green Belt and settlement breaks where appropriate, whilst recognising that some urban fringe areas may be of limited value and need to be developed to accommodate growth.

- 3.54 There are more than 3,800 hectares (27% of the city area) of formal and natural greenspace, including 42 parks, including formal or country parks, a wide variety of sports fields and facilities and a high quantity of allotment gardens across the city. The variety of greenspace on offer is enhanced in part due to

the variety of the coastline as well as the success of the council in reclaiming and transforming former industrial sites into country parks, sports centres and natural greenspaces. Approximately half of the City's residents can reach a quality natural greenspace within 300m of their homes.

- 3.55 While the city has extensive greenspace provision overall, the quantity, quality and variety of greenspace differs significantly within neighbourhoods. However, some inner urban areas of the city in particular have limited access to greenspace. Globally, studies have shown that there is a negative impact on people's mental and physical health in areas with limited greenspace provision. The city's Greenspace Audit and Report identifies where shortfall in greenspace provision exists.

**Strategic challenge 18:**

Improve the quality of the city's greenspaces and seek to address any deficiencies.

**Water and flooding**

- 3.56 There are 5 Critical Drainage Areas identified within the city, which are areas that the Environment Agency (EA) has identified as having notable flood risk and drainage problems. In these locations, there is a need for surface water to be managed to a higher standard than normal to ensure that any new development will contribute to a reduction in the risk of flooding in line with the NPPF. These higher standards are determined by the Environment Agency. The Sunderland Preliminary Flood Risk Assessment (2011) identifies that there are up to 22,500 properties within the city that are at risk of potential flooding.
- 3.57 The 2017 Sunderland Level 1 is the Strategic Flood Risk Assessment (SFRA) considers the latest flood risk data in line with national policy and proposed development sites across the city, thereby informing the Local Plan. Some 278 development sites were assessed by the SFRA and there were no sites identified that were recommended for withdrawal on flood risk terms.
- 3.58 Parts of the city are also designated as Groundwater Source Protection Zones, where development must be carefully managed to ensure that it does not impact upon groundwater that is sources for drinking water.

**Strategic challenge 19:**

Direct development away from those locations which are most at risk from flooding and ensure that development does not have an adverse impact upon groundwater quality within the Source Protection Zones.

3.59 Within the city’s varied townscape and landscape, the city contains a wide range of heritage assets, including nine Scheduled Ancient Monuments and 692 Listed Buildings. The city currently has 12 entries on Historic England’s Heritage at Risk Register. Sunderland has a strong historical heritage with iconic structures within the city, such as Fulwell Mill, Hylton Castle, Penshaw Monument and St Peter’s Church, together with quality townscapes, including 14 Conservation Areas that are protected throughout the city.

**Strategic challenge 20:**

Protect the historic environment for the enjoyment of existing and future generations.

**Sunderland’s health**

3.60 There are a range of health facilities throughout the city including 53 health centres, 31 dental practices and 74 pharmacies.

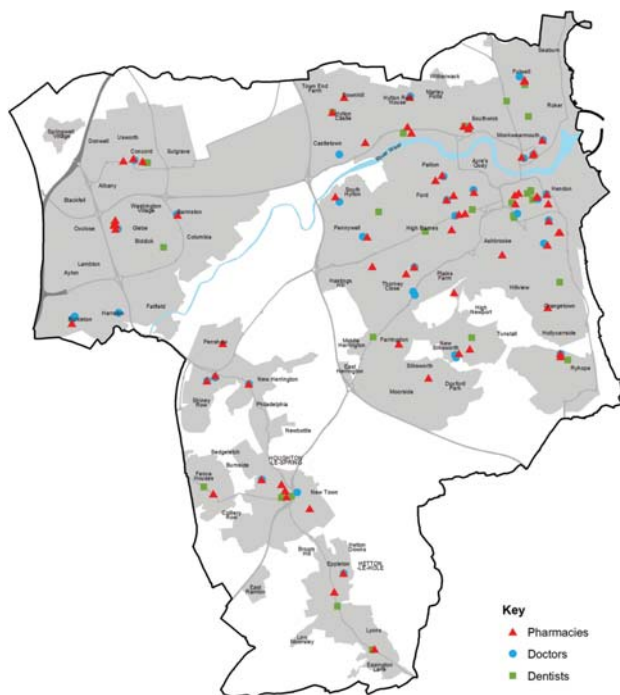


Figure 16 Map of pharmacies in Sunderland

3.61 The Sunderland population experiences a higher level of social and economic disadvantage than the England average and there is a strong link between high levels of socio-economic disadvantage and poor health. The English Indices of Deprivation<sup>32</sup> are based around seven domains: income, employment, health, education, crime, barriers to housing and living environment. They show that 38% of the Sunderland population live in areas that are among the 20% most disadvantaged across England.

3.62 Whilst the average life expectancy at birth has improved, the city continues to lag behind the England position and the people of Sunderland live, on average, shorter lives than the England average<sup>33</sup>. They also live, on average, a greater part of their lives with illness or disability which limits their daily activities.

3.63 Giving every child the best start in life is essential for reducing health inequalities across the life course. The foundations for virtually every aspect of human development – physical, intellectual and emotional – are laid in pregnancy and/or early childhood. What happens during these early years has a lifelong impact on many aspects of health and wellbeing from educational achievement and economic status to obesity, heart disease and mental health. There are 61,000 children and young people aged 0-19 years in Sunderland. Their health and wellbeing is generally worse than for England overall, with many persistent challenges. Reducing the numbers of children and families living in poverty is a key underpinning approach to giving every child the best start in life.

3.64 There are many opportunities to improve life chances and reduce the burden of preventable disease on the people of Sunderland. Although death rates have fallen, these declines have not been matched by similar declines in levels of illness in the population, so people live longer with diseases. We therefore need to act; to address the causes of ill health as well as the causes of premature mortality; to reduce risk exposures, to support healthy behaviours to better manage long term conditions; and to mitigate the effects of socio-economic deprivation.

<sup>32</sup> English Indices of Deprivation 2015

<sup>33</sup> Life expectancy at birth and at age 65 by local areas in England and Wales, 1991-93 to 2012-14

- 3.65 Unhealthy lifestyles remain a key cause for our increased rates of premature death. Many people in Sunderland continue to follow unhealthy lifestyle behaviours when compared to England<sup>34 35</sup>. This is directly linked to a range of social, economic and environmental factors. Preventing premature deaths due to cancer, cardiovascular disease and respiratory disease remains a priority for health partners across the city. This requires a targeted approach to reducing the gap in life expectancy.
- 3.66 Childhood obesity rates within the city are higher than the national average with 23.2% of Year 6 children being classified as obese when compared to the national average of 19.1%<sup>36</sup>.

**Strategic challenge 21:**

Improving the health outcomes of all of the city's residents.

**Transport and accessibility in Sunderland**

- 3.67 The city benefits from good public transport infrastructure, with a network of bus routes, while the Tyne and Wear Metro provides frequent services connecting Sunderland residents to destinations throughout Tyne and Wear, including Newcastle International Airport.
- 3.68 Sunderland is served by a total of nine Metro stations on the Tyne and Wear Metro. However, it is recognised that Metro access for the city's residents is limited, with the existing stations only serving parts of Sunderland North and Sunderland South, as well as the city centre. There is no Metro service to the Washington and Coalfield sub-areas.

**Strategic challenge 22:**

Improve and extend the Metro network to better serve the city's residents and businesses.

- 3.69 In terms of rail access, Sunderland has a mainline station providing frequent links (up to eight trains an hour including both Northern Rail and Metro services) to Newcastle Central Station, from where East Coast mainline services can be accessed.

**Strategic challenge 23:**

Improve regional and national rail connectivity.

- 3.70 Sunderland city centre benefitted from a number of transport investments in recent years, including completion of the inner ring road, creation of Park Lane Interchange and the extension of the Tyne and Wear Metro. It remains one of the most accessible locations by all modes in the sub-region. However, in order to maintain and improve the vitality and viability of the city centre, a number of accessibility and movement issues will have to be addressed during the Plan period. These include improvements to Sunderland railway station to enhance its role as a 'gateway' to the city; reducing the severance caused by traffic in some places; dealing with congestion, safety and pollution issues arising from uncoordinated bus operations; creating 'legible' and safe cycling and pedestrian routes through the centre; improvements to the public realm and 'liveability' of the centre; and maintaining essential service access in a way that doesn't conflict with wider policies for the city centre.
- 3.71 Grand Central provides a direct rail service (five times a day) to York and London from Sunderland station, and a new twice-daily direct service to London is now also provided by Virgin East Coast. However, it is recognised that Sunderland presently has a below average level of rail connectivity compared to other cities. For the most part, this reflects the area's geography and the lack of a direct connection to the East Coast mainline. Therefore there is a need to strengthen strategic links which would impact on improving the economy in the city.
- 3.72 The majority of journeys within the city continue to be made by private car, however bus and Metro patronage is strong and growing.
- 3.73 Bus travel is the most commonly used form of public transport within the city, representing approximately 75% of journeys made by public transport. This reflects the lack of rail and Metro services in most of the city.

<sup>34</sup> Local Alcohol Profiles for England. Local Authority Indicators for Crime and Consumption (Updated September 2014). Public Health England: September 2014

<sup>35</sup> 2012 Lifestyle Survey for Gateshead, South Tyneside and Sunderland. NHS South of Tyne and Wear

<sup>36</sup> Public Health England: Sunderland Health Profile 2016

- 3.74 There are over 150km of dedicated cycle routes in Sunderland, with more than 80km off-road. There are three routes on the National Cycle Network which pass through the city; with sections of National Cycle Routes 1, 7 and 70 all passing through the city.

#### Strategic challenge 24:

Reduce dependency on the private car and increase opportunities for the use of more sustainable transport methods such as public transport, cycling and walking.

- 3.75 Key road connections within the city include:
- The A19 – a key strategic route connecting to North Tyneside, Northumberland and the A1 in the north and to Teesside and North Yorkshire in the south;
  - The A183 – running east to west and connecting Sunderland to Chester-le-Street and the A1(M);
  - The A690 – running north east to south west and connecting Sunderland to Durham City and the A1;
  - The A1231 – running east to west and connecting Sunderland and Washington to the A1(M) and the A19;
  - The A194(M) – connecting the A1(M) at Washington through to the A184 at Whitemare Pool; and
  - The A1018 southern radial route – connecting the city centre and Port to the A19 to the south and South Tyneside to the north.
  - The Sunderland Strategic Transport Corridor (SSTC) is a new dual carriageway planned to link Nissan and the IAMP with the city centre and the Port of Sunderland. Designed in 5 phases, one phase is complete in the city centre and the 2nd, a new bridge over the River Wear will be completed in 2018.

#### Strategic challenge 25:

Ensure that the city's transport infrastructure is improved to support future growth, including the completion of the SSTC.

## Digital network in Sunderland

- 3.76 Sunderland is already home to a burgeoning software sector, however digital connectivity is an important constraint and/or enabler across all sectors. Sunderland was one of the first cities in Europe to declare over 95% availability of Superfast Broadband (fixed lines using Fibre Optic cable) connectivity, as far back as 2010 and superfast coverage is set to exceed 97.5% by 2018.
- 3.77 There are now very few 'cold-spots' where more than a few homes or business premises in a cluster are unable to access broadband (speed greater than 10mbps) and these are being progressively reduced through the Digital Durham programme which will complete in 2018. Likewise, the city is well provided for 3rd and 4th Generation mobile phone coverage, with greater than 95% '4G' coverage from both Vodafone and EE (recently acquired by BT). There are relatively few areas in Sunderland where the mobile signal is not so strong and where only a 3G or even 2G (Edge) network signal is available.

#### Strategic challenge 26:

Increase coverage for Superfast Broadband within the city.

## Minerals

- 3.78 Sunderland possesses a variety of valuable minerals resources including Permian yellow sand and crushed rock which play a part in meeting local, regional and national requirement. Sunderland currently has one operational quarry extracting aggregates which is located in Eppleton.
- 3.79 Sand (basal Permian sand (yellow sand)) and the overlying magnesian limestone (the lower magnesian limestone (Raisby formation)) are currently extracted at Eppleton Quarry, Hetton-le-Hole. The limestone is crushed before sale for use as roadstone and fill. Magnesian limestone from the area is used for agricultural purposes.
- 3.80 There are also surface coal resources present across roughly the western half of Sunderland although coal is no longer extracted. Sunderland does not currently have any Petroleum Exploration and Development Licences (PEDLs), however this could change over the life of the Plan.

- 3.81 NPPF identifies the importance of recognising these resources from sterilisation from non-minerals development.
- 3.82 Sunderland is reliant on imports of minerals from authorities within the North East and further afield. The need for aggregates for built development is addressed through the Local Aggregate Assessment which is prepared jointly with the 8 North East MPAs. The LAA has identified that the Tyne and Wear authorities jointly do not provide sufficient minerals to meet their needs and resources will be depleted during the Plan period. Sunderland is the main contributor to supply of aggregates in the region and an extension to Eppleton quarry will assist in meeting future needs.

**Strategic challenge 27:**

Ensure continued support for the provision of aggregates to contribute to assist in meeting the identified need and protect existing resources from sterilisation.

**Strategic challenge 28:**

To promote management of waste in line with the waste hierarchy and ensure the protection of existing sites from non-waste development.

## Waste

- 3.83 National Planning Policy for Waste is focused on moving waste up the waste hierarchy to reduce the reliance of waste disposal and to promote waste as a resource. Sunderland is well served by waste infrastructure and is net self-sufficient in the management of waste. The area has significant built waste management capacity which provides for the needs of Sunderland and a number of authorities across the North East region. Local Authority waste is managed under the South Tyne and Wear Waste Management Partnership (STWWMP) which is a collaboration between Sunderland, Gateshead and South Tyneside Councils and covers the management of this waste for the duration of the Plan period. Existing landfills are due to close in the next 5 years, presenting a future challenge for the disposal of waste produced in Sunderland.
- 3.84 Existing waste sites for the management of Local Authority waste should be safeguarded for this use and additional sites required for the management of Sunderland's waste should be protected from the encroachment of non-waste uses which could affect the future management of waste at these locations.



# Section B

## Spatial vision and strategy





## 4. Spatial vision for Sunderland 2033

4.1 To enable the city to take hold of the opportunities available to it and overcome the strategic challenges, as outlined in the previous chapter, the Plan is guided by an overall spatial vision. This vision describes where the city wants to be by 2033. The following vision has been influenced by a number of other council plans and strategies; including:

- new ways of working and collaboration; and
- new ways of delivering services.

It is important that the CSDP reflects upon these key corporate themes and assists the council in the delivery of these to help meet all people's current and future needs and aspirations.

### Sunderland City Council's Corporate Plan

- 4.2 The council's Corporate Plan 2016-2020 sets out the overarching vision of the council and its priorities over the period up to 2020.
- 4.3 The Corporate Plan identifies the following vision for the city:

"Sunderland will be a welcoming, internationally recognised city where people have the opportunity to fulfil their aspirations for a healthy, safe and prosperous future".

4.4 In order to achieve this vision, the Corporate Plan identifies the following key priorities:

- Regenerating the city
- Safeguarding our residents
- Future council.

4.5 Within this, we recognise the importance of intelligent decision making in understanding and addressing the inequality of health, wealth and opportunity in the city.

4.6 Within these key priority areas a number of themes have been identified which the council is able to deliver, enable or influence. These are as follows:

- growing the economy;
- improving education and skills;
- improving health and wellbeing;
- supporting vulnerable children and families;
- supporting vulnerable adults and carers;
- building resilient communities;

### Sunderland Economic Masterplan

4.7 In 2010, the council and its partners launched the Sunderland Economic Masterplan (EMP) to guide the city's economic growth over the next 15 years. This integrates both the urban economic strategy and the spatial framework for the city. The Masterplan's long term vision for the city is to become 'An entrepreneurial University City at the heart of a low-carbon regional economy'. The Masterplan is underpinned by the following five aims that will have a spatial dimension:

- Aim 1: A new kind of University City – developing The University of Sunderland's ability to facilitate enterprise and innovation in the city;
- Aim 2: A national hub of the low carbon economy – emphasising the city's potential in pioneering a low carbon economy;
- Aim 3: A connected waterfront city centre – emphasising the importance of the city's waterfront position as a driver for economic development and place-making;
- Aim 4: A whole-life, inclusive city economy – ensuring the strategy delivers economic interventions that directly contribute to improving access to opportunity and reducing worklessness and social exclusion in the city; and
- Aim 5: Entrepreneurial in economic leadership – driving this ambitious city agenda will require clear, strong and entrepreneurial leadership around which resources and appropriate governance arrangements can be assembled.

## Sunderland transforming our city: The 3,6,9 Vision

- 4.8 The Sunderland Economic Leadership Board have developed a vision statement – the ‘3,6,9, Vision’ - which sets out a medium-term pipeline of key developments that will transform the city in the period to 2024. This reflects many of the overarching principles established in the EMP but takes a broader approach to the local economy and includes the development of new housing in the range of actions.
- 4.9 The overall ambition for the 3,6,9 Vision is that over the period to 2024, the council and its partners will help to deliver:
- over £1bn of investment into the city’s infrastructure and industrial assets;
  - about 20,000 new jobs created across a range of sectors, increasing the city’s productivity and reducing unemployment levels;
  - a more vibrant and attractive city with more happening in terms of events, entertainment and culture; and
  - a significant increase in our levels of education and skills.

## CSDP Vision

- 4.10 To help deliver on these priorities and to address the issues we face, the following vision statement and strategic objectives have been established which set out our ambitions for the CSDP.

### Sunderland 2033

By 2033 Sunderland will be a vibrant and growing city, with a minimum of 13,800 net additional homes built. Sunderland will become a more sustainable city, with a strong sense of place, by offering an appropriate mix of good quality housing of the types, sizes and tenures to meet the needs of its existing and future communities.

It will be a welcoming city, internationally recognised, where people have the opportunity to fulfill their aspirations for a healthy, safe and prosperous future. Sustainable development and growth will see a distribution of land uses creating a city where residents have access to first class services, facilities and opportunities. The city centre will have been revitalised and will become a destination of choice for people to live, work and play. It will be a cultural hub in the region.

As a result of housing renewal and investment, the city’s housing stock will be considerably improved. The city will be revitalised through the development of an improved mix of housing including a significantly increased supply of larger family homes. Investment in new and existing housing will support district and local centres, and local communities, playing a vital role in reducing carbon emissions and improving sustainable travel opportunities and the health of residents.

Our enhanced housing offer will be complimented by improvements to the city’s social infrastructure, with additional healthcare, education and community facilities provided.

Sunderland will be an entrepreneurial University City and the heart of a low carbon regional economy which will create new and diverse job opportunities. The city will draw on major investment in high-tech employers, attracted to the city by the availability of development sites, a skilled workforce, as well as the quality of its infrastructure and transport connectivity. University of Sunderland and Sunderland College will play a vital role in attracting the best minds supplying an appropriately skilled workforce who will be retained within the city.

Employment on the International Advanced Manufacturing Park and the A19 Corridor will ensure that the city becomes an international focus for automotive and advanced manufacturing, research and development. The development of the strategic allocation at the former Vaux site will have created a new Central Business District in the heart of the city for a mix of uses, including office, leisure and residential.

Improved public transport, including a rejuvenated Metro system, will play a key role in providing a more sustainable city, with improved links between communities and connections between Sunderland, the wider Tyne and Wear/North East city-region and the rest of the country. The Sunderland Strategic Transport Corridor will have provided enhanced access from the Port and city centre to the A19 via the new bridge crossing the River Wear.

A network of green infrastructure will have been established across the city, linking in with housing and employment, and resulting in an increase in biodiversity and wildlife whilst also improving provision of greenspace for all residents and visitors. The city’s built heritage will have been protected and enhanced to play a vital cultural role. Conservation Areas and listed buildings will have been revitalised with sensitive and appropriate development and help to ensure that the city’s townscape sustains a distinctive sense of place.

## Strategic priorities

4.11 To deliver the vision of Sunderland 2033 and ensure that future development meets the aspirations for the city the priorities of the CSDP are:

Theme	Strategic priority	Policy
Spatial strategy	SP1. To deliver sustainable growth within the city to meet all identified development needs, in particular supporting the retention of young economically active age groups and graduates.	SS1, SS3, SS4, HWS1, HWS2, HWS3, H1, H2, H3, H4, H5, H6, H8, EP1, EP2, EP3, EP5, EP6, EP8, WM1, WM2, WM5, SA1, SA2, SA3, SA4.
	SP2. Ensuring an appropriate distribution and balance of employment, housing growth and other competing land uses. Where viable, maximising the reuse of previously developed land.	SS1, SS2, SS3, SS4, H1, H2, H3, H4, H5, H6, H8, EP1, EP2, EP3, EP4, EP5, EP6, EP8, EP9, EP11, EP12, E6, E7, E9, E11, E12, E13, E14, E15, E16, WM1, WM2, WM3, WM4, WM5, WM6, SA1, SA2, SA3, SA4.
Health and wellbeing	SP3. Improving and protecting citizens' health, promoting healthy lifestyles and ensuring the development of facilities to enable lifelong learning to reduce inequality and ensure a high quality of life.	SS1, SS2, SS3, SS4, HWS1, HWS2, HWS3, H1, H3, EP8, EP9, EP12, E1, E6, E9, E11, E13, E17, E19, E20, CM1, CM2, CM3, CM4, CM5, CM6, CM8, CC1, CC2, CC3, CC6, ID1, ID2, ID3.
Homes	SP4. Providing enough land to meet the city's housing requirement and ensuring a range and choice of housing types and tenures, including increased provision of affordable and larger family homes.	SS3, SS4, H1, H2, H3, H4, H5, H6, H7, H8, H9, SA1, SA2, SA3, SA4.
	SP5. Developing cohesive, inclusive and attractive sustainable neighbourhoods, that are well integrated with schools, shops, services, facilities, a choice of good quality housing and open space, whilst ensuring that the diverse needs of the city's different communities are met.	SS1, SS2, SS3, SS4, HWS1, HWS2, H1, H3, H4, H5, H6, H7, H8, EP8, EP9, EP10.
Economic prosperity	SP6. Facilitating economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, automotive and advanced manufacturing sectors, whilst strengthening existing industry.	SS3, SS4, EP1, EP2, EP3, EP4, EP5, EP6, EP7, SA1.
	SP7. To consolidate the city centre and develop its fringe into a vibrant and economically buoyant entity connected to its river and coast, by improving and expanding the office and retail offer, whilst securing the vitality and viability of other designated centres throughout the city.	SS3, SS4, HWS3, EP6, EP8, EP9, EP10, EP11, EP12, SA1.
Environment	SP8. 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.	SS2, SS4, EP8, EP9, EP13, E1, E2, E4, E5, ID1, ID2.
	SP9. Protect and enhance the city's biodiversity, geological resource, countryside and landscapes whilst ensuring that all homes have good access to a range of interlinked green infrastructure.	SS1, SS3, E1, E6, E7, E8, E9, E11, E12, E13, E14, E15, E16, CM4, CM6, CM7, CM8, MW10, SA2, ID1, ID2.

Theme	Strategic priority	Policy
<b>Climate change</b>	SP10. Adapting to and minimising the impact of climate change by reducing carbon emissions and seeking to reduce the risk and impact of flooding.	SS1, SS2, E1, E6, CM1, CM2, CM3, CM4, CM5, CM6, CM7, CM8.
<b>Transport and accessibility</b>	SP11. Implementing sustainable transport solutions that enhance the city's profile, improve its economic competitiveness and achieve low-carbon outcomes, whilst enhancing accessibility for all to a full range of facilities and jobs and reducing dependency on the car. To implement traffic management measures to manage congestion and associated environmental and health impacts of traffic.	SS2, CC1, CC2, CC3, CC4, CC5, CC6, SA2, ID1, ID2.
<b>Minerals and waste</b>	SP12. Increasing the reuse and recycling of 'waste' in line with sub-regional responsibilities and plan for the most sustainable way of disposing of the remainder.	WM1, WM2, WM3, WM4.
	SP13. To manage the city's mineral resources ensuring the maintenance of appropriate reserves to meet the future needs of the community whilst making sure that environmental impacts are properly considered.	WM1, WM5, WM6, WM7, WM8, WM9, WM10.
<b>Infrastructure</b>	SP14. To ensure that the city has the infrastructure in place to support its future growth and prosperity.	CC1, CC2, CC3, CC7, ID1, ID2.

# 5. Spatial strategy

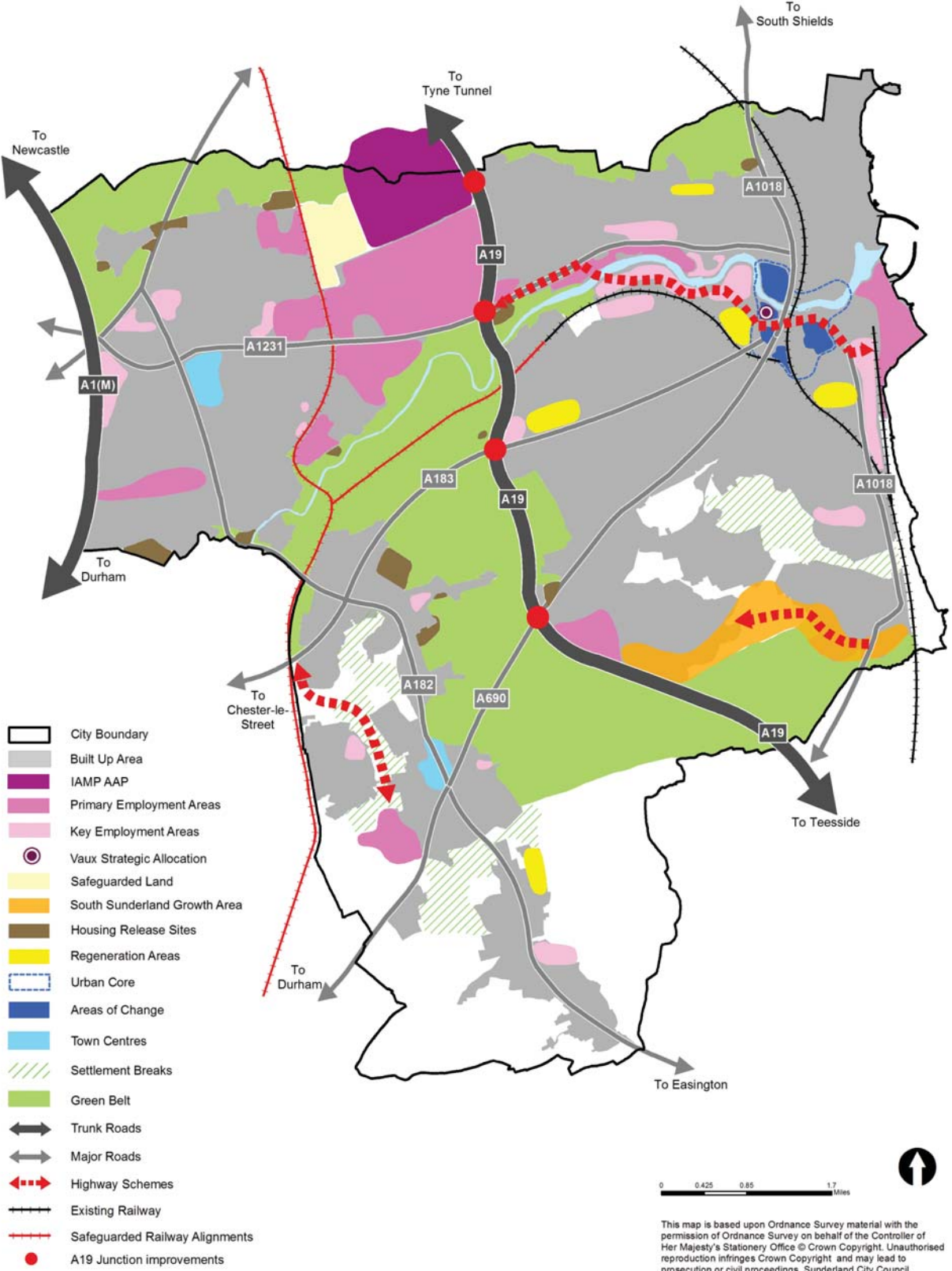


Figure 17 Key diagram

- 5.1 All development in Sunderland, large or small, wherever it is located should take place in accordance with all relevant policies of this Plan and other documents that form part of Sunderland’s Development Plan, in order to deliver the council’s vision and objectives for the city. The council will seek to support and facilitate growth that delivers the development appropriate to its location, and harnesses this growth to deliver clear benefits for Sunderland’s residents and businesses.

## Spatial strategy

- 5.2 This section sets out the spatial strategy for Sunderland up to 2033. The Key Diagram (Figure 17) identifies the key areas for change within the city, for which there are specific spatial policies for managing growth and change in the Plan period.

## Sustainable development

- 5.3 The underlying principle of national policy is to deliver sustainable development to secure a better quality of life for everyone now and for future generations. All the policies within this Plan contribute towards achieving sustainable development for Sunderland.
- 5.4 The NPPF is underpinned by a presumption in favour of sustainable development. Local Planning Authorities should regard this principle as a “golden thread” running through both plan-making and decision taking. This means that plans must plan positively to seek opportunities that meet the area’s objectively assessed development and infrastructure needs and be flexible enough to adapt to rapid change.
- 5.5 Adopting the presumption in favour of sustainable development will enable the council to approve appropriate development without delay in accordance with the NPPF. The presumption in favour of sustainable development will not apply where the adverse impacts of granting permission would be significantly outweighed by the benefits of the scheme, or where specific policies within the NPPF indicate that development will be restricted<sup>37</sup>.

### Policy SS1: Presumption in favour of sustainable development

When considering development proposals, the council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF).

1. The council will work proactively with applicants to secure development that improves the economic, social and environmental conditions in Sunderland.
2. Planning applications that accord with the policies in the adopted Sunderland Development Plan (and, where relevant, with policies in Neighbourhood Plans) will be approved, unless material considerations indicate otherwise.
3. Where there are no policies relevant to the application, or relevant policies are out of date, the council will grant permission unless material considerations indicate otherwise, taking into account whether any adverse impacts would significantly and demonstrably outweigh the benefits, when assessed against the NPPF .

## Principles for sustainable development

- 5.6 The NPPF advises that Local Planning Authorities need to make decisions in accordance with achieving sustainable development. This is about meeting the needs of the present without compromising the ability for future generations to meet their own needs. The Plan promotes sustainable development as defined by the NPPF as: “living within the planet’s environmental limits, ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly”.
- 5.7 Policy SS2 below sets out the sustainable development principles which underpin this Plan. They represent a sustainable and balanced approach to the provision of new development.

<sup>37</sup> For example, those policies relating to sites protected under the Birds and Habitats Directives (see paragraph 119 of the NPPF) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local

Green Space, an Area of Outstanding Natural Beauty, Heritage Coast; designated heritage assets; and locations at risk of flooding or coastal erosion. See NPPF for more detail.



### Policy SS2: Principles of sustainable development

Proposals for development will be considered favourably where it can be demonstrated that they:

1. minimise the impact and mitigate the likely effects of climate change and support a reduction in flood risk from all sources;
  2. are acceptable in terms of their impact upon local amenity for new or existing residents and businesses, adjoining premises and land uses;
  3. must be designed to a high standard, are accessible by all and create safe places;
  4. aim to achieve higher levels of sustainable construction through incorporating the principles of low carbon development;
  5. make the best and most efficient use of available land;
  6. have regard to and address any identified impacts of a proposal upon the environment; and
  7. make best use of existing facilities and infrastructure, particularly in encouraging accessibility by walking, cycling and public transport, whilst making appropriate provision for new or additional infrastructure requirements.
- 5.8 The city's future growth will be pursued in the most sustainable way; reducing the city's carbon footprint, the risk of flooding and creating resilient and adaptive environments. New development should be built to the highest sustainability standards, helping to generate wider benefits in terms of the quality of the environment and carbon reduction. Developments will need to be energy efficient, using renewable resources, and minimising the production of waste.
- 5.9 Additionally the built environment will need to be resilient to the potential impacts of climate change with flood-plains protected from inappropriate development. The environment will be central to shaping the city's future.
- 5.10 A core planning principle of this Plan is to encourage the effective use of land by reusing sites that have been previously developed, providing that they are not of high environmental value. The council will continue to encourage the effective use of land and support brownfield development wherever appropriate.
- 5.11 It is important that development is located in the most sustainable locations, accessible by a choice of travel modes including public transport, cycling and walking. This is to reduce the need for people to travel by car, minimise levels of congestion, improve road safety and help meet climate change reduction targets.
- 5.12 Across the city all development must be well-designed, accessible and safe, including for people with disabilities. Schools, health care facilities, shops and other services need to be available in accessible locations along with parks, sports facilities and well-maintained local public open space, forming part of a wider 'green infrastructure network' threading through the city and linking to the open countryside beyond.

### Spatial strategy for growth

- 5.13 To meet Sunderland's future needs and achieve the vision, we will need to provide for significant new growth in the most sustainable way, ensuring that the development of new homes is matched by the provision of opportunities for new employment, accessible local services and a high quality environment.
- 5.14 The Spatial Strategy (Policy SS3) sets out how new development, growth and investment in Sunderland will be distributed to 2033 and beyond. It identifies locations where development should take place in order to create sustainable neighbourhoods and deliver our vision and objectives. This policy sets out a strategy which will enable Sunderland to meet its objectively assessed needs with adequate provision of infrastructure and in a manner which seeks to respond to the challenges of climate change, reduce the need to travel and protect Sunderland's assets. The Strategy will promote urban regeneration and encourage investment and improvement within the city wherever possible. However the growth pressures facing the city are such that some development will be necessary outside the limits of the existing urban area.
- 5.15 The Key Diagram (Figure 17) illustrates this policy and identifies the areas where there are specific spatial policies for managing growth and change in the plan period and beyond.

### Policy SS3: Spatial delivery for growth

The regeneration and sustainable growth of Sunderland to 2033 and beyond will be achieved through delivering development across the city in sustainable locations. The needs of the city will be met by:

1. Facilitating economic growth and the creation of at least 10,337 new jobs through:
  - i) retaining Primary and Key Employment Areas for economic regeneration and development;
  - ii) delivering the International Advanced Manufacturing Park;
  - iii) prioritising the urban core as the principle location for office and retail; and
  - iv) the development of the former Vaux site for office-led mixed use regeneration.
2. Creating Sustainable Neighbourhoods and delivering at least 13,824 net additional homes by:
  - i) re-balancing the housing stock by providing a range of housing, including an increased supply of larger family housing, accommodation to meet the needs of an ageing population and bringing empty properties back into use;
  - ii) focussing the majority of new housing development within existing communities;
  - iii) supporting housing renewal and regeneration in the Pennywell, Hetton Downs, Marley Potts/Carley Hill, Hendon, and Millfield;
  - iv) development of the South Sunderland Growth Area to provide over 3,000 new dwellings;
  - v) amending the Green Belt boundary and allocating Housing Release Sites in Washington, North Sunderland and Northern Coalfields; and
  - vi) safeguarding land to meet anticipated longer-term needs beyond the Plan period.
3. Supporting the role of our centres to support communities;
4. Protecting the open countryside, Green Belt and settlement break from development; and
5. Delivering strategic infrastructure.

## Economic growth

- 5.16 The continued revitalisation and modernisation of the city's economy will be central to the growth agenda ensuring that jobs and prosperity are generated for current and future residents. It is anticipated that at least 10,337 new jobs will be created within the city over the Plan period. This is based on Experian's September 2016 economic growth forecast, plus the job growth anticipated within the city as a direct result of the proposed IAMP. The council has chosen to use the September 2016 forecast, as this provides a post EU Referendum perspective on future economic growth within the city and takes into account the impact of 'Brexit'.
- 5.17 A continuous supply of land and full range of premises will be made available for all forms of employment development, including for the growth and modernisation of existing companies, the establishment of new businesses and to attract investment from both within the UK and internationally. The Key Employment and Primary Employment Areas will play an important role in accommodating the requirements of a wide range of economic sectors. Particular emphasis will be placed on ensuring that sites are available to support the economic sectors that are important to the city's economic growth. The role of the University, plus education and training establishments will be central to ensuring that the workforce is best equipped to drive the economy.
- 5.18 Washington will be the primary driver of industrial and business development in the city. It is recognised, however, that upon completion of the new Wear crossing as part of the Sunderland Strategic Transport Corridor proposals, the employment sites along the river corridor and at Pallion Industrial Estate will become much more accessible and attractive to the market.
- 5.19 In order to drive economic growth within Sunderland and the wider region, Sunderland City Council in partnership with South Tyneside council are seeking to deliver IAMP on land to the north of the existing Nissan plant in order to build upon the inherent strengths of the area in manufacturing, and particularly the automotive sector. The IAMP will cover an area of 100 hectares, with a further 50 hectares of land safeguarded for future development. It is anticipated that the IAMP will create over 5,000

- jobs directly on the site with many more in the wider area.
- 5.20 The Urban Core is the principal retail office and leisure destination within Sunderland. The success of the urban core will be central in promoting the profile of the city and attracting investment and visitors.
- 5.21 For retail development, as a sub-regional centre, the city centre should continue to be the focus for new retail development. It is, however, recognised that there is scope for further retail development in Washington and Houghton-le-Spring to improve the offer. The broad spatial distribution proposed is consistent with the recommendations of the Sunderland Strategic Retail Needs Assessment 2016.
- 5.22 Over a number of years best Grade A office space has been lost from the urban core with newer developments being focused within out-of-centre business parks. This has had a negative impact upon the vitality and viability of the centre by reducing footfall and spending. The council is seeking to reverse this trend by providing a quality office-led mixed use development on the former Vaux Brewery site. Vaux is a prime development site. the development of this site will create a new Central Business District (CBD) in the heart of the urban core supported by a mix of residential, office and leisure as well as a hotel. Further details are provided within the strategic policy allocation for the site under Policy SA1.
- 5.24 The council is working with its partners to support the regeneration and renewal of housing stock. The housing renewal areas of Pennywell, Hetton Downs, Marley Potts/Carley Hill, Hendon, and Millfield have been identified as Regeneration Areas and are key priorities for the city.
- 5.25 After a period of population decline in recent decades, Sunderland is growing again. The population of Sunderland is forecast to grow from 277,406 people (in 2015) to 285,560 people by 2033<sup>38</sup>. In the same period, the forecasts indicate that the number of households will grow by 9,963<sup>39</sup>, representing an 8% increase. However, the forecast population growth would not be sufficient to support the anticipated level of jobs growth within the city. This is primarily as a result of the ageing population and the out-migration of economically active households. Therefore, in order to ensure that anticipated economic growth can be met in full, it is necessary for the Objectively Assessed Need (OAN) for housing to include an uplift to support economic growth. To understand the interrelationship between forecast demographic growth and anticipated jobs growth, the council commissioned an independent assessment of demographic forecasts based on the 2014-based sub-national population projections published by the Governments Office of National Statistics (ONS) and the September 2015 Experian Jobs forecasts.

## Sustainable neighbourhoods

- 5.23 At the heart of the city's growth agenda is the promotion of sustainable neighbourhoods which are supported by high quality local infrastructure and services. An essential requirement of any strong and stable community is that residents have access to decent and secure homes. Poor housing has an adverse effect on an individual's physical and mental health. The Plan seeks to improve the quality, quantity and choice of each type, location and price of housing within the city to meet aspirations and demands to support economic growth. Everyone in the city, and those wanting to come to Sunderland, should have the opportunity of a decent home at a price they can afford, in a place where they want to live and work, and to be part of a safe, diverse, healthy and strong community.
- 5.26 The assessment concludes that, if Sunderland is to meet the OAN and sustain the city's population, support the future jobs growth and reduce the amount of in-commuting to the city, the Plan should make provision for 13,824 net additional dwellings over the Plan period.
- 5.27 Delivering the city's housing need must however be considered within the context of deliverability, sustainable development, justifiable constraints and housing land supply. With this in mind the council has reviewed and updated its Strategic Housing Land Availability Assessment (SHLAA). This review has identified that the city can accommodate up to 10,868<sup>40</sup> new homes. 3,235 are in the Coalfields, 4,795 in South Sunderland, 717 in Central

<sup>38</sup> ONS 2014 Based Subnational Population Projections.

<sup>39</sup> DCLG Household Growth Projections

<sup>40</sup> 10,868 includes small windfalls at 20 per year and demolitions at 23 for year 1-5 and 20 per year from 2022/23-2032/33.

- Sunderland, 1,160 in North Sunderland, and 884 in Washington. As such, it is not possible to deliver the city's full housing needs within the existing urban area and a shortfall of 1,357<sup>41</sup> homes exists.
- 5.28 The council has worked proactively to identify additional land which could meet the shortfall. A review of all employment land has been undertaken to identify if any land is surplus. Any sites identified for de-allocation have been considered for potential residential use. In addition, the council undertook a comprehensive review of its settlement breaks and recommended the retention of the majority of settlement breaks that currently exist, however, a substantial amount of land will be de-allocation, most notably at South Sunderland Growth Area for 1,064 homes. Further investigative work has been carried out by reviewing the allocations in the UDP, reviewing the city's White Land, and reviewing the city Greenspace Audit and Report. This overall review of land has identified a total of 241 hectares and 4,127 homes. These sites are all included in the SHLAA, however there is still a shortfall which cannot be met.
- 5.29 Sunderland has been very successful in delivering housing on brownfield land over the past 15 years, however there is not an inexhaustible supply in the long term. Whilst there remains a number of brownfield sites across the city, viability is a major issue. A number of brownfield sites which have previously been considered developable within the SHLAA and contributed to the housing supply, have since been discounted due to viability work, which concluded that brownfield land typologies in certain areas of the city were not viable.
- 5.30 The council has considered if neighbouring authorities could accommodate Sunderland's housing shortfall. However, this option is not appropriate as a strategic priority of this Plan is to reverse the trend of outward migration to surrounding authorities and retain our working age population. In addition, all neighbouring authorities have or are considering amending their Green Belt boundaries to accommodate their own growth.
- 5.31 Consequently, it is not possible to achieve the shortfall in housing in the existing urban area without amending the Green Belt boundary to accommodate approximately 1,500 homes.
- 5.32 In order to deliver this scale of growth the council has undertaken a comprehensive Green Belt Review to assess the most appropriate and sustainable locations for land to be removed from the Green Belt. The report has been prepared in three stages:
- Stage 1 – assessed all land against the purposes of the Green Belt and concluded that just over two thirds (67%) of the Green Belt should be retained without further examination as it is fundamental.
  - Stage 2 – assessed the parcel of land against Category 1 constraints to determine suitability. In addition, the assessment looked at all parcel of land submitted by developers.
  - Stage 3 – Site Selection assessed parcel of land against a robust methodology to determine if it was suitable, sustainable, deliverable and achievable for housing development. This methodology was consulted on in September 2016.
- 5.33 The Green Belt and Site Selection Assessment identified 15 sites which the council considered are appropriate for residential development, covering a total area of 104.8 hectares, which would result in the loss of less than 3% of the city's overall Green Belt.
- 5.34 Policy SA3 allocates 15 Housing Release Sites (HRS), which are currently in the Green Belt and are considered to be the most appropriate and in the most sustainable locations. In addition, an area of land in Washington has been identified to be safeguarded. These sites can be linked to existing or extended public transport routes and can be serviced by existing facilities and services, or are of a scale that means they can support new facilities and services, can be delivered without adverse impacts on significant high quality habitat areas and are not at significant risk from fluvial flooding. Housing Release Sites have been allocated in a range of locations to provide a reasonable level of choice to enable a number of sites to be developed simultaneously. This will help to sustain the rate of development needed.

<sup>41</sup> 13,824 requirement minus 15/16 completions (889) and 16/17 completions (710) results in 12,225 dwellings required for remaining plan period. A remaining dwelling requirement of 12,225 set against a supply of 10,868 results in a shortfall of 1,357 dwellings over the plan period.

- 5.35 Historically Washington has had limited development opportunities with previous development plans seeking to direct housing growth to Northern Coalfields. The sub area continues to have a relatively limited supply of housing sites, as it is tightly constrained by Green Belt. Notwithstanding this, Washington continues to be a strong market for housing. The quantum of housing proposed in the Washington area reflects the allocation of some Housing Release Sites to supplement the supply of deliverable sites identified within the SHLAA,
- 5.36 For housing development there will be a strong focus within the Sunderland South sub-area. The SHMA recognises this as a strong market area and there is a good supply of deliverable sites within this area identified through the SHLAA, underpinned by the South Sunderland Growth Area (SSGA), which is identified in Policy SA2 as a strategic housing allocation comprising of four large urban extension sites. The Coalfield sub-area has a good supply of housing sites, many of which already have planning permission and form part of the council's five year supply of deliverable housing sites.
- 5.37 While the proportions of housing sites within the Sunderland North and Central sub-areas are relatively small, this is as a result of these areas already being highly urbanised and potential housing sites being limited.
- 5.38 Transport improvements, as set out in the CSDP, will be required to support the overall strategy for growth and ensure that the city has a world class transport network that is delivered in the most sustainable way.
- 5.39 The provision of high quality infrastructure will underpin the successful delivery of growth that is sustainable and long term. A range of mechanisms will be utilised to ensure that the necessary infrastructure is in place covering highways and transport, surface water and flood management, waste, utilities and broadband, green infrastructure, education, sports and leisure, adult care, public health and wellbeing.
- 5.40 The Allocations and Designation Plan will identify land to deliver this policy.

## Spatial strategy for Sunderland urban core

- 5.41 The Urban Core, which spans across both sides of the River Wear and includes the city centre, is one of the city's most important assets. As the main hub of civic, administrative, business, retail, educational and leisure activity, its continued vitality and viability is essential to the future prosperity and liveability of the city.
- 5.42 Sunderland Urban Core, in recent decades, has not achieved the critical mass of offices, residential, retail, services and facilities needed to attract significant visitor numbers and high footfalls. Consequently, it has fewer shops and leisure facilities than it should and continues to under-achieve in comparison to similar centres of its size.
- 5.43 To meet its true potential the Urban Core needs to re-invigorate itself. This will be one of the city's key challenges during the Plan period. We want the Urban Core to be a more attractive and vibrant place, a place where its community gathers to socialise, work, rest and play. This will be achieved through the redevelopment of our Areas of Change.
- 5.44 A new revitalised Urban Core will be the catalyst for the city's wider economic growth and will help Sunderland retain and attract more highly skilled workers and increased population and visitor numbers.

### Policy SS4: Urban core policy

The council will continue to promote the city centre as the focus for retail, office, residential and the wider Urban Core Area for leisure and residential activity, within the context of the wider aspiration to provide a high quality environment and visitor experience. This will be achieved by:

1. strengthening Sunderland city centre's role as a vibrant and distinctive centre;
2. encouraging and facilitating further economic growth, through increasing the office offer in the city centre;
3. requiring new development to make a positive contribution to improving the vitality of the Urban Core and improve the overall mix of uses;
4. concentrating retail development in the Primary Shopping Area, as defined on the Policies Map;

5. focusing on ensuring a diverse high quality residential offer;
6. supporting the development of higher and further education facilities in the Urban Core;
7. securing improvements to connectivity and the pedestrian environment;
8. providing the highest quality of public realm to create attractive and usable spaces;
9. supporting further growth of leisure, tourist and cultural facilities, including the evening economy;
10. protecting and enhancing the Urban Core's heritage assets and securing development of a high standard of design that integrates well with the existing urban fabric; and
11. transforming the following Areas of Change:
  - i) Sunnyside - supporting the growth of the area's cultural, entertainment and residential activities;
  - ii) Minster Quarter - will be a cultural hub and a key gateway into the city centre that restores the area's historic importance;
  - iii) Investment Corridor - investment in infrastructure to support new and existing business;
  - iv) Holmeside Quarter - will be a modern gateway into the city centre with opportunities for retail, food and drink, civic and residential development; and
  - v) Stadium Village - will be a leisure-led regeneration site.

5.45 Regeneration achievements to date have not had sufficient impact on the Urban Core. In recent years the physical growth of Sunderland has largely taken place in out-of-centre locations, due to as a consequence of Government policy and a lack of availability of large-scale, deliverable redevelopment sites within the Urban Core. However, the Urban Core is now ready to be re-invigorated with land acquired to facilitate development and ensure Sunderland becomes a 'destination' of choice; a destination for large-scale shopping, leisure, food and drink, financial and cultural activities that meets the needs of the city's existing and future population. To do this there is a need to expand the city centre offer, including increasing the quantum of high quality office space, the variety of retail offer, the number of high standard hotel facilities, the mix of

housing types and promoting leisure opportunities throughout the Urban Core.

5.46 The city centre's role as a sub-regional retail destination will continue to be strengthened. Currently, the Primary Shopping Area is concentrated around the Bridges Shopping Centre and the surrounding areas including Fawcett Street, John Street, Blandford Street and Holmeside. However, within the Plan it is proposed to consolidate the Primary Shopping Area more tightly around the Bridges, excluding those areas which have a weaker retail offer.

5.47 The city centre contains approximately 100,000sqm of retail floorspace, with a wide variety of comparison goods retailers represented, including a number of national multiples. Comparison retail is expected to be the main driver of growth within the city during the Plan period, with the Strategic Retail Needs Assessment (2016) identifying the need to plan for at least 26,500sqm of comparison retail within the Sunderland South sub-area, most of which should be accommodated within the city centre.

5.48 The growth of the education sector in the urban core is also supported, reflecting the important role of higher and further education.

5.49 Residential development will continue to be supported in the urban core where it provides well-designed high quality living environments. Developments will need to provide flexible and adaptable accommodation, meeting a range of needs, including for families. Better housing will also help to enhance the urban core as a whole and bring in new spending power.

5.50 Sunderland has a comparatively limited evening economy and has historically endured a poor retention rate from within its catchment area to neighbouring Newcastle. Retention rates and the evening economy offer have improved in the last decade, with increasing diversity and quality, due to an increase in vertical drinking establishments (non-food bars), an increased restaurant offer, improved night-club offer, and the influx of students to the city. It is important that this is built on further through the 'Areas of Change'.

5.51 The vital role that the urban core plays as a transport hub is already being strengthened. Park Lane transport interchange provides safe, attractive modern facilities but remains isolated

due to the severance created by the Bridges Shopping Centre. Movement through and around the urban core must ensure that the relationship between vehicular traffic, pedestrians, and cyclists maximises accessibility for all users (Policy CC3).

- 5.52 The location, design and layout of car parking must ensure that it is both safe and useable, yet does not become a dominant or intrusive element within the urban core. The location of new parking facilities must be carefully considered and distributed to give easy and convenient access to car-borne visitors but also ensuring that pedestrian linkages into the urban core are of the highest quality. Cycle parking must also be a key component with adequate facilities incorporated into new development.

## Areas of Change

- 5.53 Continuing the process of transforming the urban core, five 'Areas of Change' have been identified (as shown in Figure 18), which will be the cornerstone for the city's revival. Each of these areas has unique qualities which contribute towards the authenticity, diversity and vibrancy of the wider Urban Core.

### Sunniside

- 5.54 Sunniside, located to the east of the urban core, has a rich and varied history that is reflected in the range of historic buildings at its core. About 160 of the buildings are listed as being of special architectural or historic interest. The area includes two conservation areas; the Sunderland Central Conservation Area (declared in 1968) and part of the Old Sunderland Riverside Conservation Area (declared in 1993). Steady investment since the start of the 21st century has seen the area transformed with a mixed use leisure and residential quarter to the east of the urban core.
- 5.55 Over the last decade the council in partnership with the Homes and Communities Agency (HCA), has been acquiring land to facilitate a comprehensive residential-led regeneration development site. The development of the 'Central Sunniside' site will see a large area of Sunniside developed for new housing over the next decade. The development will offer urban core living with good transport links and leisure facilities on the doorstep.

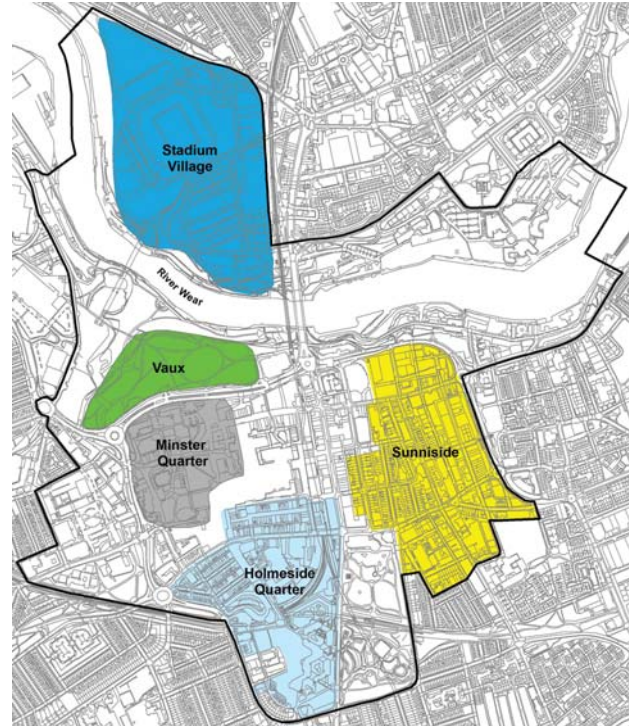


Figure 18 Area of change

### Minster Quarter

- 5.56 Minster Quarter lies to the north west of the city centre, between the ring road and the Bridges Shopping Centre. The majority of the Quarter falls within the Bishopwearmouth Conservation Area which houses a number of listed buildings of architectural and historic interest, including the Sunderland Minster and the Empire Theatre.
- 5.57 The redevelopment of the Minster Quarter is a crucial part of the council's vision for an improvement in the quality of the urban environment of Sunderland city centre. It will become a cultural quarter and a key gateway into the city centre that restores the area's historic importance and create a place that is valued by the whole community. Architectural and urban design will underpin a first class environment with a distinctive character and identity that draws on its rich heritage.
- 5.58 The development of the Quarter will be driven through the Minster Quarter Masterplan.

- 5.59 The Masterplan sets out a strategy for the comprehensive and co-ordinated regeneration and development of a number of key sites, including the old fire station, former Crowtree Centre redevelopment, former Gilbridge police station and development opportunities around Keel Square.

### Investment corridor

- 5.60 The Investment Corridor Programme is aimed at supporting existing businesses, as well as new investment to transform the streetscape of this important shopping thoroughfare, with new paving, seating and lighting, creating a quality pedestrian environment, linking the Minster Quarter with other parts of the city to the East and West. The programme has been developed to align with existing and proposed investment (both private and public) in the urban core, including the redevelopment of the old fire station and the new hotel on Keel Square.
- 5.61 Round one of the programme focuses on improvements to High Street West from Sunnyside to the junction with St Michael's Way. This is the main route into the Minster Quarter from the west, encompassing Sunderland Empire, the fire station, the Minster and former Crowtree. Round two will focus on the area to the South of the Bridges Shopping Centre (including Holmeside, Park Lane and Blandford Street).

### Holmeside

- 5.62 To the south of the urban core lies the Holmeside Quarter, which is home to the new Sunderland College city centre Campus, Park Lane Transport Interchange and Sunderland Central Railway Station, both of which provide key gateways into the urban core. Holmeside remains a regeneration priority with a masterplan currently in preparation and proposals for a new modern day Central Railway Station being developed.
- 5.63 Sunderland Central Railway Station is a regeneration priority as the current station is dated, dark and cramped offering poor passenger facilities. The station provides a city centre gateway for the Tyne and Wear Metro as well as regional and national rail services, include direct services to London.

### Stadium Village

- 5.64 Stadium Village sits on the north bank of the River Wear, north of the city centre. The site is dominated by the Stadium of Light, home of Sunderland AFC, Aquatic Centre, the recent Hotel and the ongoing Beacon of Light development. The Stadium Village Masterplan has been prepared to guide the future redevelopment of the area. Stadium Village is to be a leisure-led mixed-use site, to be home to a number of large footprint sports and leisure uses that cannot be accommodated in the city centre, as well as up to 250 homes.
- 5.65 The Allocations and Designation Plan will identify land to deliver this policy.



## 6. Strategic site allocations

- 6.1 Delivering the city's growth agenda will require focusing significant development into a number of locations that currently play an important role in providing homes, jobs and supporting facilities. The section following strategic site allocations are fundamental to the delivery of the overall vision, strategy and objectives of the CSDP;
- a new central business district, which will underpin the future of the city centre at the former Vaux site the former site (Policy SA1);
  - a residential Growth Area at South Sunderland, which collectively meets a substantial proportion of the housing requirement (Policy SA2);
  - a number of smaller Housing Release Sites which will be removed from the Green Belt to ensure that the needs of the projected growing population can be met (SA3); and
  - Safeguarding land to meet development needs beyond the Plan period.
- 6.2 This chapter sets out the policies and proposals for these strategic allocations.

### The former Vaux site

- 6.3 The former Vaux site is a regionally significant site and key economic asset within the urban core. The regeneration of this former brewery site into a central business district provides an opportunity for significant inward investment. Overlooking the River Wear at the northern edge of the city centre, the 5.8 hectare site offers the opportunity to deliver over 60,000m<sup>2</sup> of office space, a hotel, city living accommodation and other ancillary uses.

#### Policy SA1: Former Vaux site strategic allocation

1. The Vaux site is allocated for office-led mixed-use development.
2. The development of the 5.8ha site will comprise a mixture of uses including:
  - i) high-density office floorspace (B1a);
  - ii) residential (C3); and
  - iii) hotel (C1); and small ancillary leisure and retail uses.



Figure 19 Vaux strategic allocation

- 6.4 This is the only site of sufficient size in the urban core that gives the opportunity to deliver significant office employment and as such it is vital if the economy of the urban core - and the wider city - is to be realised to its full potential.
- 6.5 The re-development of the Vaux site will be an important component in the council's strategy for encouraging people to remain, or move back into the city centre. Not only this, but the employment opportunities for existing and prospective communities will help to address social inequality, raise prosperity levels and stimulate investment.
- 6.6 Development of this site would maximise the job creation potential, raise the profile of Sunderland as an investment location and attract large numbers of additional people to the urban core, which would bolster the function of the nearby retail core.
- 6.7 The council has formed a joint venture partnership with Carillion (known as Siglion) to deliver several strategic regeneration sites across the city, one of which is the former Vaux site. Development has now started on the first office building on the former Vaux site, which will provide approximately 6,000m<sup>2</sup> of Grade A Office space. Outline permission has also been granted for the remainder of the site.

## South Sunderland Growth Area

6.8 South Sunderland Growth Area will be an example of sustainable development and a destination of choice for families wishing to live in Sunderland. The development will achieve the highest standards of sustainability and design and provide a range of supporting facilities to help foster a strong sense of community. The creation of well-connected, integrated and sustainable transport links will be essential to making this a sustainable neighbourhood. Development will also protect and enhance existing heritage assets in the area and provide a network of connected greenspaces. This new sustainable neighbourhood will provide for a mix of housing sizes, types and tenures, including affordable housing.

### Policy SA2: South Sunderland Growth Area

227ha of land, between Ryhope and Doxford Park is allocated to create a new high quality, vibrant and distinctive neighbourhood that will include:

- i) approximately 3000 new homes;
- ii) 10% affordable housing;
- iii) a new primary school;
- iv) a local centre;
- v) community/cultural facilities;
- vi) large expanses of public open space;
- vii) woodlands;
- viii) cycleways and footpaths; and
- ix) the completion of the Ryhope-Doxford Link Road.

Sites within South Sunderland Growth Area include:

- i) Chapelgarth;
- ii) Land North of Burdon Lane;
- iii) Cherry Knowle; and
- iv) South Ryhope.

6.9 Comprising 227 hectares of land in Ryhope and Doxford Park, this site will provide the location for approximately 3,000 homes, including much needed executive and larger family homes. Development of this area will assist in diversifying the city's housing stock and improving housing choice.

- 6.10 In order to ensure the comprehensive development of the sites and ensure that the necessary infrastructure is delivered at the right time, the council is preparing the South Sunderland Growth Area Supplementary Planning Document (SPD).
- 6.11 The SPD along with supporting documents will:
- define key development principles and concepts to enable a strategic approach to delivering the proposed level of growth;
  - identify requirements and provide a broad strategy to deliver supporting infrastructure;
  - provide a masterplan framework, incorporating design parameters and principles to ensure a high standard of design and sustainability;
  - demonstrate that the Growth Area will not have any 'Likely Significant Effects' on the European Designations along the coast and accord with the terms of the Habitats Directives; and
  - form part of the evidence base for the CSDP.

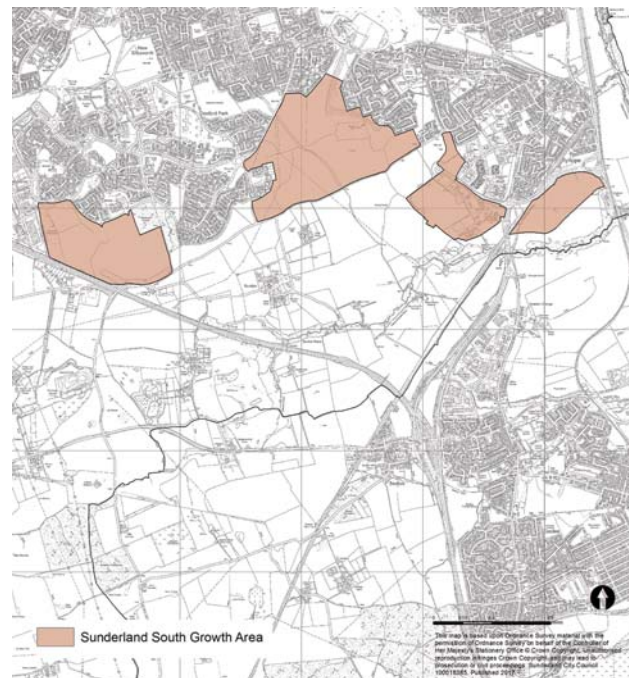


Figure 20 South Sunderland Growth Area

## Housing release sites

6.12 The limited capacity of the urban area to meet the needs of the city's growing population represents exceptional circumstances that justify the release of land from the Green Belt for housing development. This strategic approach and proposed amendments to the Green Belt boundary will allow for sustainable expansions of settlements to meet the long-term development needs of the city. The development will achieve the highest standards of design and sustainability and be supported by the provision of infrastructure and services.

### Policy SA3: Housing release sites

The following sites have been identified as Housing Release Sites for residential development (C3). These sites are expected to deliver a total of approximately 1,546 dwellings as follows:

HRS1 North of Mount Lane, Springwell Village (3.2ha) – Approx. 48 dwellings;

HRS2 Peareth Hall Farm and Gospel Hall Trust Meeting Houses, Springwell Village (3.7ha) – Approx. 40 dwellings;

HRS3 Stoney Lane, Springwell (4.2ha) – Approx. 54 dwellings;

HRS4 George Washington Hotel Golf Course (Pitch and Putt), Usworth (3.6ha) – Approx. 40 dwellings;

HRS5 West of Waterloo Road, Usworth (10.9ha) – Approx. 205 dwellings;

HRS6 Land at James Steel Park, Fatfield (5.2ha) – Approx. 32 dwellings;

HRS7 Southern Area Playing Fields, Rickleton (18.7ha) – Approx. 202 dwellings;

HRS8 Land at Glebe House Farm, Staithes Road, Pattinson (2.2ha) – Approx. 41 dwellings;

HRS9 Land north and west of Ferryboat Lane, North Hylton (8ha) – Approx. 135 dwellings;

HRS10 Land at Newcastle Road, Fulwell (4.3ha) – Approx. 82 dwellings;

HRS11 Land at West Park, Middle Herrington (7ha) – Approx. 70 dwellings;

HRS12 Land adjacent to Herrington Country Park, Penshaw (23.9ha) – Approx. 400 dwellings;

HRS13 New Herrington Workingmen's Club, Houghton-le-Spring (1.6ha) – Approx. 17 dwellings;

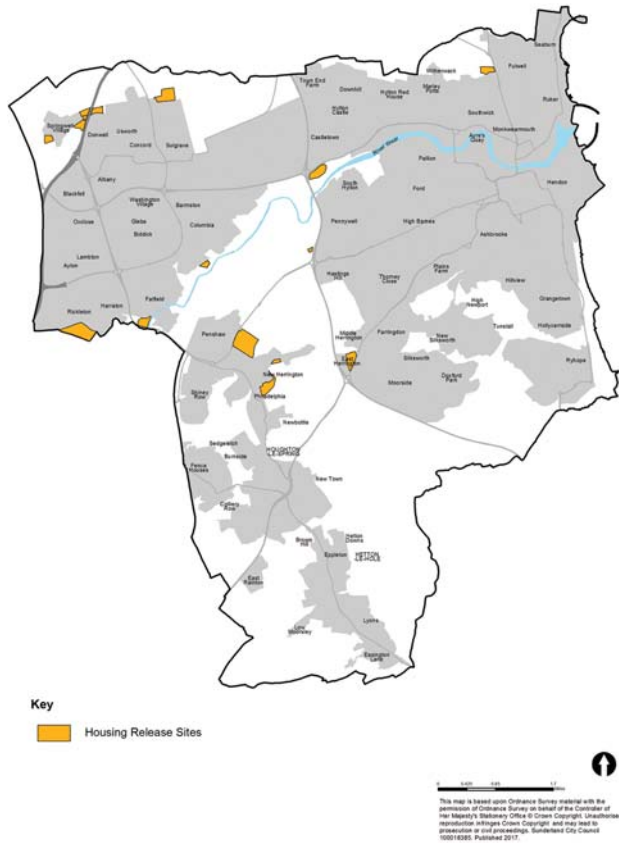
HRS14 Land to the east of The Granaries, Offerton (0.9ha) – Approx. 10 dwellings; and

HRS15 Redevelopment of Philadelphia Complex (8.3ha) – Approx. 170 dwellings.

The development of each of these locations will reflect the sustainable development principles (Policy SS2). In addition, development should:

1. incorporate high quality sustainable design principles;
2. provide a mix of housing sizes, types and tenures, including affordable housing;
3. incorporate layouts, buildings and open spaces which are designed to the highest possible standards;
4. incorporate measures to minimise flood risk and have regard to sustainable water management;
5. protect and enhance biodiversity;
6. ensure that defensible Green Belt boundaries are created or enhanced;
7. enhance connectivity to and through the site and mitigate impacts; and
8. make provision or contributions to support facilities including education, health care and shops and services.

6.13 The new neighbourhoods will have a strong sense of place and distinctive character with building layout and design informed by the local topography, landscape and heritage assets complemented by appropriate use of innovation in design. The design of the development will be required to protect and enhance heritage assets.



**Figure 21 Housing release sites**

- 6.14 Greenspace will be an important feature of the development to reflect the urban edge location and to provide multiple benefits for residents. The majority of the development areas are considered to have low ecological value, however, opportunities exist to secure adequate mitigation and compensation as part of the development process. An appropriate buffer will be required from designated sites/existing habitats, particularly semi-natural broadleaved woodland and watercourses.
- 6.15 Developments will need to provide for water management, including sustainable drainage schemes following the drainage hierarchy, giving priority to Suitable Drainage Systems (SuDS), measures to ensure that flood risk is not increased both on-site and off-site and, where possible, reduced over the lifetime of the Plan.
- 6.16 Development proposals will be required to undertake a full Transport Assessment and provide necessary measures, works and/or appropriate contributions to mitigate the impacts of development on the transport network, including provision of and access to sustainable modes of transport. Pedestrian and cycling improvements will be required to integrate sites into the surrounding area.

6.17 Landowners have indicated their support for the proposal, so deliverability is anticipated to be achievable in the Plan period. However, market capacity means that it is considered unlikely that the developments will all be fully completed within the Plan period, such that capacity will remain for housing development post 2033.

### Safeguarding areas

- 6.18 The NPPF indicates that Green Belt should only be altered in exceptional circumstances, through the preparation or review of the Local Plan.
- 6.19 When revising the Green Belt boundaries, the NPPF also indicates that Local Planning Authorities should have regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period. In addition, where necessary, the Local Planning Authority should identify 'safeguarded land' between the urban area and the Green Belt, in order to meet likely longer-term development needs strategically well beyond the Plan period.
- 6.20 While it is recognised that the Housing Release Sites proposed through Policy SA4 will ensure that development needs within the Plan period to 2033 can be met, it is also necessary for the council to consider identifying safeguarded areas to meet longer-term development needs well beyond the Plan period, in accordance with the NPPF.

**Policy SA4: Safeguarding areas**

A total of approximately 100 hectares of land has been safeguarded for future development beyond 2033.

The area of safeguarded land shall only be released for development through a review of the CSDP, where it can be demonstrated that there is insufficient land allocated and insufficient previously developed land available in the urban area in order to meet ongoing future development needs.

- 6.21 In order to meet these longer-term development needs, a safeguarding area of 100 hectares has been identified to be removed from the Green Belt to the east of Washington.
- 6.22 The land is not allocated for development within the CSDP and the site will not be developed within the Plan period unless a Plan review is undertaken.

# Section C

## Strategic and development management policies





# 7. Health, wellbeing and social infrastructure

## Health and wellbeing

- 7.1 Many factors influence our health, including the lifestyles we lead, the environment we live in and the opportunities we have to exercise and access health facilities. A wider sense of wellbeing is influenced by a variety of factors such as opportunities for work and recreation, attractive environments, personal relationships and feelings of safety and community.
- 7.2 This chapter includes policies to deliver the Plans vision to improve health and wellbeing, and tackle unhealthy eating and obesity.
- 7.3 The link between planning and health has been set out in the NPPF and PPG. The government's public health strategy 'Healthy lives, healthy people', explicitly recognises that "health considerations are an important part of planning policy". Health and wellbeing is a cross cutting theme, policies on inclusive design, greenspace, transport and housing in subsequent chapters will play a key role in reducing health inequalities and encouraging healthy lifestyle choices.
- 7.4 One of the ways in which planning can have the greatest impact on health, and in particular obesity levels, is the restriction of new hot food takeaways.

### Policy HWS1: Health and wellbeing

The council will seek to improve health and wellbeing in Sunderland. In order to achieve this the council will:

1. work with the NHS to reduce health inequalities in the areas with poorest health;
  2. protect existing facilities, where possible, and support the provision of new or improved health facilities;
  3. support the integration of community facilities and services, i.e. health, education, cultural and leisure in multi-purpose buildings;
  4. develop neighbourhoods and centres that:
    - i) are safe and attractive, and easily accessible on foot or by bicycle;
    - ii) have a strong sense of place which encourages social interaction;
    - iii) provide access to a range of facilities including transport, health and sport and leisure facilities;
    - iv) are designed to promote physical activity, through the arrangement of buildings and uses, access to open space and landscaping, and the provision of facilities to support walking.
  5. promote improvements and enhancing accessibility to the city's greenspaces and green infrastructure corridors;
  6. improving air and water quality, and reducing noise within the city;
  7. ensure development does not have an adverse impact on the environment or residential amenity through air, noise/vibration and water pollution;
  8. manage the location/number of, and access to, unhealthy eating outlets; and
  9. require, in the case of development of 100 or more homes, the submission of a Health Impact Assessment (HIA) as part of the application to explain how health considerations have informed the design.
- 7.5 Types and levels of health issues vary considerably across Sunderland and spatial planning has a role in meeting health needs throughout the city. The reasons for these variations are complex and are likely to include both disparities in health need and demand for health services. Health inequalities in Sunderland are apparent with the most deprived areas tending to experience the poorest health.
- 7.6 Sunderland City Council, Sunderland NHS and Sunderland's Strategic Partnership work together to identify the key priorities of the city's residents through Joint Strategic Needs Assessment (JSNA). The JSNA data highlights the health needs and current trends in the city in order to further understand and address the existing inequalities. NHS Sunderland and its partners recognise the challenges facing the

city in terms of addressing health inequalities and improving health outcomes. The NHS Sunderland Strategic Plan is the overarching plan for improving the quality of health care services and the health and wellbeing of the residents.

7.7 The focus of future land and facility requirements will be on ensuring there is adequate primary care provision in the city to meet local needs. The council will support the provision of additional health facilities and will work with NHS Sunderland and other service providers to ensure the city has a necessary supply and distribution of accessible premises to meet health care needs. Further information on health infrastructure is set out in the Infrastructure Delivery Plan.

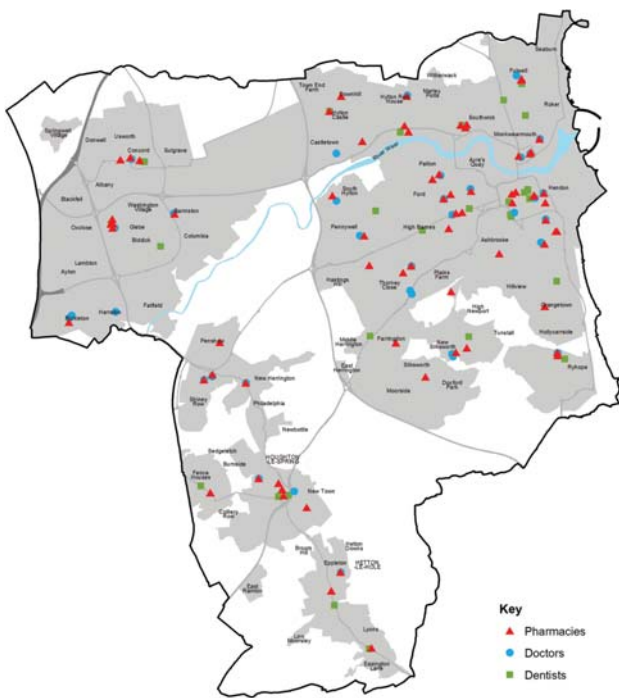


Figure 22 Map of pharmacies, doctors and dentists

7.8 In addition to the provision of health services, the built and natural environment plays a key role in encouraging children, young people and adults to engage in more physical activity, play, recreation and sports. This could lead to improved physical and mental health, reduced segregation and isolation, and prevent long-term illness, such as obesity and associated diseases. Spatial planning can also reduce and mitigate adverse impacts on health, by managing noise and air pollution, and designing walking routes and cycle lanes.

7.9 Health Impact Assessments (HIA) consider the potential impacts of planning policies and decisions on health and health inequalities. They identify actions that can enhance the positive effects and mitigate or eliminate the negative effects of developments. Health impacts should be considered at the very outset of developing planning proposals or strategies to ensure positive health outcomes. The Allocations and Designation Plan will identify land to deliver this policy.

## Protection and delivery of community, social and cultural facilities

7.10 Social infrastructure provides opportunities for residents to meet and share their interests and access essential services such as education, health care and family support. New developments can lead to increased pressure on existing community facilities and infrastructure either cumulatively or individually.

### Policy HWS2: Protection and delivery of community, sport, social and cultural facilities

The council will protect existing and support the development of new community, sport, social and cultural facilities including places of worship and public houses by;

1. resisting their loss, unless a replacement facility that meets the needs of the community is provided, or the community facility is no longer required in its current use and it has been demonstrated that it is not suitable for any other community use
2. where the latter is the case, evidence will be required to show that the loss would not create, or add to, a shortfall in provision for the specific community use and demonstrate that there is no demand for any other suitable community use;
3. supporting proposals for new and extended facilities. Major developments should preferably be located in designated centres, as defined by the retail hierarchy identified in Policy EP9;
4. requiring smaller scale proposals to demonstrate that the facility has good access by public transport, walking and cycling routes. Facilities must meet the requirements for end users, and meet current legislative standards where relevant, and must comply with other



policies in this Plan, particularly in regard to design, amenity and highway safety;

5. supporting the shared use of facilities, provided that it can be demonstrated that such shared use will not adversely affect the level of social and community provision in the local area or across the city;
6. requiring developments that result in additional need for facilities contribute towards enhancing existing facilities, or provide/contribute towards new facilities. This contribution will be addressed through Planning Obligations (Policy ID2) as appropriate; and
7. ensuring through legal agreement that community facilities provided through development remain as such in perpetuity.

7.11 Social Infrastructure provides opportunities for residents to meet and share their interests and access essential services such as education, health care and family support. New developments can lead to increased pressure on existing community facilities and infrastructure either cumulatively or individually.

7.12 If new developments are to be viable and sustainable in the long term, they need to create places where people want to live and work. Developments are therefore likely to require the provision of social infrastructure, to serve the new community, thereby enhancing the quality, image and desirability of the area. As such, the council will expect schemes that create additional demand for social infrastructure to make an appropriate contribution to the provision either on-site, close to the development, or within the appropriate catchment for the infrastructure type.

7.13 When assessing the impact of new development the council will consider:

- existing social infrastructure accessible to the development and their available capacity;
- the likely number of future occupants;
- the needs of community service providers operating in the area (public and community) and their accommodation requirements; and
- whether community or leisure facilities are proposed within the new development.

7.14 As well as encouraging new facilities and services it is important to protect viable facilities so far as is practicable, unless there is an overriding justification for their loss or exceptional benefits deriving from alternative forms of development. The council will require any application involving the loss of any community facility or land last used for community purposes to be supported by written evidence to justify its loss. The applicant will be required to consult with the Community Development Team and provide written evidence that they have marketed the facility for at least 6 weeks and consulted with the Local Voluntary and Community Sector and advertised in the local press. The level of detail will depend upon the nature of the proposal; the applicant should contact the council at the earliest stage to discuss this.

7.15 Evidence that may be required to support an application could include:

- the nature and condition of the building or site and the cost of repairs, renovations or improvements needed to allow the facility to continue in operation;
- the nature and location of comparable facilities;
- the potential to relocate the use into other premises or to another site in the area; and/or
- evidence that the local community has been notified in writing of the intention to close the facility and detail of representations received.

7.16 Exceptions to this policy will be considered where the proposals are part of the rationalisation of the estates of key public services, such as the Emergency Services, the Clinical Commissioning Group (or replacement body) and the Learning Trust. The Allocations and Designation Plan will identify land to deliver this policy.

## Culture, leisure and tourism

7.17 Leisure and tourism is important to the city and the city contains a number of cultural assets including the Empire Theatre, which regularly plays host to major touring West End productions, the National Glass Centre and the Sunderland Museum and Winter Gardens in the heart of the city.

- 7.18 The city also plays host to a number of events including the annually held Sunderland International Air Show and is due to play host to the Tall Ships race in 2018. In addition, the city has submitted a bid to be the UK City of Culture in 2021, which demonstrates the council's commitment to its cultural offer.
- 7.19 In October 2014 the Sunderland Cultural Partnership published the Sunderland Cultural Strategy. The Plan is aligned to this strategy and supports its aims.

**Policy HWS3: Culture, leisure and tourism**

1. The council will support the development of cultural, leisure and tourism development within the city to enhance and diversify its offer.
2. The following proposals will be particularly supported by the council:
  - i) development of the Music Arts and Culture quarter within the city centre for cultural development, including a new auditorium;
  - ii) leisure and tourism proposals at Seaburn and Roker seafront;
  - iii) delivery of the Beacon of Light project;
  - iv) new hotel development in the city centre;
  - v) delivery of permitted cinema and ancillary food and beverage units at Washington town centre; and
  - vi) the development of new sports hubs at Washington, Sunderland North and Sunderland South as part of the FA's Parklife programme.
3. Other proposals which support the council's bid to be UK City of Culture in 2021 will also be supported where they do not conflict with other policies within this Plan; and
4. Proposals for leisure uses on designated employment land will not normally be supported unless they satisfy the requirements set out in policies EP2 and EP3 for Primary and Key Employment Areas.

- 7.20 Policy HWS3 seeks to support cultural, leisure and tourism development within the city. Proposals for such uses should be focused within the main higher order centres within the city, as these locations are the most accessible by a wide range of transport options and would provide the opportunity for linked trips. Proposals for leisure uses in out of centre locations will be expected to follow the

sequential assessment approach, in accordance with the NPPF.

- 7.21 The Sunderland Leisure Needs Assessment (2016) considers the need for leisure development within the city over the period to 2035. The study indicates that there are no specific leisure needs which need to be proactively planned for by the council over the Plan period, however, the CSDP should provide a supportive policy approach for any proposals which may come forward. Policy HWS3 seeks to provide this supportive policy approach.

- 7.22 In accordance with the Leisure Needs Assessment, the cinema and supporting food and beverage units which have been permitted at Washington town centre will be supported as they will help to significantly improve the evening economy offer.

- 7.23 Moving forward, the council is committed to working closely with the Sunderland Music Arts and Culture Trust (MAC Trust) to deliver the MAC quarter development around the old Fire Station in Sunderland city centre.

- 7.24 The fabulous coastline and golden beaches at Roker and Seaburn are some of the city's key assets. The area has benefited from extensive regeneration and redevelopment over the last decade, resulting in increased visitor numbers and business/commercial development.

- 7.25 The council and its partners, through the Seafront Regeneration Strategy, are keen to build on the success to date and will continue to focus efforts on the regeneration of this stretch of the coastline. Development proposals for leisure and tourism related uses will be supported that further assist in the revival of this important area.

- 7.26 The council are working in partnership with the Football Association, Football Foundation and Sport England to deliver three football hubs across the city. Sunderland 'ParkLife Programme' aims to increase the numbers participating in football by increasing the number of 3G artificial pitches, associated facilities and improvements to grass pitches. At least one of the hub sites will also include a commercial health and fitness facility. It is anticipated that the Sunderland Parklife programme will be implemented 2018-2020.

- 7.27 The Allocations and Designation Plan will identify land to deliver this policy.

## 8. Homes

- 8.1 Housing provision is a fundamental element of the Plan. Sunderland's population is expected to increase to 286,000<sup>42</sup> by 2033 and is progressively ageing. Historic trends and the SHMA demonstrate an outward migration of working age population from the city area partly due to a lack of housing choice, which has left a legacy of inward commuting from neighbouring authorities to places of work in Sunderland.
- 8.2 The Plan seeks to stem outward migration through provision of new housing to meet the needs and aspirations of existing and future residents, creating sustainable neighbourhoods in which residents want to live and work.
- 8.3 Policies in this chapter will contribute to delivering inclusive neighbourhoods. They will ensure that a balance of good quality housing types, sizes and tenures can be delivered in sustainable locations across the city area. The approach will focus on existing housing stock and opportunities for renewal; new housing development and land availability to deliver new housing choice; identification of affordable housing requirements and tenure split; and provision for specific communities including student accommodation and the provision of accommodation for Travelling Showpeople, Gypsies and Travellers.

### Sustainable neighbourhoods

- 8.4 The NPPF sets out the requirements for local authorities to identify, and set policies to respond to, housing need in order to support the delivery of sustainable, inclusive and mixed communities.
- 8.5 At the heart of the city's growth agenda is the concept of sustainable neighbourhoods. This will ensure that future housing is delivered in the most sustainable way by contributing to the creation of a strong sense of place, having high standards of design and environmental sustainability, through climate proofing and supported by high quality infrastructure and facilities.

#### Policy H1: Sustainable neighbourhoods

The council will seek to ensure that Sunderland will become a more sustainable city to live by:

1. ensuring a sufficient supply of housing land is available to meet the council's Objectively Assessed Housing Needs (Policy H2);
2. supporting development proposals that provide a mix of housing types/design and tenures to meet current and future housing need, taking into account the ageing population (Policy H3);
3. delivering sufficient affordable housing to meet identified needs (Policy H4);
4. supporting the development of quality accommodation for students (Policy H5);
5. meeting the needs of Travelling Showpeople, Gypsies and Travellers (Policy H6);
6. supporting the provision of serviced and un-serviced plots to facilitate self and custom build schemes;
7. managing the existing housing stock to ensure an appropriate supply of good quality dwellings by (Policy H7):
  - i) bringing empty properties back into use and supporting programmes of improvement, renewal and replacement to regenerate the city's housing stock; and
  - ii) preventing over concentrations of Houses in Multiple Occupation and the loss of family housing, either through conversion, sub division, change of use or redevelopment (Policy H8).

- 8.6 Policy H1 sets out the strategic housing priorities for the council within the Plan. It seeks to ensure that the needs and aspirations of all existing and future residents are met. The remainder of this chapter sets out more detailed policies on how the council will seek to deliver each of these priorities.

<sup>42</sup> ONS Sub-national Population Projections 2014 based

## Housing supply and delivery

8.7 The SHMA identifies that the Objectively Assessed Housing Needs for the city over the Plan period, 2015-2033, is a minimum of 13,824 net additional dwellings. Policy SS3 indicates that the council will seek to meet this identified need in full within the Plan period.

### Policy H2: Housing delivery

1. The council will seek to meet its objectively assessed housing needs (13,824 net additional dwellings) through the following phased approach:
  - i) between 2015-2022, the annual housing target will be a minimum of 720 per annum; and
  - ii) between 2022-2033 the annual housing target will be a minimum of 800 per annum.
2. The council will ensure that it maintains a rolling five year supply of deliverable housing sites throughout the Plan period.
3. The requirement set out within this policy should be treated as a minimum and the council will support delivery in excess of this on appropriate sites.

it is recognised that the Housing Release Sites identified through this Plan will not become available for development until the Plan has been adopted and the land has been removed from the Green Belt. This will also, therefore, act as a constraint on the availability within the early years of the Plan period.

8.9 In recognition of the delivery constraint factors identified above and in order to ensure that the council maintains a continuous five year supply of deliverable housing sites in accordance with the NPPF, it is proposed that the annual housing requirement is set at a lower level at the beginning of the Plan period. It will then be increased for the remainder to ensure that the Objectively Assessed Housing Needs are met in full by 2033. The lower requirement established at the beginning of the Plan is the highest level achievable, based on land availability as set out within the SHLAA.

8.10 It should be noted however that all of the housing requirement figures set out within the policy are minimum requirements to enable the council to meet the city's Objectively Assessed Housing Needs in full. Delivery over and above these levels will be supported on appropriate housing sites.

8.11 The Allocations and Designation Plan will identify land to deliver this policy.

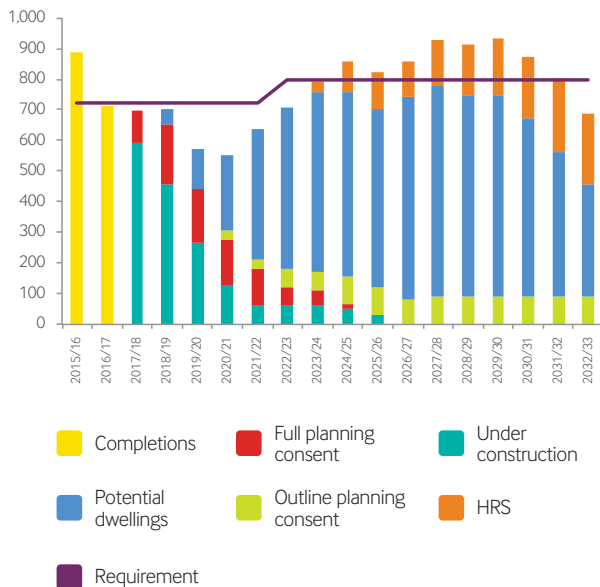


Figure 23 Housing trajectory

8.8 The SHLAA recognises that within the early years of the Plan period, there is a limited supply of housing sites. This is partially due to the long lead in times often associated with large strategic sites, such as those that form the South Sunderland Growth Area. In addition,

## Housing mix

8.12 Ensuring mixed and balanced communities, particularly in areas dominated by social and affordable rented housing is integral to achieving the Plan's objectives of delivering sustainable development and growth. It is essential that new homes within neighbourhoods provide a mix of high quality housing, of the right type/design and tenures to cater to the diverse needs of those who choose to live in Sunderland.

8.13 The council has published a range of strategies and plans (such as the Housing Strategy and Housing Investment Prospectus) to support the creation and delivery of sustainable neighbourhoods in the city area and improve the housing offer available to existing and future residents. The council aims to achieve mixed, inclusive and sustainable neighbourhoods by seeking a range of housing types suitable for households and individuals with different needs.

**Policy H3: Housing mix**

Proposals for new housing should seek to deliver an appropriate mix of housing types, sizes and tenures in order to meet identified needs and to create and maintain mixed and balanced sustainable neighbourhoods by:

1. contributing to meeting affordable housing requirements, market housing demand and specialist housing needs as identified through the council's SHMA or other evidence;
2. providing an appropriate mix of house types and sizes which enhances local housing options and is acceptable for the site and its location;
3. increasing the supply of larger detached dwellings in the city;
4. building new housing to accessible, adaptable and wheelchair user standards where appropriate;
5. building new housing to Lifetime Homes standards, where possible;
6. increasing the choice of suitable accommodation for the elderly population and those with special housing needs including bungalows and Extra Care housing;
7. achieving an appropriate density for the location of the development, which takes into account the character of the area and promotes the sustainable use of land; and
8. considering the inclusion of self-build and custom housebuilding plots as part of larger housing developments and identifying appropriate small sites, where there is an identified need.

8.14 The SHMA update 2017 identifies an imbalance of house types amongst the city's housing stock, with low levels of large detached family dwellings and bungalows, when compared to expectations and aspirations. The SHMA identifies this lack of choice is one of the major causes of out-migration to areas with a more appropriate supply of housing choice and is one of the main reasons behind the longstanding population decline in the city. It is necessary to ensure that an adequate and appropriate supply of housing choice is provided across the city in terms of type, tenure, design and price, to meet the needs of existing and future residents.

8.15 Policy H3 seeks specifically to address the issues identified through the SHMA by establishing the requirement for developments to increase the supply of larger detached houses within the city. In addition, the policy also seeks to ensure that new housing supply meets the needs of an ageing population, in recognition that almost a quarter of the city's population is forecast to be aged 65 or over by the end of the Plan period. In order to do this, the council will expect developers to build homes to Lifetime Homes standards where possible. Proposals for bungalows and other forms of specialist housing for older age groups will also be supported.

8.16 The council will seek to ensure that all new housing development is delivered to a density which is appropriate for its location, taking into consideration the character of an area. Higher densities will be encouraged in sites which have good public transport accessibility and are located in close proximity to designated centres. Higher density development will be particularly encouraged within the city centre. There may be occasions when a lower density would be more appropriate, for instance, a scheme exclusively for larger detached family dwellings. Where the applicant wishes to pursue a low density development, they are encouraged to contact the council at an early stage to establish the likely acceptability. The applicant will be expected to provide supporting information to justify density proposals within their Design and Access Statement.

8.17 The NPPF indicates that councils should plan to meet the needs of people wishing to build their own homes. In addition, the Self Build and Custom Housebuilding Act 2015 requires local authorities to establish registers of people or groups who are looking to buy land to commission or build their own new homes. The council established its own Self-Build and Custom Build Register in April 2016 in accordance with the provisions of the Act. By May 2017 there were a total of 25 entries on the register for Sunderland, which indicates that whilst there is some demand within the city, this is limited.

- 8.18 However, in order to meet identified needs for self-build and custom housebuilding, developers should consider including self-build and custom build plots as part of larger housing sites. The council will also establish a small sites register to help identify sites to meet the needs of those on the register.
- 8.19 A core planning principle of the NPPF is to make effective use of brownfield land. To maximise housing on brownfield land, the council is required to prepare a Brownfield Register under Section 151 of the Planning and Housing Act (2016). As a pilot authority, the council was one of the first in the country to publish its Brownfield Register, with the initial register including a total of 15 sites which are considered to be suitable and available for residential development.
- 8.20 Following the publication of the council's Brownfield Register, the Government has published the Town and Country Planning (Brownfield Land Register) Regulations 2017 and the Town and Country Planning (Permission in Principle) Order 2017, which set out in detail which sites should be included on a Local Planning Authority's Brownfield Register. The regulations indicate that the register should consist of two parts. Part 1 of the register will be a comprehensive list of all brownfield sites in a local authority area that are suitable for housing, irrespective of their planning status. Part 2 of the register will include those sites which the council considers should have Permission in Principle (PiP) for residential development. A PiP is a new form of consent which automatically grants planning permission for development, subject to developers submitting more detailed information to seek a Technical Details Consent (TDC), prior to development taking place on site.
- 8.21 The council will update its Brownfield Register so that it is consistent with the regulations and review this on an annual basis to ensure that brownfield land can be prioritised through the development system where viable and appropriate.

## Affordable housing

- 8.22 As part of the housing mix, the council needs to secure an appropriate level of affordable housing to meet identified needs. Affordable housing as defined in the NPPF, includes social rented, affordable rented and intermediate tenure types, provided for eligible households whose needs are not met by the market. Full definitions for affordable housing and the different tenure types are provided in the Glossary.
- 8.23 Whilst affordability is not as acute as in other parts of the country, it remains a significant issue for many households within the city and the council's latest SHMA indicates that there is an affordable housing imbalance of 542 dwellings per annum.

### Policy H4: Affordable housing

In order to deliver affordable housing to meet identified needs, all developments over 10 dwellings, or on sites of 0.5ha or more, will be expected to provide at least 15% affordable housing provision. Development of affordable housing should:

1. be provided on-site in order to help achieve mixed and balanced communities. However, off site provision or a financial contribution made in lieu maybe considered acceptable where it can be robustly justified.
2. be retained in affordable use in perpetuity; and
3. be provided to the same design and building standard as the market housing and be pepper-potted throughout the site.

Where an applicant considers that the provision of affordable housing in accordance with the requirements of this policy would make a scheme unviable, they must submit a full detailed viability assessment to demonstrate that this is the case and to show the maximum level of affordable housing that could be delivered on the site. The developer will be required to provide the maximum level of affordable housing possible.

- 8.24 Policy H4 sets out the council's approach for the delivery of affordable housing as part of major housing developments comprising of 10 dwellings or more. The affordable housing requirements set out within the policy reflect current and future housing requirements in Sunderland informed by the SHMA. Whilst it is acknowledged that the requirement would not meet the net affordable imbalance in full, as

set out within the SHMA 2017 update, the 15% requirement reflects the maximum level achievable within the city, when viability is taken into consideration. The detailed viability modelling work is set out within the council's Whole Plan Viability Assessment.

- 8.25 Notwithstanding this, the council does recognise that in some instances, it may not be possible to deliver the affordable housing requirement either because a site is located within a low value market area, or the site has a number of abnormal costs associated with it which makes viability difficult. The policy is therefore flexible enough to ensure that in these circumstances, the council can agree a lower affordable housing requirement to ensure deliverability of a scheme. In such circumstances the applicant will be expected to submit a detailed viability assessment to clearly demonstrate how the affordable housing requirement set out within Policy H4 would make the scheme unviable. Where the council accepts that a lower proportion of affordable housing would be appropriate on viability grounds, the applicant will be expected to deliver the maximum level of affordable housing possible.
- 8.26 In accordance with the SSGA SPD there will only be a 10% affordable housing requirement for proposals within the SSGA sites.
- 8.27 Affordable housing should be provided on site in order to ensure that developments contribute towards creating mixed and balanced communities. In some exceptional circumstances, the council may accept delivery of affordable housing off-site, where the off-site provision would be of superior quality than that which would be provided on site, or where off-site provision could contribute to wider council regeneration priorities.
- 8.28 Exceptionally, where it can be demonstrated to the council's satisfaction that neither on-site or off-site provision would be appropriate, the payment of a financial contribution in lieu of on-site provision may be acceptable. This may include a contribution towards the costs of land acquisition and refurbishment as set out in the draft Planning Obligations SPD where this includes the acquisition and refurbishment of empty homes these must be brought back at affordable rents in perpetuity.

- 8.29 Based on the 2017 SHMA update and in order to achieve a mix of tenures, affordable housing proposals should provide a tenure split of 80% affordable rent and 20% intermediate tenure, with the greatest need city-wide being for 1-2 bedroom properties followed by 3+ bedroom properties and 1-2 bedroom properties for older people. The council will consider the most up-to-date evidence when considering tenure split and property size.
- 8.30 It is important that the affordable housing is integrated into a new housing development and is of a similar design and build quality to the market housing. In addition, affordable units should be distributed evenly throughout the site (otherwise known as 'pepper potting'), which will ensure that developments contribute towards mixed and balanced communities.

## Student accommodation

- 8.31 Developing a vibrant city centre is a priority for the council. It is recognised that students and the University make an important contribution to the city's economy, increasing demand for services, shops, and housing whilst studying; and as potential future residents of the city who can contribute to its future prosperity and regeneration. Providing choice in accommodation and ensuring students reside in the city and do not feel isolated from the University and its activities, will help create the qualities and characteristics of a "University City".
- 8.32 The University of Sunderland has over 9,000 full-time students enrolled<sup>43</sup>, which results in a demand for student accommodation within the city. Despite student numbers in the city falling back in recent years, it is anticipated that student numbers will remain broadly static over the Plan period.
- 8.33 Whilst the number of students within the city is not expected to increase, there is still considerable interest from investors looking to build high quality new student accommodation within the city. It is therefore important to plan accordingly to direct new student accommodation to the most appropriate locations within the city.

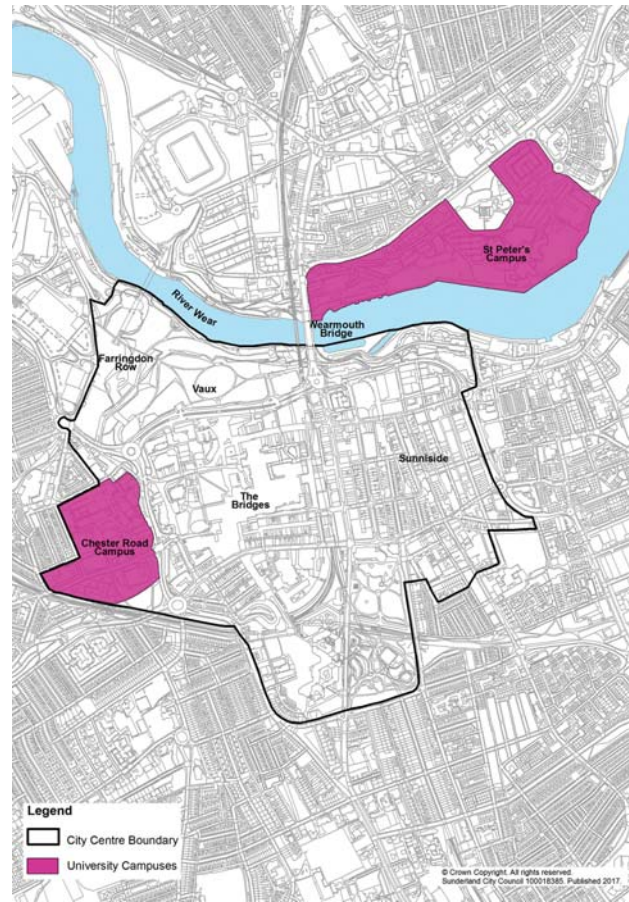
<sup>43</sup> Information provided by University of Sunderland.

**Policy H5: Student accommodation**

To assist in the regeneration of the city centre and in creating a 'University City', the council will support proposals for purpose-built student accommodation or the conversion of existing buildings for student accommodation within the city centre and on existing University campuses, provided that proposals demonstrate that:

1. the development meets an identified need in terms of quantity and/or demand in terms of quality;
2. the development is of a scale and appearance appropriate to its surroundings;
3. the development is located within close proximity to local facilities and is accessible to the university by foot and cycle and by public transport; and
4. the development provides high quality living accommodation in terms of design, layout, standards and facilities provided within the development, in accordance with the Student Accommodation SPD.

Should a proposal come forward that is not located within the city centre or on one of the existing University campuses, the developer will need to demonstrate there are no suitable and available sites to accommodate the proposed development within either the city centre or on an existing campus and also ensure compliance with the above points (1-4).



**Figure 24 University campuses**

- 8.34 Student accommodation will be directed to the city centre or the two university campuses that are within walking distance of the city centre. This will assist in the regeneration of the city centre and create a centre which can enhance the student experience and attract further investment, thus adding to the positive living experience for students. This will minimise private car use and encourage walking and cycling, ensuring students have good access to everyday facilities.
- 8.35 Proposals outside the city centre or campuses will need to demonstrate that consideration has been given to suitable and available sites within the city centre or on campuses.
- 8.36 The quality of the student accommodation provision is also fundamental. Students expect high quality accommodation with a range of facilities included. As such, all student accommodation should be developed to high standards, but the offer should ensure choice and value for money so students can opt for different types of accommodation depending on their circumstances. Design should be flexible for future change of use.



- 8.37 Notwithstanding the above, student accommodation numbers need to be managed in line with projected student numbers to ensure the city does not end up with an oversupply of accommodation, which cannot be easily converted to other uses.
- 8.38 Proposals will be expected to be in accordance with the Student Accommodation SPD.

## Travelling Showpeople, Gypsies and Travellers

- 8.39 Travelling Showpeople, Gypsies and Travellers have distinct accommodation needs. The lack of good quality sites impacts upon the health and education of these communities. The council will seek to enable the provision of suitable sites in appropriate locations that are sustainable in economic, social and environmental terms.
- 8.40 For planning purposes, the council will use the Government's definitions of Travelling Showpeople, Gypsies and Travellers and as set out in the 'Planning Policy for Traveller Sites' document which was published in March 2012 and any subsequent national guidance, which replaces this.
- 8.41 There are currently four Travelling Showpeople sites within the city comprising of a total of 100 plots. There are no designated sites for Gypsies and Travellers within the city.
- 8.42 In order to understand the future need for Travelling Showpeople plots and Gypsy and Traveller pitches within the city over the Plan period, the council has undertaken a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment Update (2017).
- 8.43 The assessment identifies the need for a total of 33 additional plots for Travelling Showpeople within the city over the Plan period to 2033. Whilst the assessment identifies that there is no need for any permanent sites for Gypsies and Travellers within the city over the Plan period, it is identified that there is a need for a stopover site to accommodate 5 pitches within the city. This will provide the council with a designated site to direct Gypsies and Travellers to, in response to the relatively small number of unauthorised encampments that the city receives on an annual basis.

### Policy H6: Travelling Showpeople, Gypsies and Travellers

The council will meet the needs of Travelling Showpeople and Gypsies and Travellers by:

1. allocating land for new Travelling Showpeople sites at Station Road North, and Market Place Industrial Estate, to accommodate 15 plots in the short term;
2. identifying Station Road North/Pearsons Industrial estate and Market Place Industrial Estate as broad locations to accommodate 18 plots to meet medium and long term needs of Travelling Showpeople;
3. allocating a new stopover site to accommodate 5 Gypsy and Traveller pitches at either;
  - i) Hendon Road East, Hendon/Sandmere Road;
  - ii) Leechmere Industrial Estate; or
  - iii) The car park at Hetton Lyons Ponds;
4. safeguarding existing Travelling Showpeople sites, unless it can be demonstrated that:
  - i) there is no longer a need for the site, or
  - ii) capacity can be better met elsewhere
5. considering proposals for new plots/pitches where it can be demonstrated that these needs cannot be met on allocated sites or within the broad locations. Subject to this being the case, all proposals for new plots/pitches must:
  - i) be accessible to public transport, services and facilities, and be capable of support by local social infrastructure;
  - ii) be capable of connection to energy, water and sewage infrastructure;
  - iii) provide safe access to and from the main road network;
  - iv) support the health and wellbeing of the occupiers;
  - v) provide an appropriate layout and facilities;
  - vi) not adversely affect the character of the immediate area, the amenity of nearby residents or the operations of adjoining land uses;
  - vii) not have an adverse effect on the health and wellbeing of any site occupiers or on others as a result of new development, such as noise and disturbance; and

- viii) be of sufficient size to accommodate plots/pitches of an appropriate size, and, in the case of Travelling Showpeople, to accommodate appropriate levels of storage space;
- 6. ensuring a rolling five year supply of deliverable sites for Travelling Showpeople and Gypsies and Travellers are maintained.

- 8.44 The study indicates a need for the first five years of the Plan (18/19-22/23) for 15 plots for Travelling Showpeople, this takes into account a shortfall of 6 plots which are required for the 2015/16-2017/18 period. The medium to longer term needs require a further 18 plots. The plots are to meet new households which will emerge during the Plan period and existing households who intend to relocate to another yard within the city.
- 8.45 In order to ensure that identified needs for Travelling Showpeople are met in full, Policy H6 seeks to protect existing sites and identify new site allocations to meet needs in the short term and identify broad locations for growth in the medium to long term. For Travelling Showpeople a new site will be allocated at Station Road North, Hetton-le-Hole and Market Place Industrial Estate, Houghton-le-Spring. Broad locations for future provision have been identified at Station Road North/Pearsons Industrial estate, Hetton-le-Hole and Market Place Industrial Estate, Houghton-le-Spring.
- 8.46 With regard to meeting the needs of Gypsies and Travellers in full, a new site allocation for a stop-over site has been identified at either Hendon Road East, Hendon/Sandmere Road, Leechmere Industrial Estate or car park at Hetton Lyons Ponds which will be able to accommodate all of the required pitches. Following consultation on the draft, the council will identify the preferred site.
- 8.47 Whilst the council is satisfied that the allocations and broad locations identified through the policy will be sufficient to meet needs through the full Plan period, it is recognised that the Plan also needs to have sufficient flexibility to address any planning applications which come forward for new sites in other locations. In the first instance, Travelling Showpeople and Gypsies and Travellers will be expected to utilise plots and pitches on existing sites, those new sites allocated, or within the broad locations

identified (for Travelling Showpeople). Only if the council is satisfied that there is no availability on existing sites, will applications for new sites be considered in line with the criteria set out within the policy. The provision of additional pitches will be monitored annually, to ensure that the council can demonstrate that it has a five year supply of sites in accordance with the Government's Planning Policy for Traveller Sites.

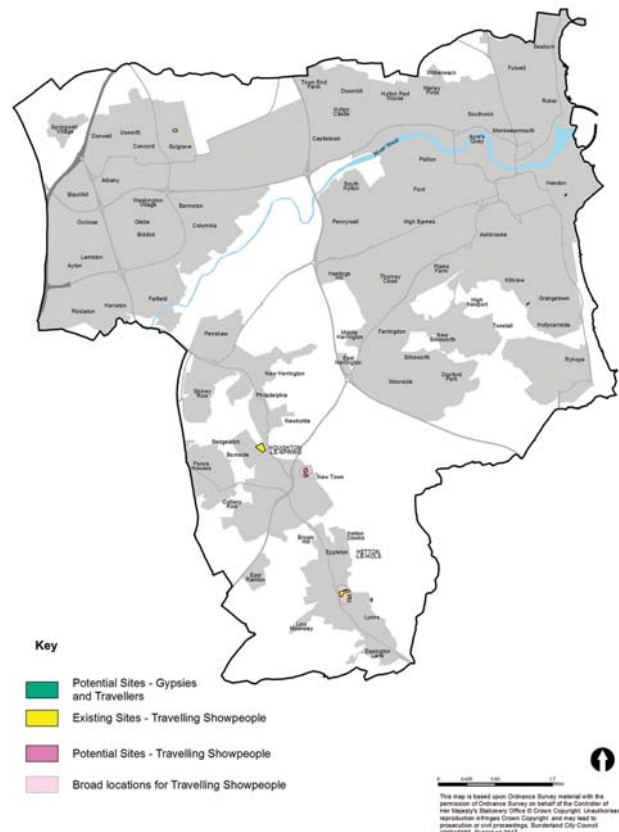


Figure 25 Travelling Showpeople, Gypsies and Travellers

### Existing housing

- 8.48 Regardless of proposed new housing development, the city's existing housing stock will remain its most important asset. However, it is recognised that there continues to be a number of empty properties within the city. Whilst most of these are short-term in nature, there are a relatively small number of long-term empty homes, (those over 6 months), corresponding to approximately 1.3% of housing stock within the city<sup>44</sup>.

<sup>44</sup> DCLG

8.49 It is recognised that where existing housing is obsolete and not viable for improvement, demolition many provide the opportunity to provide replacement housing that better meets local needs and aspirations of the area.

#### **Policy H7: Residential conversions and change of use**

The loss of existing housing stock through change of use or redevelopment schemes, will only be supported where the applicant can demonstrate:

1. the dwelling(s) no longer provide accommodation of a satisfactory standard;
2. that it is financially unviable to improve or adapt the existing dwelling(s); and
3. the locality and character of the environment are no longer appropriate for residential use or where replacement housing is proposed, the new dwelling(s) align to the needed type, mix or tenure of housing identified in the most recent SHMA.

8.50 Bringing an empty property back into residential use or modernising an older property is considered more sustainable than its loss, as it not only contributes to the housing supply but helps sustain communities. However, the council does understand that retention is not always appropriate and in certain instances losses are unavoidable. When clearance does occur, the redevelopment of residential areas can also help contribute to creating improved living environments by new stock being aligned more to the required house types and sizes of the area.

8.51 The loss of existing housing stock as part of large scale housing area renewal schemes will be supported where a detailed feasibility study or neighbourhood assessment is provided to inform a Housing Delivery Plan, alternatively, Masterplans or Area Action Plans will also guide development.

### **Houses in multiple occupation (HMO)**

8.52 A house with shared facilities (such as sharing a kitchen, bathroom or toilet) that is the main residence for three or more occupiers, forming more than one household is considered to be a HMO. HMO's account for the majority of the student private rented sector.

8.53 Wards such as St Michael's, Pallion, Hendon, Barnes, Millfield and St Peter's are known to accommodate high levels of HMOs and students. These areas have seen the decline of traditional dwelling houses and in some instances, amenity issues have become problems for permanent residents.

#### **Policy H8: Housing in multiple occupation**

Proposals for HMOs will be permitted providing that they are in accordance with the Article 4 Direction (where relevant) and

1. the property is located where increased traffic and activity would not be detrimental to local amenity;
2. the intensity of use will not adversely affect the character and function of the locality;
3. the proposal would not be detrimental to the amenities of neighbouring properties by causing undue noise and disturbance; and
4. adequate provision for parking, servicing, refuse, recycling arrangements and the management and maintenance of the property can be demonstrated through the submission of a management plan; and the proposal would not result in an over concentration of HMOs within the local area.

8.54 The council will support proposals for HMOs where they can demonstrate that HMO development will not have a detrimental effect on the character and function of an area, its local amenity or neighbouring properties. When considering whether there is an over concentration of HMO properties within an area, the council will consider each proposal on its individual merits, taking account of the number of existing HMOs within the area and the character of the area.

8.55 Article 4 Directions have been implemented where the number of HMOs in an area, including student accommodation are having a detrimental effect on the character and function of that area. In Sunderland 5 wards across the city, namely Barnes, Hendon, Millfield, St Michael's and St Peter's have Article 4 Directions. These remove permitted development rights preventing the change of use to HMOs without planning approval.

## Backland development and tandem development

- 8.56 The spacious nature and low density of some of Sunderland's mature suburbs has led to development pressure for the intensification of existing housing areas through development of backland plots. This can have a significant impact on local distinctiveness and conservation by the erosion of the unique character that makes these places special, particularly if the principles of good design are not taken into account. It is essential therefore if development takes place in these areas, that it is appropriate in all respects and that it makes a positive contribution to the environment and community within which it is located, having regard to conservation and sustainable design policies to ensure the local distinctiveness and character of these areas is maintained.

### **Policy H9: Backland and tandem development**

Planning permission will be granted for schemes for residential new build within the curtilage of an existing dwelling providing that:

1. the proposals form and scale respects the local character of the area with regard to density, size and massing of existing buildings;
2. the plot depth is appropriate in size and would offer an adequate level of separation between dwellings to ensure that an acceptable level of amenity is retained;
3. the scheme can demonstrate suitable access, having regard to existing dwelling frontages and street scenes; and
4. existing landscape and streetscape features (e.g. mature trees or other landscape features), that are part of the unique character of the area and contribute to local distinctiveness, are integrated into the scheme proposal.

## 9. Economic prosperity

9.1 The council is committed to bringing economic prosperity into the city in order to attract inward investment and help existing businesses thrive. This Plan will help to build on our city's inherent strengths to ensure that Sunderland can meet the twin challenges of global competition and a low carbon future.

9.2 Sunderland benefits from a diverse economy with a strong manufacturing base and an increasing office-based service sector, but it is recognised that much more can be done to enhance the attractiveness and success of the city centre, our town centres, riverside and areas of employment. The economic growth policies set out in this chapter, and on the Policies Map, build upon the existing positive attributes of the city and set out a strategy for its future.

### Economic growth

9.3 Sustainable economic growth is essential to maintaining and enhancing the overall prosperity of residents in Sunderland. A healthy economy is a fundamental factor in shaping our society by improving the quality of life and prosperity of residents. Our priority is to encourage economic growth through knowledge, innovation and creativity. This means helping businesses to improve their productivity without damaging our quality of life or environment.

9.4 The Sunderland Economic Leadership Board's (ELB's) 3,6,9 Vision provides a mechanism for co-ordinating and focusing a range of projects and initiatives around the ELBs three themes: infrastructure; vibrancy and sector growth; and skills. A key element of the Vision is its success in creating a strategic platform that articulates and brings together a wide range of infrastructure, capital and development projects which are already underway or planned in the future.

9.5 In 2014, the NELEP published its Strategic Economic Plan (SEP) which set out priorities for growth and investment. This seeks to deliver 'new and better' jobs with over 100,000 new jobs created by 2024 and the amount of GVA to be increased significantly, reducing the

gap between the North East and the rest of England (excluding London). In March 2017, NELEP published the refresh of its SEP.

9.6 It is therefore important that the CSDP puts policies in place which supports the growth ambitions identified through the Economic Masterplan, the 3,6,9 Vision and the NELEP's Strategic Economic Plan.

#### Policy EP1: Economic growth

The council will facilitate sustainable economic growth within the city by:

1. delivering an automotive focussed International Advanced Manufacturing Park on land to the north of Nissan;
2. ensuring an attractive and flexible supply of at least 95ha of employment land is made available to deliver the council's strategy for economic prosperity and job growth and investment (Policies EP2 and EP3);
3. encouraging the development of new employment sectors which will diversify the economy and support the city's long-term economic growth including:
  - i) attracting low carbon businesses and technologies to key areas including the A19 Corridor Enterprise Zone;
  - ii) prioritising the city centre for office development through the redevelopment of the former Vaux site for office-led regeneration (Policy SA1).
  - iii) supporting developments which assist in the creation of the "University City"; proposals for facilities which support high-tech and knowledge-based sectors will be encouraged in the city centre;
  - iv) exploiting the potential of the Port of Sunderland, utilising its Enterprise Zone (EP2 & CC4);
  - v) promoting the development of the tourism, leisure, heritage and culture sectors (including the evening economy in the city centre) (Policy HWS3); and
  - vi) encouraging investment in education and training in order for people to develop the qualifications and skills that are attractive to business and vital to new enterprise.

- 9.7 Employment land is a finite resource and needs to be protected to ensure that sufficient land is available in the right locations to allow the city's economy to prosper. Employment sites are increasingly subject to pressure for the development of non-employment uses (typically housing), with an average of 4.9 hectares of employment land per year being lost to alternative uses over the period from 2005 to 2014<sup>45</sup>. The identification of a sufficient and flexible supply of land for economic development in sustainable locations which are attractive to new and existing businesses, will play a key role in delivering and sustaining this growth and prosperity.
- 9.8 In order to drive economic growth within Sunderland and the wider region, Sunderland City Council in partnership with South Tyneside council are seeking to deliver an IAMP on land to the north of the existing Nissan plant in order to build upon the inherent strengths of the area in manufacturing, and particularly the automotive sector. The IAMP will cover an area of 100 hectares, with a further 50 hectares of land safeguarded for future development. It is anticipated that the IAMP will create over 5,000 jobs directly on the site with many more in the wider area.
- 9.9 The council's 2016 Employment Land Review (ELR)<sup>46</sup> and associated Post EU Referendum forecasting addendum (2017)<sup>47</sup> have been prepared to identify the need for general employment land for B1, B2 and B8 use class development over the Plan period up to 2033. The ELR indicates that there will be a requirement for between 95 and 115 hectares of general employment land over the Plan period to meet identified needs. The addendum confirms that the range identified in the 2016 ELR is still appropriate; however there is some downward pressure which would suggest planning towards the bottom of this range. This does not include the land required for the IAMP, which is in addition to the general employment needs identified through the ELR and is being brought forward separately through the IAMP AAP. The ELR has, however, considered the potential impacts of the IAMP when identifying future need.
- 9.10 Whilst in quantitative terms, the city has a sufficient supply of employment land available to meet identified needs (based on the current employment allocations identified through the Unitary Development Plan) the ELR indicates that this is not necessarily within the most attractive commercial locations, with a significant oversupply identified within the Sunderland South subarea and an undersupply identified within the Washington subarea.
- 9.11 However, whilst the ELR identifies a shortfall of employment land at Washington, it is recognised that in reality the IAMP will be able to accommodate some of this growth within the automotive and advanced manufacturing sectors. This, together with the fact that Washington is tightly constrained by Green Belt and no landowners within the Washington area have specifically promoted their land to the council for employment uses, the council has determined that it is not appropriate to plan to meet the identified shortfall through the CSDP. Furthermore, the ELR identifies that there is a considerable oversupply of employment sites in Sunderland South. Whilst these sites are not currently attractive to the commercial market, following the completion of the new Wear Crossing and the Sunderland Strategic Transport Corridor Phase 3, they will become much more accessible to the strategic road network and it is anticipated that these will be able to meet some of this demand, if necessary. The supply of employment land will be carefully monitored, however, to ensure that an undersupply of employment land does not constrain economic growth in the area.
- 9.12 Notwithstanding the above, due to the lack of potential additional supply for employment land within the Washington area, the council would welcome landowners to put sites forward for consideration as part of this draft CSDP consultation. Any such proposals would need to be carefully considered in terms of their impacts.
- 9.13 In order for the city's economy to be successful moving forward, it will also be necessary for the Plan to offer sufficient flexibility to embrace key growth sectors.
- 9.14 Low Carbon advanced manufacturing is considered to be a key growth sector within the city, capitalising on the opportunities which will become available as nations embrace more low carbon technology in order to

<sup>45</sup> ELR

<sup>46</sup> Sunderland Employment Land Review

<sup>47</sup> Employment Land Review Post EU Referendum Forecasting Analysis (20 February 2017)

become more resilient to climate change. The Economic Masterplan identified a small number of key sectors that are already present within the city with significant potential to further develop.

- 9.15 Nissan's decision to invest in electric vehicle production in Sunderland, including the battery plant and production of the LEAF car, make the city a natural leader in the technological development in this area. The decision to designate the city as the UK's Low Carbon Economic Area for Low Carbon Vehicles and the allocation of Enterprise Zone status to sites adjacent to the Nissan plant, offer a range of opportunities for growth.
- 9.16 The University is a key asset for the city, providing a highly skilled workforce. However, there is recognition that currently, upon graduation, a lot of this talent is lost to other areas, as graduates look for employment opportunities elsewhere. The council wants to address this by creating a strong knowledge based economy where businesses are encouraged to move here, set up, and stay because of the availability of high-level skills and knowledge.
- 9.17 In particular there is a focus on business growth in those sectors that present the greatest opportunity for growth in the city including electric vehicles, offshore wind and software. The city also boasts the UK's second largest municipally owned port, the Port of Sunderland, which provides cargo handling, warehousing and distribution services.
- 9.18 The urban core and other town, district and local centres within the authority area are an important aspect of the local economy, providing shops, services and community facilities to serve our local communities. These centres help give areas their own identity and are particularly important to members of the public who are less mobile, or do not have easy access to a car. The council will seek to protect and enhance the vitality and viability of these centres through the CSDP.
- 9.19 The function and role of centres is changing over time with a decline in emphasis on retail, associated with the growth of special forms of trading such as online and click and collect, and the emergence of a much wider diversity of uses strong growth sectors such as leisure, food and drink and entertainment uses. It is

important that the CSDP reflects these changes and supports a wider diversity of uses within centres to ensure they remain competitive and vibrant in the future.

- 9.20 The need to regenerate the city centre is an agreed priority of the council. A key element in this is the need to "grow" the city centre office market in order to provide the range and number of city centre B1a offices found in other similar sized cities. In order to achieve this, the council is supporting the office-led mixed use regeneration of the former Vaux Brewery site on the northern edge of the city centre. Work has commenced on the first landmark building on the site and outline permission has also been granted for the wider scheme, which includes residential and ancillary uses.

## Employment land

- 9.21 The NPPF states that one of the roles of the planning system is to contribute to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation.
- 9.22 Providing a supply of land for business and industry is essential for achieving our vision of a flourishing economy. Our portfolio of economic land needs to provide a range and quantity of sites flexible enough to accommodate changing economic circumstances and respond to market demands, while supporting emerging sectors and entrepreneurship within sustainable locations. The council has appraised the existing employment land portfolio in the city and has identified those areas which are most suited to supporting the development of the local economy.
- 9.23 Existing employment areas across the city are providing, and must continue to provide, an important location for business and industry to carry on their activities if the economy of Sunderland is to prosper and grow. The council has adopted a two-tier approach of Primary and Key Employment sites within the CSDP. This will ensure an appropriate level of protection is afforded to individual estates commensurate with their role and importance to the local economy.

## Primary Employment Areas (PEAs)

- 9.24 Primary Employment Areas (PEAs) are those existing employment areas which are considered essential to the long-term success of the city. These are located in the strongest demand areas and should be entirely protected from non-employment uses which could impact upon their viability as employment locations.
- 9.25 In order to support sustainable patterns of development, some small scale ancillary uses will be supported in Primary Employment Areas where this meets the day to day needs of workers on the employment sites.

### Policy EP2: Primary Employment Areas

1. The following areas are allocated as Primary Employment Areas and will be safeguarded for B1 (Business – excluding B1a), B2 (General Industrial) and B8 (Storage and Distribution) employment use:
  - i) Doxford International (PEA1);
  - ii) The Port of Sunderland (PEA2);
  - iii) Hylton Riverside (PEA3);
  - iv) Sunrise Business Park (PEA4);
  - v) Rainton Bridge (North and South) (PEA5);
  - vi) Glover (PEA6);
  - vii) Pattinson North (PEA7);
  - viii) Pattinson South (PEA8);
  - ix) Stephenson (PEA9);
  - x) Wear (PEA10);
  - xi) Nissan (PEA11);
  - xii) Turbine Park(PEA12); and
  - xiii) Hillthorn Farm (PEA13).
2. Within these areas proposals for new development and changes of use that are not within a B use class will not normally be permitted
3. The only exception will be proposals for small ancillary uses where these can be shown to genuinely support, maintain or enhance the business and employment function of the area. These could include shops (A1) including sandwich bars; or cafes (A3) including snack bars and cafes.
4. The maximum permitted floorspace for individual ancillary units will be 50sqm (gross). The number and distribution of units will be

carefully considered to avoid an over-concentration that might affect the function and appearance of the area. If considered necessary, conditions will be imposed to prevent the further change of use of units.

5. Other uses will be considered on their merits. In all cases all new uses must:
  - i) be of a type, scale and appearance compatible with the established character and function of the Primary Employment Area;
  - ii) not adversely prejudice the day-to-day operation of the Primary Employment Area through parking, traffic generation or pedestrian movement; and
  - iii) not result in an unacceptable dilution of the employment function of the Primary Employment Area.

## Key Employment Areas (KEAs)

- 9.26 Key Employment Areas (KEAs) are those existing employment areas which are still required to meet anticipated needs for employment floorspace over the Plan period, as evidenced through the council's ELR, but are recognised as older and less effective employment areas, in locations of weaker demand. The council therefore proposes to adopt a more flexible approach with regard to these sites, allowing them to be used for alternative uses where it can be demonstrated that they are no longer required to meet employment needs and the proposed alternative development would be appropriate in that location.

### Policy EP3: Key Employment Areas

1. The following sites are allocated as Key Employment Areas and will be safeguarded for B1 (Business - excluding B1a), B2 (General Industrial) and B8 (Storage and Distribution) employment use:-
  - i) Hendon (KEA1);
  - ii) Leechmere (KEA2);
  - iii) Pennywell (KEA3);
  - iv) Pallion (KEA4);
  - v) Pallion Shipyard (KEA5);
  - vi) Deptford (KEA6);
  - vii) Low Southwick (KEA7);
  - viii) North Hylton Road (KEA8);



- ix) Armstrong (KEA9);
- x) Crowther (KEA10);
- xi) Hertburn (KEA11);
- xii) Parsons (KEA12);
- xiii) Swan (KEA13);
- xiv) New Herrington (KEA14);
- xv) Dubmire (KEA15);
- xvi) Houghton Market Place (KEA16); and
- xvii) Hetton Lyons East (KEA17)

2. The release of vacant land or premises within Key Employment Areas to uses outside the B use classes will only be considered acceptable where it can be demonstrated that:
  - i) the council's Employment Land Review recommends its release for another purpose, or it can be demonstrated to the council's satisfaction that a site is no longer viable or capable of accommodating economic development uses; and
  - ii) the integrity, function and operation of the remaining Key Employment Area for employment purposes is not adversely affected; and
  - iii) the site is of an insufficient quality and/or suitability to accommodate existing types of industrial demand; and
  - iv) the site has been unused for employment uses for at least two years, despite having been properly marketed on reasonable terms.
3. The council will require a statement of the efforts that have been made to market the land or premises for employment development (i.e. Use Class B1, B2 and/or B8). The statement shall include clear and genuine evidence demonstrating that the land/premises has been widely marketed through an agent/surveyor dealing in commercial property at a price that reflects its current market value for employment purposes continuously for at least the last 24 months and that no reasonable offer has been refused.

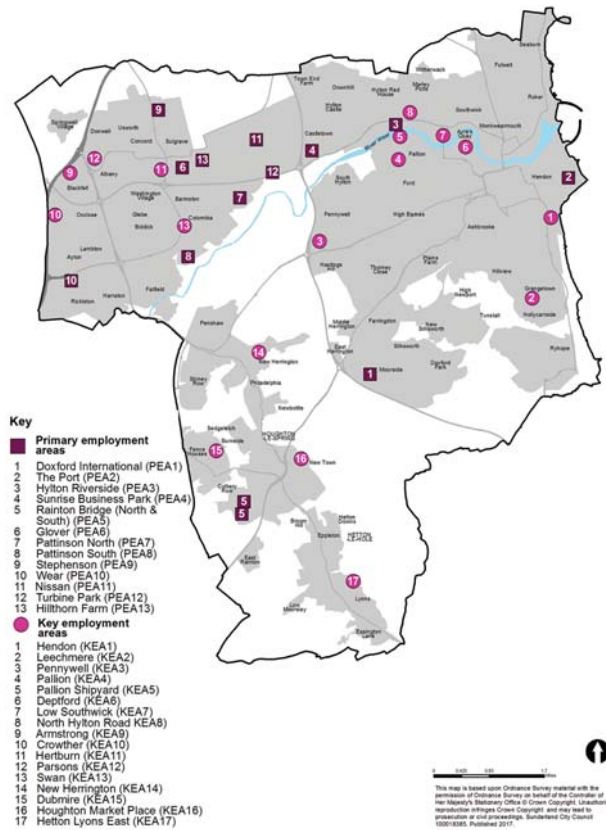


Figure 26 Employment areas

- 9.27 The NPPF indicates that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose.
- 9.28 Although the council values employment land, there are circumstances where it will be appropriate to support alternative uses. It is therefore proposed to have a more flexible approach with regard to these Key Employment Areas through the Plan to allow their reuse for alternative uses. This is if it can be clearly demonstrated that they are no longer required for employment use, its loss would not result in shortfall of employment land over the Plan period; and would not adversely impact upon the viability of the wider employment area.
- 9.29 It is important that proposals which would result in the loss of employment land or properties are properly assessed in order to ensure that the loss can be completely justified. It should be noted that the Statement of Efforts and Proof of Marketing will only be part of an assessment by the council of where the proposed alternative use is acceptable. Consideration of economic viability will need to

take account of the costs of re-using the premises for employment purposes. The appropriateness of non-employment use will need to be assessed in terms of the other provisions of the policy.

## Other employment sites

- 9.30 There are also a number of existing employment sites which are not identified as a Primary or Key Employment Areas. These tend to be older, less marketable employment sites close to, or within residential areas, where proposals for redevelopment for other uses - more likely to be residential use - could give rise to significant regeneration benefits.
- 9.31 Whilst the council will continue to support these existing businesses, it is also necessary for the Plan to allow flexibility to allow them to be reused for alternative forms of appropriate development.

### Policy EP4: Other employment sites

On non-designated employment sites, proposals for new employment uses or extensions to existing employment uses will be supported. Proposals for the change of use or redevelopment of land or premises that are presently in employment uses but not within a Primary or Key Employment Area will be considered favourably where it can be demonstrated they can secure other significant regeneration benefits and are considered acceptable development.

## New employment areas

- 9.32 Whilst the city's established employment areas will be the most appropriate location for businesses, it is acknowledged that in order to maximise opportunities to grow the local economy and be responsive to changing market conditions, there may be occasions where a certain use requires a location outside of these areas. Policy EP5 seeks to provide this additional flexibility by supporting such development where it would be acceptable in all other regards.

### Policy EP5: New employment areas

1. The council will support proposals for new employment uses outside Primary and Key Employment Areas where it can be demonstrated that the proposed use:
  - i) cannot be accommodated within the existing Primary or Key Employment Areas;
  - ii) can be provided with appropriate vehicular access;
  - iii) would not be detrimental to local amenity; and
  - iv) where such uses would not be contrary to other policies within the Sunderland Local Plan.

## Offices

- 9.33 Office development has traditionally been focussed within urban core and town centres, however, over recent decades there has been a significant shift in the location of offices, with more choosing to locate to out-of-centre facilities on purpose-built business parks. This trend has been particularly stark within Sunderland, with the creation of new business parks at Doxford International, Hylton Riverside and Rainton Bridge being the primary focus for office development over the past couple of decades.

### Policy EP6: Offices

The council will support the development of office development (Use Class B1a) within the following locations:

1. Vaux strategic site allocation (Policy SA1);
2. Primary Employment Areas at Doxford International, Hylton Riverside and Rainton Bridge South (PEA1, PEA3 and PEA5); and
3. Within other designated centres as identified within the retail hierarchy set out in Policy EP9.

The development of new office floorspace in other locations (including Primary Employment Sites and Key Employment Sites not specified under criterion 2) will normally be resisted unless they are ancillary to the principal use, or it can be demonstrated to the council's satisfaction that it is necessary for the development to be located there for operational reasons.

- 9.34 In order to improve the vitality and viability of the urban core, the council is seeking to direct most new office development to the former Vaux site, which will see the creation of a new Central Business District within the city centre. The former Vaux site is therefore identified as a strategic allocation for office-led development under Policy SA1.
- 9.35 Whilst the former Vaux site should be the primary focus for new office development within the city, it is also recognised that some of the Primary Employment Areas are also business parks which contain predominantly office uses, therefore it would be appropriate to continue to support the development of offices in these locations. The Primary Employment Areas where office development will continue to be supported are at Doxford International, Hylton Riverside and Rainton Bridge South.
- 9.36 Office development is recognised as a main town/city centre use within the NPPF and, therefore, it is considered to be appropriate development within designated centres. The council will therefore support the development of new retail floorspace in designated centres, as identified within the retail hierarchy set out in Policy EP9.
- 9.37 Office development on other sites including designated employment sites, should normally be resisted, unless it is an ancillary use, or it can be demonstrated that it needs to be located in that location for operational reasons.

## Trade counters

- 9.38 Certain business uses found in employment areas require an ancillary trade counter for the sale of goods. It is therefore important that the Plan allows sufficient flexibility to meet these operational requirements.

### Policy EP7: Trade counters

1. Where industrial users require a “trade counter” or “factory shop” type of facility, some limited retailing may be permitted. In these cases, retailing will be limited to a maximum of 15% of the existing floorspace and only comprise the sale of goods made or stored on the premises. In all cases, the floorspace to be used shall not exceed 1,000m<sup>2</sup>.
  2. Proposals for a trade counter/factory shop will not be supported where they would:
    - i) compromise the industrial nature of the site or area in question;
    - ii) attract customers in such large numbers so as to impede the access arrangements and cause significant operational difficulties for other neighbouring occupants; or
    - iii) adversely affect the vitality or viability of any nearby local centre.
- 9.39 In order to retain the employment character of these areas it is important that in these cases the retailing element does not become over-dominant. To ensure that this is the case, Policy EP7 seeks to ensure that a maximum of 15% of internal floorspace may be permitted to be used for sales.
- 9.40 Retail uses should be focused within designated centres within the city. In order to protect the vitality and viability of existing centres, it should be ensured that any trade counter development is not of a sufficient scale that is likely to have a significant adverse impact upon the city’s designated centres. The policy therefore establishes an upper limit of 1,000m<sup>2</sup> for ancillary retail use.

## Retail and centres

- 9.41 The city centre and other town, district and local centres within the authority area are an important aspect of the local economy, providing shops, services and community facilities to serve our local communities. These centres help give areas their own identity and are particularly important to members of the public who are less mobile, or do not have easy access to a car. The council will seek to protect and enhance the vitality and viability of these centres.

## Designated centres

9.42 It is important that the vitality and viability of the designated centres in the city are safeguarded and enhanced. The network of centres has an important role to play in delivering sustainable and inclusive communities, providing access to shops, offices, community facilities and leisure opportunities.

### Policy EP8: Designated centres

1. The council will continue to support the roles of its designated centres to ensure they remain as thriving and viable destinations, consistent with their scale and function (as set out within the retail hierarchy in Policy EP9).
2. The development of main town centre uses, will be focused within existing designated centres. Development outside of existing centres will be expected to follow the sequential assessment approach.
3. Thriving centres in Sunderland will have common features, including:
  - i) a range of every day facilities to support health and wellbeing;
  - ii) accessibility by all modes of transport;
  - iii) adjacent higher density housing that helps to support local facilities and public transport ;
  - iv) high quality, safe and secure design of buildings, streets and public spaces;
  - v) green, attractive and healthy environments;
  - vi) environments that are attractive to people of all ages and social groups, that encourage social interaction; and
  - vii) potential to take advantage of energy saving opportunities including combined heat and power.
4. In order to meet identified development needs, at least 45,400m<sup>2</sup> of comparison retail floorspace (Use Class A1) will be provided by 2033.
5. Leisure, tourism and cultural development will be supported in designated centres.

9.43 Policy EP8 sets out the overarching strategy for designated centres within the city. In order to protect their vitality and viability, the designated centres should continue to be the focus for the development of main town centre uses. In accordance with the NPPF,

proposals for main town centre uses in out of centre locations will be expected to follow the sequential assessment approach, prioritising locations which are accessible and well connected to designated centres. For clarity, for the city and town centres, the Primary Shopping Area forms the centre boundary for sequential assessment purposes. For all other centres, it is the centre boundary which should be used. The boundaries are shown on the Policies Map.

9.44 The council will work with its partners to ensure that these centres continue to be healthy and sustainable places that bolster community resilience, and that the character of these centres is protected and enhanced through sensitive development of local facilities, housing-led development and environmental improvements that create safe, attractive streets and spaces.

9.45 Every effort will be made to locate community and day-to-day facilities within or adjacent to centres. Where facilities are located elsewhere, street and building design should focus on maximising accessibility for all users, and ensuring that public transport, walking and cycling trips are promoted fully. These often include social and health facilities that are particularly relevant to older people and disabled people.

9.46 The council's Strategic Retail Needs Assessment (2016) considers the need for new retail floorspace within the city over the period to 2035. The study indicates that based on a static retention rate there is an overall requirement for 45,400m<sup>2</sup> of additional comparison retail floorspace within the city by 2035. However, the study does recognise that new floorspace is not required until after 2020. It is therefore proposed that allocations will be made within the emerging Site Allocations and Designations Plan to meet this requirement.

9.47 The Strategic Retail Needs Assessment does not identify any need for additional convenience retail floorspace over the period to 2035. However, it is recognised that there is limited provision currently within the Coalfield area, resulting in a significant amount of leakage of expenditure. There is therefore scope for the provision of a new supermarket in this area to reduce the amount of leakage and support sustainable shopping patterns.

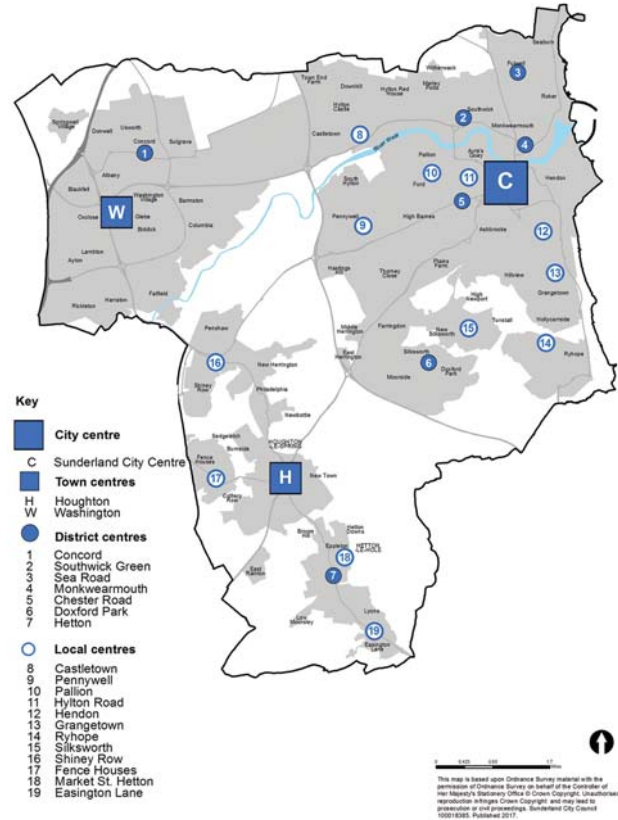
**Policy EP9: Retail hierarchy**

1. In order to maximise regeneration, ensure the appropriate distribution of investment and protect identified centres, a hierarchy of centres has been identified as follows:-

**City centre:** Sunderland city centre;  
**Town centres:** Houghton, and Washington;  
**District centres:** Chester Road, Concord, Doxford Park, Hetton, Monkwearmouth, Sea Road and Southwick Green;

**Local centres:** Castletown, Easington Lane, Fencehouses, Grangetown, Hendon, Hylton Road, Market Street (Hetton), Pallion, Pennywell, Ryhope, Silksworth, and Shiney Row.

2. The city centre and town centres will be the principal locations for major retail, leisure, entertainment, cultural facilities and services.
3. The district centres will have a role in providing key services including shopping, commercial, leisure, public and community facilities.
4. The local centres will provide a focus for essential community services and small-scale retail facilities to meet day to day needs, thereby supporting the wellbeing of local people.
5. Neighbourhood shops, services and community facilities located outside of the designated centres will be protected where they are important to meet day-to-day needs of local communities.



**Figure 27 Retail hierarchy**

- 9.48 Policy EP9 establishes the retail hierarchy for the city. Sunderland city centre and Washington and Houghton town centres are recognised as the three most important centres in the city. All three perform significant retail, social and public functions and are important centres for the local transport network in the respective sub-areas.
- 9.49 The size of the other centres in the city varies. The district centres feature significant retail facilities and services such as banks, whilst the much smaller local centres primarily cater for day-to-day shopping needs.
- 9.50 Traditionally these centres have primarily been locations for shopping facilities, but they also play important roles as “hubs” of the local community, providing wider social needs. Centres with a good supply of local services and facilities in safe and attractive environments encourage people to walk, cycle and socially interact, thus facilitating healthy lifestyles and promoting individual’s wellbeing. In design terms, there should be clear links with centres and their respective neighbourhoods, including attractive street layouts that encourage local trips.

9.51 Whilst not identified within the retail hierarchy, neighbourhood shops, services and community facilities located outside of the designated centres provide a valuable service to local communities in helping to meet their day to day needs. It is therefore necessary for these to be protected in order to promote sustainable patterns of development.

## Retail impact assessments

9.52 Impact assessments ensure that the impact over time (up to 5 years (10 for major schemes)) of certain out of centre and edge of centre proposals (retail, office and leisure) on existing town centres is not significantly adverse. An impact assessment is required if development is over the local floorspace threshold. Impact assessments should be undertaken in a proportionate and locally appropriate way, drawing on existing information where possible and should include an assessment of the impact of the proposal on existing, committed and planned public and private investment. It is important that the impact is assessed in relation to all town centres that may be affected, which are not necessarily just those closest to the proposal and may be in neighbouring authority areas.

### Policy EP10: Retail impact assessments

When assessing applications for edge or out-of-centre retail development, the council will require an impact assessment to be submitted if the development is over the following local thresholds.

#### Convenience retail:

Sunderland city centre	2,000m <sup>2</sup>
Washington town centre	1,250m <sup>2</sup>
Houghton town centre	750m <sup>2</sup>
District centres	750m <sup>2</sup>
Local centres	500m <sup>2</sup>

#### Comparison retail:

Sunderland city centre	2,500m <sup>2</sup>
Washington town centre	1,500m <sup>2</sup>
Houghton town centre	750m <sup>2</sup>
District centres	750m <sup>2</sup>
Local centres	500m <sup>2</sup>

The relevant threshold shall relate to the centre considered most likely to be impacted upon by the proposal. The council will refuse planning permission where there is evidence that a proposal is likely to have significant adverse impacts on the vitality and viability of the relevant centre(s).

9.53 The Sunderland Strategic Retail Needs Assessment (2016) indicates that due to the wide diversity and scale of designated centres across the city, a range of local thresholds are required based on which centres are most susceptible to impacts from proposed edge and out-of-centre developments.

9.54 Sunderland city centre is a large sub-regional centre, which is well positioned to withstand significant adverse impacts from out-of-centre retail developments. It is therefore proposed that the NPPF default threshold will continue to apply for comparison retail developments, which are likely to affect the city centre.

9.55 However, as the city centre does not have any large convenience retailers present, with the mid-sized Tesco Metro within the Bridges offering the only supermarket of a reasonable scale, it is considered that the city centre is more susceptible to significant adverse impacts from out of centre convenience retail developments. Therefore, a slightly lower threshold has been set for convenience retail.

9.56 With regard to the other centres within the city, these are generally much smaller in scale and have a much more localised catchment. It is therefore proposed to set a lower threshold for when a retail impact assessment is required for proposals likely to affect the vitality and viability of town, district and local centres. The thresholds chosen are consistent with the recommendations of the Strategic Retail Needs Assessment. For clarity, all the locally set thresholds identified in Policy EP10 are based on the gross external area of a development. Applicants are encouraged to contact the council's Development Management Section prior to submitting an application to establish whether or not an impact assessment would be required.

9.57 The NPPF also indicates that impact assessments may also be required for leisure developments above a locally set threshold. The council's Leisure Needs Assessment (2016) identifies that the vitality and viability of

the city's centres are underpinned predominantly by retail and service uses, therefore their future vitality and viability are not at significant risk as a result of out-of-centre development for leisure uses. It is therefore proposed that the default threshold set in the NPPF should continue to be used for leisure development within the city.

9.58 The council does not have any evidence available to justify setting a lower locally set threshold for office development, therefore the default threshold of 2,500m<sup>2</sup> will continue to apply.

### Primary and secondary frontages

9.59 In accordance with the NPPF, primary and secondary frontages have been identified for the city centre and Washington and Houghton centres. These are identified in Figures 24, 25 and 26.

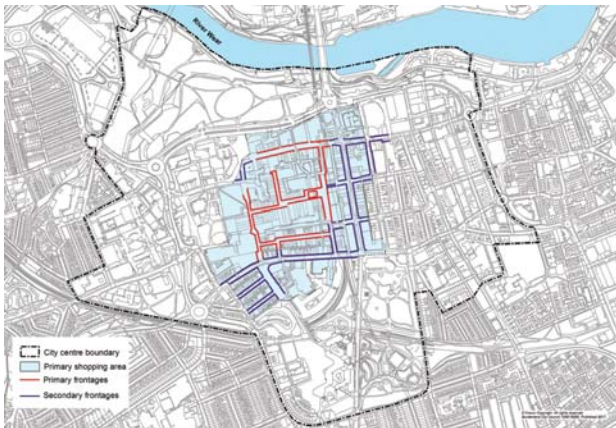


Figure 28 Primary and secondary frontages in Sunderland city centre

9.60 The primary frontages in the city centre include all those within, and leading to, the Bridges, together with the western half of High Street West and Blandford Street. The secondary frontages include the remainder of High Street West, Fawcett Street, the northern end of John Street, St Thomas Street, Waterloo Place, Athenaeum Street, Holmeside, Park Lane, Vine Place, Derwent Street and Olive Street.

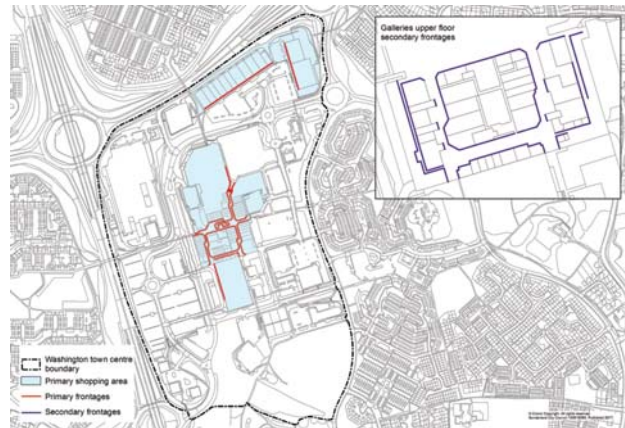


Figure 29 Primary and secondary frontages in Washington town centre

9.61 For Washington Town Centre, the primary frontages are those on the ground floor of the Galleries shopping centre and units within the Galleries Retail Park. The first floor units within the Galleries are secondary frontages.

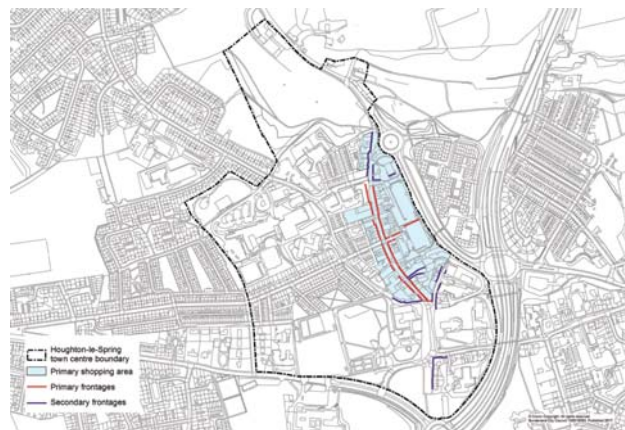


Figure 30 Primary and secondary frontages in Houghton town centre

9.62 For Houghton town centre, the primary frontages are located along Newbottle Street (with the exception of the area to the north of the junction with Station Road), and Mautland Street to encourage a linkage between Newbottle Street and the new Lidl supermarket.

**Policy EP11: Primary and secondary frontages**

1. The council will support proposals for A1 retail use within the primary frontages.
2. Proposals for a non-A1 use in primary frontages will only be considered acceptable where it can be demonstrated to the council's satisfaction that premises have been vacant and marketed unsuccessfully for A1 uses for a period of least 24 months.
3. Where proposals for non-A1 use within primary shopping areas cannot demonstrate that they have satisfied the above, they will be refused if they would result in:
  - i) more than 15% of each primary frontage thoroughfare in Sunderland city centre being in non-A1 retail use; or
  - ii) more than 25% of each primary frontage thoroughfare in Washington town centre being in non-A1 retail use; or
  - iii) more than 40% of each primary frontage thoroughfare in Houghton town centre being in non-A1 retail use;
4. The council will promote a more diverse range of uses for secondary frontages including retail, service, leisure, entertainment facilities, offices, arts, culture and tourism, and residential uses.

9.63 Primary frontages are those which are the main shopping areas in each of our higher order centres and it is therefore important that we continue to preserve the predominance of A1 retail uses within these frontages.

9.64 However, whilst retail use will continue to be the predominant focus within these primary frontages, there is a recognition that in Washington and Houghton centres their vitality and viability is underpinned by a wider diversity of uses and therefore the proportion of the primary frontages in these centres which should be retained in retail use, as set out in Policy EP11, is set at a lower level to reflect this. The percentages set out within the policy are consistent with the recommendations of the Strategic Retail Needs Assessment.

9.65 Secondary frontages represent an opportunity for a much more diverse range of uses within the city's centres. The council will therefore support a wide diversity of appropriate uses including retail, service, leisure, entertainment facilities, offices, arts, culture and tourism, and residential uses. This reflects the need to

diversify the offer within our centres in order to protect their vitality into the future.

**Hot food takeaways**

9.66 The council is becoming increasingly concerned over the high number of hot food takeaways present in many of our designated centres. An over-concentration of hot food takeaways can have a detrimental impact upon the vitality and viability of centres due to their hours of operation and their inactive and often shuttered frontages during daytime hours. They can also give rise to complaints about noise, disturbance, odours and litter.

9.67 In addition, there are also increasing concerns regarding the potential impacts of hot food takeaways on the health of the city's residents, as outlined earlier in the Health and Wellbeing section of the Plan.

**Policy EP12: Hot food takeaways**

1. Proposals for hot food takeaways (Use Class A5) within designated centres will be supported where the applicant can demonstrate that:
  - i) the property has been vacant for more than 24 months and that the premises has been genuinely marketed for other main town centre uses (particularly those in Use Classes A1, A2, A3 and A4), but without success, throughout the period of the vacancy;
  - ii) the proposal would not have an adverse impact upon local amenity and include the provision of appropriate extraction equipment; and
  - iii) the proposals would not be detrimental to highway safety.
2. Where a unit has been vacant for less 24 months, proposals for a hot food takeaway (Use Class A5) use at the ground floor level in the secondary frontages of Sunderland city centre, or within the primary and secondary frontages of the town centres of Washington and Houghton-le-Spring, or within the defined boundaries of the district and local centres will not be permitted, if it results in any of the following:
  - i) the proportion of units accounted for by A5 uses in each thoroughfare, or centre, exceeds x% [with x defined through reference to Table 4]; or



- ii) the proportion of the length of frontage in each thoroughfare, or centre, accounted for by A5 uses exceeds y% [with y defined through reference to Table 4]; or
  - iii) more than z% consecutive A5 units in each thoroughfare, or centre [with z defined with reference to Table 4].
3. Proposals for further hot food takeaways (Use Class A5) will be resisted in the primary frontages of the city centre unless exceptional circumstances can be demonstrated.

9.68 In assessing proposals for new hot food takeaways within designated centres, consideration will be given to the detrimental impact that an over-provision of A5 uses may have upon the vitality and viability the centre.

9.69 Whilst it is recognised that an oversupply of hot food takeaways within a designated centre can adversely impact upon its vitality and viability, the council also recognise that a significant number of vacant units within a centre can also have a negative impact. Policy EP12 therefore seeks to support proposals for hot food takeaways within designated centres where they would bring a long term vacant unit (vacant for 24 months or more) back into active use. This would be subject to the applicant demonstrating to the council's satisfaction that the property has been vacant for a continuous period of at least 24 months and that the unit has been genuinely marketed for main town centre uses (particularly those in Use Classes A1, A2, A3 and A4) at a realistic market value for a continuous period of at least 24 months without success.

9.70 When considering proposals that have met the above requirement, the council will carefully consider the potential impacts of the proposals on local amenity and highways safety, together with all other material planning considerations. Applications for new hot food takeaways or significant amendments to an existing hot food takeaway should be accompanied by a noise and impact assessment which quantifies the impact that may arise from activities taking place and mitigates these to a level that would not be unacceptable at the nearest sensitive receptor.

9.71 Where a unit has not been vacant for a continuous period of at least 24 months, Policy EP12 seeks to limit the number of hot food takeaways located within each centre in order to protect their vitality and viability. The proportion and concentration of hot food takeaways considered acceptable is dependent on their position within the retail hierarchy. It is acknowledged that hot food takeaways have a stronger role to play within more local centres and the policy reflects this.

	x	y	z
<b>Centre</b>	Maximum proportion of A5 units in each thoroughfare, or centre (%)	Maximum Proportion of the Length of Frontage in each thoroughfare, or centre in A5 uses (%)	Maximum Cluster of Adjacent A5 Units in each thoroughfare, or centre (No. of units)
Sunderland city centre – Primary frontage thoroughfares	No further A5 uses unless exception test is passed		
Sunderland city centre – Secondary frontage thoroughfares	5	5	3
Washington Town Centre – Primary and secondary frontage thoroughfares	5	5	3
Houghton-le-Spring – Primary and secondary frontage thoroughfares	10	10	3
District centres	10	10	2
Local centres	15	15	2

**Table 4 Hot food takeaway proportions**

9.72 In addition to Policy EP12, the council will prepare a Hot Food Takeaway SPD which will provide additional guidance to assess and determine planning applications for hot food takeaway use.



# 10. Environment

- 10.1 Sunderland has a rich and distinctive environment that is valued and enjoyed by those who live, work, visit and invest here. Sunderland is committed to protecting and enhancing the natural, built and historic environment and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change.
- 10.2 Protecting the environment is important in its own right but it also has a significant role to play in attracting investment and assisting the regeneration of the city. High quality built and natural environments are also used more by people, which in turn facilitate sustainable movement, more physical activity and social interaction. Good quality environments have been shown globally to positively improve mental and physical health.
- 10.3 The CSDP seeks a positive and proactive approach to the environment in Sunderland, with the emphasis on achieving quality places that are attractive and sustainable, and which contribute to quality of life, community wellbeing and local character.
- 10.4 This section seeks to meet these strategic priorities and sets out policies relating to the built, natural and historic environment, and environmental amenity. It focuses on protecting and enhancing the Plan area's environmental assets, whilst allowing development in areas where potential environmental harm is minimal or can be adequately mitigated. This chapter includes policies to:-
- deliver high quality design, creating attractive and accessible buildings and public realm that create distinctive and attractive places;
  - protect, preserve and enhance the historic environment and culture of the city; and
  - conserve and enhance the city's natural environment and protect local environmental quality.

- 10.5 Ensuring new development provides high quality design is key to good place making and ensuring the creation of an attractive environment which enhances the best features of Sunderland. The relationship between development and the surrounding built and natural environment will influence the successful integration of the development and its contribution to creating high quality places. High quality design is multi-faceted and intertwined with green infrastructure it respects and enhances historic building and features:

- enable the city's culture to thrive, and;
- addresses a variety of environmental features collectively, such as design that limits flood risk, increases carbon capture, improves air quality, provides places for wildlife, and creates safe and interactive public places.

## Built environment

- 10.6 The creation and maintenance of an attractive city has a significant role to play in attracting investment and urban regeneration in Sunderland. The city has many strong and unique environments that strengthen its local distinctiveness and which act as a catalyst for development.

## Urban design

- 10.7 The council is committed to delivering excellence in development quality. It expects all new development to embrace the principles of sustainable design, positively respond to the character and setting of Sunderland's neighbourhoods, as well as avoid harmful impacts, especially to the amenity of neighbouring buildings, local character and heritage assets. The council considers that new development should enhance the quality of life of those living and working in the city, as well as those visiting it.

10.8 Good design is crucial to achieving attractive and durable places to live. This Plan therefore encourages high quality design and development in terms of new buildings and spaces and their setting in the built and rural landscape. This policy sets out the design principles that should be applied across the city to all forms and scales of development.

**Policy E1: Urban design**

To achieve high quality design and positive improvement from all development, which protects and enhances the environment and existing locally distinctive character and encourages innovation, development should:

1. create places which have a clear function, character and identity based upon a robust understanding of local context, constraints and distinctiveness;
2. maximise opportunities to create sustainable, mixed-use developments which support the function and vitality of the area in which they are located;
3. be of a scale, massing, layout, appearance and setting which respects and enhances the positive qualities of nearby properties and the locality;
4. retain acceptable levels of privacy and protect amenity;
5. promote natural surveillance and active frontages, including the provision of appropriate lighting, to assist in designing out crime;
6. clearly distinguish between public and private spaces, include appropriate use of hard and soft boundary treatments which reflect the character of the area;
7. create visually attractive and legible environments through provision of distinctive high quality architecture, detailing, building materials;
8. provide appropriate landscaping as an integral part of the development, including the enhancement and upgrade of public realm and existing green infrastructure, retaining landscape features and reflecting surrounding landscape character;
9. ensure that buildings and spaces are orientated to gain benefit from sunlight and passive solar energy and be designed around a sustainable drainage system;

10. not detract from established views of important buildings, structures and landscape features;
11. in the case of tall buildings, form a positive relationship with the skyline and topography of the site and the surrounding area;
12. create safe, convenient and visually attractive areas for servicing and parking which does not dominate the development and its surroundings;
13. maximise durability and adaptability throughout the lifetime of the development to accommodate a range of uses; and
14. meet national spaces standards as a minimum (for residential).

Large scale developments should be supported by detailed Masterplans or development frameworks, and where appropriate, design codes.

- 10.9 The council will seek a high standard of design and layout for new development appropriate to the site's context, the area's defining characteristics and local distinctiveness. The council will encourage proposals which are attractive, sustainable, functional, modern, well-connected and inspiring. The policy should also be used as a basis for the assessment of proposals that cannot comfortably be assessed against other policies.
- 10.10 New residential development needs to ensure that homes are built with enough indoor and outdoor space to meet the needs of the intended residents. This will be achieved through new housing meeting nationally set, technical housing standards, as a minimum.
- 10.11 Masterplans or development frameworks will accompany large scale development proposals, in particular those which will be phased. This will ensure that development creates high quality sustainable places based on sound urban design principles. Design codes should also be prepared for large-scale, phased development and accompany outline planning applications. The code should set out mandatory and non-mandatory aspects of design and include regulatory plans. The need for design codes should be identified at the pre-application stage of development.
- 10.12 The council has adopted a number of SPDs in relation to design, including the Residential Design Guide, Design and Access Statements and Central Area Urban Design Strategy. These

SPDs supplement the above policy and will be a material consideration in the determination of planning applications for relevant proposals.

## Public realm

- 10.13 The public realm comprises the streets, footpaths and open spaces of the city. These in turn are defined and contained by buildings and other elements and structures. The relationship between buildings and the public realm should ensure that streets and spaces are busy, overlooked by the public fronts of buildings and perceived to be safe throughout the day and into the evening.
- 10.14 The quality of the public realm shapes people's perceptions of place and contributes to the character and identity of an area, helping to instill a strong sense of place and underpinning investment.

### Policy E2: Public realm

Existing and proposed areas of public realm will:

1. Create attractive, safe, legible, functional and accessible public spaces;
2. Be constructed of quality, sustainable and durable materials which enhance the surrounding context; and
3. Incorporate public art in development, where appropriate.

- 10.15 The design and condition of the built environment impacts upon health and wellbeing, community cohesion and the usability of spaces. The construction of high quality areas of public realm with a clear function will aid in creating a distinctive city with its own identity whilst providing wider community benefits. The standard of the public realm provided should reflect the surrounding context of the local area.
- 10.16 High quality public realm can act as a catalyst for regenerating the city, by making it a more attractive place to invest, work, live and visit. For example, Keel Square and Sunnyside in the city centre. The city's Economic Masterplan specifically identifies measures to improve public realm in the city centre, incorporating inclusive design for everyone and considering the safety, protection, wellbeing and enjoyment of people within these spaces. Improvements to public realm are also vital to

our town centres and local neighbourhoods, to support local economies and also to improve people's health by creating inclusive environments that encourage people to walk, cycle and socially interact.

- 10.17 Public art has a major role to play in providing a distinctive identity, enlivening the environment, creating a sense of place and the potential to attract inward investment such as 'the Propellers of the City' in Keel Square. Public art can take a variety of forms from individual installations to street furniture and lighting. Development proposals in the city should respond positively to opportunities to introduce public art and work collaboratively with the community to provide locally distinctive pieces.
- 10.18 The Allocations and Designation Plan will identify land to deliver this policy.

## Advertisements/shop fronts

- 10.19 Advertisements can play a helpful role in promoting the city's businesses and provide direction to locations. However, they can sometimes have a negative impact upon the amenity of an area as well as public safety. As such consideration must be given to local characteristics and features of the street scene. The council aims to ensure that advertisements are designed to a high standard and contribute to a safe and attractive environment. It considers that poorly designed, very bright or inappropriately sited advertisements can detract from the visual quality of the street or local area.
- 10.20 In relation to public safety it is necessary to consider the effect of an advertisement upon the safe use of vehicles and operation of traffic flow, including pedestrian traffic. Control over outdoor advertisements should be efficient, effective and simple in concept and operation.

### Policy E3: Advertisements/shop fronts

Advertisements and new/alterations to shop fronts will be required to contribute to the visual appearance of the city's street scenes.

1. The council will support proposals for advertisements where:
  - i) they are well designed and sympathetic to the character and appearance of their location and the building to which they relate, having regard to matters such as size, materials, construction, location, level of illumination and cumulative impact with other signage on the building and within the vicinity; and
  - ii) illuminated advertisements and signs will not adversely affect the amenity and/or safety of the surrounding area.
2. Permission will be granted for shop fronts and signs where the following criteria is satisfied:
  - i) the design is related to the scale and appearance of the building to which the proposal relates; and
  - ii) the design respects the character and appearance of the location.
3. Solid shutters which present a blank frontage to shopping streets will not be permitted.
4. Proposals relating to listed buildings, within conservation areas and in areas of special advertisement control will be subject to the requirements of the relevant designation and appropriate planning policy guidance.

10.21 A shop frontage contributes to the overall appearance of the street scene and as such proposals for this type of development need to ensure the changes positively enhance the appearance of the building as well as the immediate area and do not detract from it.

10.22 It is now standard practice that most commercial/retail premises install security shutters. However, care needs to be taken in the choice as solid shutters, particularly bare galvanised or mill finished aluminium, can have a detrimental environmental effect, making areas feel desolate and forbidding once trading hours have ceased. Recessed shutter boxes can also assist in avoiding clutter to fascias.

## Historic environment

10.23 The historic environment of Sunderland is an asset of significant cultural, social, economic and environmental value. The city benefits from a rich, diverse and distinctive cultural and built heritage that makes a fundamental contribution to the quality of the city's environment and providing a sense of place and belonging for its local communities. Throughout the city, there are concentrations of heritage assets around the original centres of Sunderland, Washington and Houghton, within mediaeval villages and hamlets and in relation to early sites associated with the beginnings of the industrial revolution.

10.24 The historic environment consists of archaeological remains, historic buildings, townscapes and landscapes, and includes locally significant assets and their settings in addition to designated and statutorily protected features. The historic environment promotes quality of life and civic pride. It supports leisure, education and tourism, and is a key economic driver. The historic environment is an irreplaceable resource; therefore every effort should be made to ensure appropriate protection and enhancement.

10.25 The Allocations and Designation Plan will identify land to deliver this policy.

### Policy E4: Historic environment

The historic environment will be valued, protected, conserved and enhanced, sensitively managed and enjoyed for its contribution to character, local distinctiveness and sustainable communities by;

1. giving due weight to the conservation of heritage assets (designated or non-designated) based on their significance in accordance with national policy;
2. ensuring new development makes a positive contribution to the character and townscape quality of the historic environment;
3. supporting and developing innovative initiatives that identify, maintain, conserve and sustain or return to beneficial usage designated or non-designated heritage assets that add to local character and distinctiveness;

4. capitalising in an appropriate and sensitive manner on the regeneration and tourism potential of heritage assets, including taking a positive and proactive approach to securing the conservation and re-use of heritage assets at risk;
5. reviewing existing heritage designations and making new designations to protect and conserve the city's built heritage assets, where justified, by appropriate surveys and evidence;
6. improving access and enjoyment of the historic environment, by encouraging proposals that retain, create or facilitate public access to heritage assets to increase understanding, appreciation and enjoyment of their significance, special qualities and cultural values;
7. ensuring that where a Conservation Area Character Appraisal and Management Strategy (CAMS) has been prepared, it will be a material consideration in determining applications for development, and will be used to support and guide enhancement. Due regard should be given to the policies it contains; and
8. ensuring that where consent is granted for proposals involving the loss of all or part of the significance of a designated or non-designated heritage asset, the council will require archaeological excavation and/or historic building recording as appropriate, followed by analysis and publication of the results.

## Heritage assets

- 10.26 The city's historic environment has a large number of heritage assets, both designated and non-designated, including Scheduled Monuments, archaeological sites, Historic Parks and Gardens, Listed Buildings and Conservation Areas. Outside statutorily designated areas a diversity of townscapes and landscapes make up the remainder, containing buildings of local historic and architectural value. The following policy will ensure that these are protected.
- 10.27 The Allocations and Designation Plan will identify land to deliver this policy.

## Policy E5: Heritage assets

Development proposals affecting heritage assets (both designated and non-designated) or their setting should recognise and respond to their significance and demonstrate how they conserve and enhance the significance and character of the asset(s), including its setting where appropriate. A Heritage Statement should accompany all applications that affect heritage assets, and should describe the significance of the heritage asset and the impact of the proposals on its significance. In considering proposals, the council will have regard to the following:

1. Listed Buildings - development affecting a listed building, including alterations, additions and development within its setting, will be supported where it would:
  - i) Conserve and enhance its significance in regards to protection, repair and restoration of its historic fabric, features and plan form, its boundary enclosures, setting and views of it, its group value and contribution to local character and distinctiveness; and
  - ii) be sympathetic and complimentary to the height, massing, alignment, proportions, form, architectural style, building materials and its setting.

The demolition of listed buildings will only be considered in exceptional circumstances and must be robustly justified.

2. Conservation Areas - in order to preserve or enhance the significance of Conservation Areas, including their diverse and distinctive character and appearance and their setting, the council will:
  - i) require development to accord with the objectives and proposals of the adopted Character Appraisal and Management Strategy (CAMS) for the relevant Conservation Area. CAMS are a material consideration in determining applications for development and will be used to support and guide the conservation and enhancement of the city's conservation areas;
  - ii) support development proposals that otherwise make a positive contribution to the character and distinctiveness of the Conservation Area;
  - iii) support proposals for the conversion and adaptive reuse of vacant or underused buildings of heritage/ townscape value in a sensitive manner;

- iv) normally refuse permission for the demolition or unsympathetic alteration of any building or structure that makes a positive contribution to the significance of the Conservation Area. Applications will be expected to satisfy the same requirements as those to demolish listed buildings and consent to demolish will only be given when acceptable plans for redevelopment have been agreed;
  - v) normally resist development of significant open spaces and the loss of any trees that contribute to the essential character of Conservation Areas and the settings of individual buildings within them, unless there are clear heritage or environmental benefits that outweigh the loss;
  - vi) use Article 4 Directions, where appropriate, to restrict permitted development rights and protect features of historic/architectural importance. Applications submitted as a result of a Direction will be required to accord with the guidelines in the relevant CAMS; and
  - vii) require new buildings within and adjacent to Conservation Areas to be of high design quality, to respect and enhance the established historic townscape and built form, street plan and settings of Conservation Areas and important views and vistas into, within and out of the areas.
3. Historic Parks and Gardens – Development within or adjacent to the city’s registered historic parks and gardens and unregistered parks and gardens that are considered by the council to be of historic interest, will be required to protect and enhance their designed landscape character and setting and their natural and built features of historic, architectural and artistic importance.
  4. Non-designated heritage assets- development affecting non-designated heritage assets should have particular regard to the conservation of the heritage asset, its features and its setting, and make a positive contribution to local character and distinctiveness.
  5. Archaeology and Recording of Heritage Assets – the council will ensure the preservation, protection and where possible the enhancement of the city’s archaeological heritage:

- i) where proposals affect heritage assets of archaeological interest, preference will be given to preservation in situ. However, where loss of the asset is justified in accordance with National Policy, the remains should be appropriately recorded, assessed, analysed, disseminated, published and the archive report deposited with the Tyne and Wear Historic Environment Record; and
  - ii) where demolition of a designated built heritage asset or undesignated building of significance has been justified, or substantive changes are to be made to the asset, works must not commence until archaeological recording of the asset has been carried out and deposited with the Historic Environment Record.
6. Heritage at risk - In considering proposals affecting heritage assets identified as being at risk the council will:-
    - i) support their conversion and adaptation where this secures their sympathetic repair, re-use in appropriate uses and sustains their significance into the future;
    - ii) explore opportunities for grant-funding to secure their conservation and make viable schemes for their re-use; and
    - iii) positively engage with owners and partner organisations to develop schemes that will address the at-risk status of the assets.
  7. Access and enjoyment of the historic environment - the council will positively encourage proposals that retain, create or facilitate public access to heritage assets to increase understanding, appreciation and enjoyment of their significance, special qualities and cultural values.

## Conservation areas

- 10.28 Conservation Areas are designated at the local level by local authorities and defined as “areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance”. There are currently 14 Conservation Areas in the city.
- 10.29 Character Appraisals and Management Strategies (CAMS) have been adopted for 12 of the city’s 14 Conservation Areas. These documents are material considerations in the decision-making process. Development proposals in Conservation Areas will be considered against the Management



Objectives and Management Proposals in the relevant CAMS or otherwise on the basis of whether they preserve and enhance the significance of the Conservation Area.

- 10.30 Proposals to demolish unlisted buildings which are identified in the relevant CAMS as making a positive contribution to the Conservation Area will normally be refused. Applications will be expected to be accompanied by the same level of supporting information as those to demolish listed buildings.
- 10.31 Article 4 Directions are in place in 7 Conservation Areas and have been particularly effective in conserving their townscape character and architectural integrity. Each Direction is supported by a guidance note in the relevant CAMS which explains the council's requirements for different types of proposed works. The council will consider making further Article 4 Directions where buildings are identified (through the preparation of a CAMS, other studies and research or as part of the development management process) as being of such architectural and historic merit to warrant this extra level of protection.
- 10.32 Proposals for the sympathetic and creative re-use and adaptation of vacant and underused historic buildings in conservation areas will be encouraged. Such proposals will normally be supported, especially where they provide a sustainable future for heritage assets identified as being at risk.
- 10.33 The council will require all forms of new developments within and otherwise affecting the settings of Conservation Areas to display high quality designs that respect and enrich their historic context and the fundamental character of the Conservation Area. Proposals for new buildings in Conservation Areas will be considered using the same principles as those affecting the settings of listed buildings.

### Listed buildings

- 10.34 Statutory listed buildings are 'designated heritage assets' and are recognised as being of importance at a national level. Sunderland's listed buildings stock is rich and varied.
- 10.35 A proposal to demolish a listed building, or to alter or extend it in a way that would affect its special character, requires Listed Building Consent. If the proposal also involves

'development', planning permission is required and, in that case, the Local Planning Authority will wish to consider applications for Listed Building Consent and planning applications concurrently. Proposals to alter or extend any Listed Building will be assessed against the need to preserve the special architectural or historic interest which led to the building being listed. There is a general presumption in favour of the preservation of Listed Buildings, and consent to demolish or partly demolish such buildings will only be granted in exceptional circumstances. The setting of a Listed Building may be affected by development. It is important that applications for planning permission for development affecting Listed Buildings, or their settings, include full details of the proposal so that an informed decision can be reached.

- 10.36 Proposals for major extensions to listed buildings and for new development that affects the setting of a listed building, (either by virtue of being within its curtilage or sited in the surrounding environment within which it is experienced) will be required to be supported by visual analysis in the form of relevant perspectives, cross sections etc and other technical material that enables the impact of the proposal to be properly assessed. This is also applicable within the settings of Scheduled Ancient Monuments and for substantial forms of new development in Conservation Areas.
- 10.37 The council recognises the need in some cases to be flexible in the consideration of proposals to re-use listed buildings at risk, particularly those that have been vacant and deteriorating for long periods of time and are vulnerable. However, proposals which harm the significance of the listed building, including its setting, will not be considered acceptable unless the degree of harm is outweighed by the benefits of securing the repair and its re-use and the proposal sustains the overall significance of the asset into the future.
- 10.38 Any proposal to demolish a listed building will be required to be supported by a feasibility study that has robustly explored all options to conserve the building, satisfies the requirements of national planning policy, and clearly justifies the case for demolition. Consent for demolition will not be given until redevelopment proposals have also been agreed and a programme of recording of the listed building has been initiated.

## Non-designated heritage assets

- 10.39 Sunderland contains many heritage assets that are not designated but nevertheless make a positive contribution to the industrial, social and cultural heritage of the city and are of particular importance to local communities and the quality of the city's townscape and landscape. These assets are representative of a wide range of different types of buildings, structures and spaces, including archaeological remains, and are distributed throughout the city. Examples include Sunderland Cottages, farmhouses, barns and surviving waggonways/railways, engine sheds, staithe and quays from Sunderland's coal mining and shipbuilding history.
- 10.40 The council does not currently have a local list of undesignated heritage assets but will consider preparing one in the future. Non-designated heritage assets can however be identified in the Historic Environment Record, through characterisation studies and research, or identified as part of the application process. In considering development proposals affecting non-designated heritage assets, and where necessary their settings, the council will have regard to the conservation of the heritage asset and its contribution to local character and distinctiveness in weighing the up the merits of the proposal.
- 10.41 There are several parks and gardens and other designed landscapes of historic interest in the city that whilst not currently registered, are considered by the council to be of sufficient significance to warrant being treated as if they were registered when considering development proposals that affect them. These include:
- Doxford Park;
  - Backhouse Park;
  - Barnes Park;
  - Rectory Park; and
  - some of the city's 19th century designed municipal cemeteries such as Bishopwearmouth Cemetery and Sunderland Cemetery.

## Archaeology and recording of heritage assets

- 10.42 The city's archaeological remains are a rare record of the evolution of civilisation in Sunderland, giving people the opportunities to experience and learn about their past. The Tyne and Wear Historic Environment Record (HER) is compiled, maintained and continually updated by the County Archaeologist on behalf of the five Tyne and Wear authorities. The council is required in accordance with of the NPPF to make publicly available information on the significance of heritage assets gathered as part of plan-making or development management. The council therefore provides information as and when opportunities arise through these processes and takes a pro-active approach towards this gathering of information, for inclusion in the HER.
- 10.43 Such opportunities arise in particular with development proposals that seek to demolish or make substantive physical changes to heritage assets. In such cases the council will require an appropriate level of archaeological assessment, historic and architectural appraisal and other relevant analysis deemed necessary. This will enable firstly, the impact of the proposed development on the significance of the heritage asset (and its setting where appropriate) to be fully understood and appraised, and secondly, an appropriate level of archaeological recording to be made of the asset's state prior to works being carried out.

## Heritage at risk

- 10.44 The city had 9 Scheduled Ancient Monuments or Grade I and II\* listed buildings and 2 Conservation Areas on Historic England's At-Risk Register in 2015. These include the Old Sunderland and Old Sunderland Riverside Conservation Areas, the Track, Wagon Shop and structures at Bowes Railway Museum, Hylton Castle and St. Catherine's Chapel, Doxford House and Monkwearmouth Station Museum. In addition, there are numerous Grade II listed buildings and non-designated heritage assets across the city, the condition and vacancy of which also places them at risk.
- 10.45 The council has developed and continues to evolve a variety of initiatives and measures to address Heritage-at-Risk across the city, which are often an integral part of the development

management process. The council through its Conservation Team will work with property owners, developers and their professional advisers at pre-application stage to help source funding and agree sympathetic ways of repairing and restoring heritage assets and develop often innovative ways of adapting them to accommodate uses that secure their future in beneficial usage.

- 10.46 Other measures include preparing management strategies for the city's Conservation Areas and development briefs/design guidance for the disposal of heritage assets, usually in council-ownership. These documents are essential tools in the development management process that are used by architects and developers to inform the preparation of proposals and by the council in the consideration of planning applications.
- 10.47 Sourcing external funding is increasingly becoming an important mechanism for the council to address heritage-at-risk. The council has secured grants and will continue to apply for funding from external organisations i.e. Historic England, Heritage Lottery Fund, to repair and restore designated heritage assets and deliver area-based conservation-led regeneration schemes.
- 10.48 Proposals should, where appropriate to the use, demonstrate that all reasonable steps have been taken to ensure heritage assets are accessible to all user groups and that this can be achieved without harming the significance of the asset.
- 10.49 Good quality access to heritage assets can enhance understanding of the historic environment and ensure its sustainability. It is important for all user groups to have dignified access to heritage assets wherever possible without compromising the significance of the asset.
- 10.50 The Allocations and Designation Plan will identify land to deliver this policy.

## Natural environment

- 10.51 The need to secure the welfare of the city's environment is a core priority for the council. The city's natural environment provides green infrastructure that is essential to urban living, providing more attractive living and working environments and consequently economic and social benefits.

## Green infrastructure

- 10.52 Green Infrastructure (GI) is a strategic network of multifunctional green and blue spaces, and the connections between them, in both urban and rural areas, which is capable of delivering a range of environmental, economic, health and quality of life benefits for local communities. The network may comprise of spaces in public or private ownership, with or without public access. It includes landscapes, natural habitats, biodiversity and geological features, greenspaces and woodland, linear corridors and waterways.
- 10.53 GI offers a range of direct and indirect benefits, including: addressing climate change adaptation and mitigation; improving quality of place; improving physical and mental health and social wellbeing; sustaining economic growth and investment; protecting and enhancing biodiversity; providing opportunities for local food production; enhancing landscape character; and the setting of heritage assets.
- 10.54 Individual elements of the network can serve a useful purpose without being connected. However, connectivity between different GI assets can help maximise the benefits that they generate.

### Policy E6: Green infrastructure

The council will aim to maintain and improve the Green Infrastructure Network by enhancing, creating and managing multifunctional greenspaces that are well connected to each other and the wider countryside.

1. Development should:
  - i) incorporate existing and/or new green infrastructure features within their design and to improve accessibility to the surrounding area;
  - ii) address corridor gaps and areas of corridor weakness where feasible;

- iii) support the management of existing wildlife corridors, including reconnecting fragile habitats (see policy E7);
- iv) apply climate change mitigation and adaptation measures;
- v) link walking and cycling routes to and through the corridors, where appropriate ;
- vi) support the development and enhancement of formal and natural greenspace provision; and
- vii) protect and enhance landscape character

2. Development will be expected to adhere to the requirements of the Green Infrastructure Delivery Plan and make contributions proportionate to their scale towards the establishment, enhancement and on-going management.

Any development proposal that would sever or significantly reduce a green infrastructure link will not be permitted. Proposals that cause loss or harm to this network will not be permitted unless the need for and benefits of the development demonstrably outweigh any adverse impacts and suitable mitigation and/or compensation is provided.

10.55 Six inter-district green infrastructure corridors within the city have been identified (as shown by Figure). These corridors will build on the existing network linking the city to the wider region and seek to broaden the range and quality of functions that green infrastructure can bring to the city. The district corridor network within Sunderland will also be protected and enhanced. This network is also shown on Figure 27.

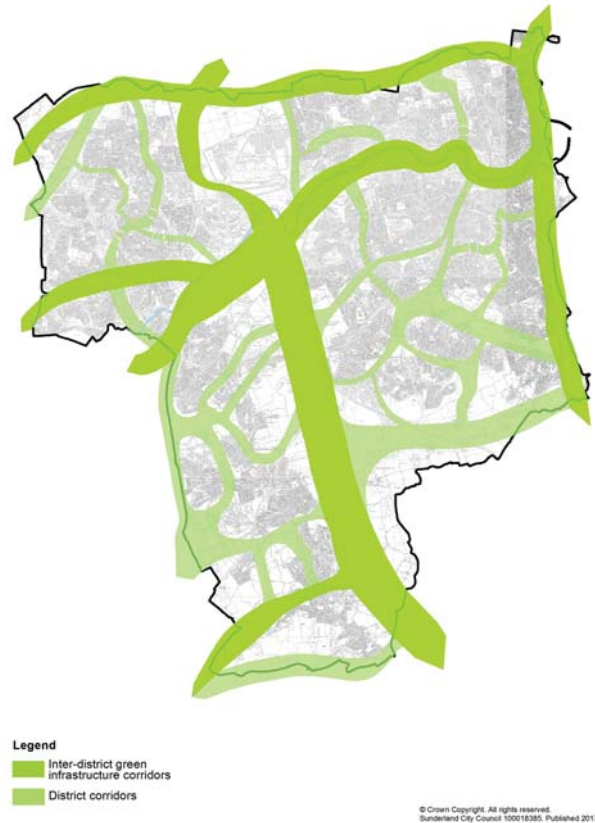


Figure 31 Green infrastructure

- 10.56 Development brings opportunities to enhance the network and deliver new green infrastructure. GI is considered equal to all other forms of infrastructure and will be viewed as a critical element in the determination of planning applications.
- 10.57 New development should contribute to the extension and enhancement of the green infrastructure network, helping to address deficiencies in provision and providing good quality connections to the network and throughout the development.
- 10.58 The Allocations and Designation Plan will identify land to deliver this policy.

## Biodiversity and Geodiversity

10.59 Sunderland’s natural environment is one of its greatest assets and includes a network of identified wildlife and geological sites as well priority species and habitats which in turn contributes to our economy, our health and wellbeing while enriching our lives. Designated sites in the city comprise:

- International – 1 Special Area of Conservation (SAC), 1 Special Protection Area (SPA) and 1 RAMSAR
- National – 17 Sites of Special Scientific Interest, 5 Local Nature Reserves
- Local – 6 Local Geological Sites, 63 Local Wildlife Sites and 14 proposed Local Wildlife Sites.

10.60 Wildlife is not confined to designated sites and many features serve as wildlife corridors, links and stepping stones. Sunderland’s wildlife corridors coupled with our designated sites will be the means to deliver ecological networks and habitat connectivity within and beyond Sunderland. The location of new development will deliver sites that avoid, protect and/or enhance Sunderland’s wildlife and geology.

10.61 Natural England has provided conservation objectives for our international and national sites which will help guide and inform decisions made on applications that may affect these sites. Sites will not be allocated for development if they are likely to have a significant effect on International and national sites within and beyond our boundary.

**Policy E7: Biodiversity and Geodiversity**

1. Where appropriate development proposals must demonstrate how they will:
  - i) avoid/minimise adverse impacts on biodiversity and geodiversity in accordance with the mitigation hierarchy; and
  - ii) provide net gains in biodiversity
2. Development proposals will be approved where harm to biodiversity or geodiversity is avoided (through locating on an alternative site with less harmful impacts), there is adequate mitigation or, as a last resort, significant compensation for any loss.
3. Where development which is likely to adversely affect biodiversity and/or geodiversity is to be approved, the council will require planning conditions and/or obligations to secure the provision, maintenance and monitoring of appropriate mitigation and/or compensation measures.
4. Proposals for development or land use that would adversely affect an Internationally Designated Site or Candidate Internationally Designated Site, either individually or in

combination with other plans or projects, will only be permitted, where the developer can demonstrate that there are imperative reasons of overriding public interest, including those of a social or economic nature, and; there is no alternative solution.

5. Proposals for development or land use that would adversely affect a Site of Special Scientific Interest, either directly or indirectly, will only be permitted where; the reasons for the development, including the lack of an alternative solution, clearly outweigh the nature conservation value of the site and the national policy to safeguard the national network of such sites.
6. Proposals for development or land use that would adversely affect a Local Wildlife Site or Local Geological Site, either directly or indirectly, will only be permitted where;
  - i) the developer can demonstrate that there are no reasonable alternatives, and;
  - ii) the case for development clearly outweighs the need to safeguard the intrinsic value of the site.
7. Proposals for development or land use that would adversely affect the ecological, recreational and/or educational value of a Local Nature Reserve will only be permitted where:
  - i) the developer can demonstrate that there are no reasonable alternatives; and
  - ii) the case for development clearly outweighs the need to safeguard the ecological, recreational and/or educational value of the site.
8. Development proposals that would have a significant adverse impact on the value and integrity of a Wildlife Corridor will only be permitted where suitable replacement land is provided to retain the value and integrity of the corridor.

10.62 Biodiversity relates to the variety of life on earth including all species of plants and animals. For the purpose of this policy the term biodiversity includes all statutory and non-statutory designated sites, protected species, priority habitats and species, wildlife corridors, and habitats and species outside designated sites and not identified as a conservation priority but which are considered locally important.

- 10.63 Geodiversity relates to the variety of rocks, minerals, fossils, landforms, sediments and soils, together with the natural processes that form and alter them, which are considered nationally or locally important.
- 10.64 The need for strong protection of nationally and internationally recognised environmental assets, landscapes, habitats and ecological networks is emphasised in the NPPF. Local Authorities are required to protect valued landscapes, minimise impacts on biodiversity and provide net gains in biodiversity where possible, aiming to halt the overall decline in biodiversity that has occurred over recent years.
- 10.65 Any proposal that is likely to have a significant effect on a European site, either alone or in combination with other plans or projects, will need to undertake a Habitats Regulations Assessment. If necessary, developer contributions or conditions will be secured to implement measures to ensure avoidance or mitigation of adverse effects. Proposals for development or land use that would adversely affect a European Site, either individually or in combination with other plans or projects, will only be permitted where the developer can demonstrate that there are imperative reasons of overriding public interest, including those of a social or economic nature, and there is no alternative solution
- 10.66 The general principle of the policy is to ensure the protection, management and enhancement of all natural environmental assets and the more significant the asset, the greater the presumption in favour of its protection. This follows the principles of the mitigation hierarchy which seeks as a preference to avoid impacts then to mitigate unavoidable impacts, and, as a last resort, to compensate for unavoidable residual impacts that remain after avoidance and mitigation measures.
- 10.67 It is expected that in the majority of cases, habitats and species of principal importance will have already been identified on a site-specific basis and are protected through national and local designations - however, species will not always be confined to a designated site boundary.
- 10.68 Where a development proposal directly and/or indirectly impacts on a designated site, proposals should take account of their buffer zones and where possible incorporate or enhance them as part of the development. Buffer zones will vary in size, dependent upon different types of species and habitat involved.
- 10.69 Wildlife corridors are strategic networks which transcend administrative boundaries and are instrumental in the movement of species within and beyond Sunderland. Wildlife Corridors will be protected from intrusive developments, including certain recreational uses. The nature conservation value of Wildlife corridors should be maintained and enhanced as part of any planning approval.
- 10.70 Development likely to have a significant direct or indirect impact on legally protected species and habitats of Principal Importance in England<sup>48</sup> and those listed by the Local Nature Partnership will not be recommended for approval unless they incorporate appropriate measures that ensure the long term survival and enhancement of current populations and habitats to ensure the sustainability of an individual group, species or habitat.
- 10.71 Dependent on the biodiversity and geodiversity impact, the council may require developers to produce a management strategy to ensure the continued protection of the features of interest. Such management strategies may include monitoring programmes to provide up to date information which will shape future policy reviews as well as inform future site specific plans.
- 10.72 Biodiversity does not just occur on undisturbed greenfield sites. Many brownfield sites and built features have biodiversity value, and many sites require management to retain their importance. Where possible, these areas will be enhanced and integrated into the functional network.
- 10.73 The provision and design of Green Infrastructure must address fragmentation within the network and improve its vitality for priority species and habitats.
- 10.74 The Allocations and Designation Plan will identify land to deliver this policy.

<sup>48</sup> Section 41 of the Natural Environment and Rural Communities (NERC) Act 2006

## Woodlands and trees

- 10.75 Woodlands and trees play an extremely important role in the landscape and environmental quality of the city. Existing trees and landscaping can be a valuable resource and, where it is desirable to retain them (including any statutorily protected trees), the design and layout of new development must allow for this, including suitable buffer zones and details of measures to protect retained trees and landscaping during construction.

### Policy E8: Woodlands/hedgerows and trees

To conserve significant trees, woodlands and hedgerows, development proposals should:

1. retain, protect and improve ancient woodland, veteran/ancient trees, trees subject to Tree Preservation Orders (TPOs), trees within conservation areas, and 'important' hedgerows as defined by the Hedgerows Regulations 1997;
  2. give consideration to trees and hedgerows both on individual merit as well as their contribution to amenity and interaction as part of a group within the broader landscape setting;
  3. ensure that where trees, woodlands and hedgerows are impacted negatively by proposed development, justification, mitigation and compensation measures are provided in a detailed management plan (including submission of an arboricultural impact assessment); and
  4. ensure development near trees adheres to the relevant British Standards, including the National House Building Council Standards and includes appropriate buffer zones into scheme design.
- 10.76 Proposals which fail to make satisfactory arrangements for landscaping or the tree protection of retained trees will be refused. British Standard 5837:2012 Trees in Relation to Design, Demolition and Construction recognises that trees need to be properly protected during construction periods. This document provides guidance on planting and protecting trees during construction and the level of information required for full surveys.
- 10.77 Tree Preservation Orders (TPOs) are particularly important in controlling the felling and pruning of trees or woodlands which make a significant contribution to the environment. New orders will continue to be made where trees of

amenity value are at risk. The council will take enforcement action against those who deliberately damage or remove protected trees.

## Greenspaces

- 10.78 Accessible, quality greenspaces make a significant contribution to the health, wellbeing, and social cohesion of the communities and people living in Sunderland. These spaces also have wider environmental benefits. They support biodiversity, providing valuable habitat and links within the existing green network, which allow wildlife to migrate and better adapt to our changing climate. Greenspaces also play a key role in flood risk management and are key elements to developing successful Sustainable Urban Drainage systems.

### Policy E9: Greenspace

1. The council will protect, conserve and enhance the quality, community value, function and accessibility to the city's greenspace and wider green infrastructure, especially in areas of deficiency.
2. The council will aim to ensure that all residents have access to a wide range of quality greenspace, by:
  - i) prioritising environmental improvement in areas where the variety, quantity and quality is poor;
  - ii) enhancing the fixed formal play offer, and developing greenspaces for children and young people across the city;
  - iii) improving access to quality natural greenspaces in line with Natural England ANGSt<sup>49</sup> criteria;
  - iv) improving access to suitable quality woodland sites in line with Woodland Trust criteria<sup>50</sup>;
  - v) maintaining high quality allotment provision across the city; and
  - vi) ensuring that all residents can access a range of indoor and outdoor sport and leisure venues across the city.

<sup>49</sup> Natural England – Accessible Natural Greenspace Standard (ANGSt)

<sup>50</sup> Woodland Access Standard, Woodland Trust "Space for People", 2010

3. New developments will be required to contribute towards the provision of new and/or enhanced greenspace. Amenity greenspace should be provided in accordance with the findings of the Greenspace Audit and Report. Where development has a likely significant effect on the N2K sites, Suitable Alternative Natural Greenspace (SANGS) will be required;
4. Public and private greenspace will be protected from development which would have an adverse effect on its amenity, recreational or nature conservation value;
5. The development of a site that is currently used, or its last use was for greenspace or for sport or recreation will only be permitted provided that it can be demonstrated the development brings substantial benefits to the community that would outweigh the harm resulting from the loss of open space; and
  - i) the proposal is accompanied by an assessment that clearly demonstrates that the provision is surplus; or
  - ii) a replacement facility which is at least equivalent in terms of usefulness, attractiveness, quality and accessibility, and where of an appropriate quantity, to existing and future users is provided by the developer on another site agreed with the council prior to development commencing; or
  - iii) if replacement on another site is neither practicable or possible an agreed contribution is made by the developer to the council for new provision or the improvement of existing greenspace or outdoor sport and recreation facilities and the council for new provision or the improvement of existing greenspace or outdoor sport and recreation facilities and its maintenance within an appropriate distance from the site or within the site.
6. In new residential developments of more than 40 bedspaces, amenity greenspace should be provided as follows:
  - i) a minimum of 0.9ha per 1,000 bedspaces; and
  - ii) in areas identified within the Greenspace Audit as having high or above average quantities of amenity greenspace it may be appropriate to include less than the standard requirement of greenspace, in which case a contribution in lieu will also be sought for the upgrading of existing greenspaces in the locality.

- 10.79 The city contains a wide diversity of greenspace. Though overall quality of greenspace has improved over the last 15 years, the spatial distribution and quality of greenspace available remains varied, especially in the older neighbourhoods. It is therefore important to protect valued greenspace from adverse development and create and enhance new greenspace where this will achieve higher quality value and greater distribution.
- 10.80 Through the greenspace audit, the council has quantified and surveyed all greenspace in Sunderland and the value it has to the local community.
- 10.81 In terms of access to quality natural greenspaces, Natural England's Accessible Natural Greenspace Standards (ANGSt) criteria suggests:
- at least 2 hectares in size, no more than 300 metres (5 minutes walk) from home;
  - at least one accessible 20 hectare site within two kilometre of home;
  - one accessible 100 hectare site within five kilometres of home; and
  - one accessible 500 hectare site within ten kilometres of home; plus
  - a minimum of one hectare of statutory Local Nature Reserves per thousand population.
- 10.82 In terms of access to quality woodland, The Woodland Trust's Woodland Access Standard suggests:
- that no person should live more than 500m from at least one area of accessible woodland of no less than 2ha in size;
  - that there should also be at least one area of accessible woodland of no less than 20ha within 4km (8km round trip) of people's homes.
- 10.83 Allotment sites are distributed throughout the city and these provide important green lungs as well as access to local opportunities for fresh food cultivation. These facilities, therefore, have an important dual role in maintaining health and wellbeing. Allotment provision will continue to be monitored, and new allotment provision will be sought where a shortage in allotment provision is identified.



- 10.84 The council will keep the provision of sports facilities within the city under review in the light of changing demands and preferences and, where deficiencies and oversupply are identified in an up-to-date assessment, will aim to work with partners to address this. Sports and physical activity facilities will be protected from development, unless it can be demonstrated that they are surplus to requirements through a robust and up to date assessment of need.
- 10.85 Where there is identified need for particular sports and physical recreation facilities, the loss of existing sports facilities for these sports will not be allowed unless an equivalent or better quantity and quality replacement provision is provided. Development will be expected to make contributions towards sport provision where proposals result in additional need.
- 10.86 New residential developments of more than 40 bedspaces will be required to provide new greenspace within the development, the level of which will be determined by the existing amount of greenspace within the neighbourhood, as outlined by the Greenspace Audit. The type of new greenspace to be provided will depend upon the quality and/or quantity of greenspace type most needed in the area, relating to amenity greenspace, natural greenspace, and/or allotments (one type or a combination of types). Specific requirements for equipped children's playspace and sport and recreation provision will be separately determined by the Planning Obligations SPD.
- 10.87 The greenspace to be provided must be publicly useable and available. Grass verges should not be included in any calculations, and heavily engineered SUDs solutions will not be considered acceptable within greenspace provision.
- 10.88 Bedspaces can be notionally equated with types of dwellings as follows:
- One bedroom dwelling – 2 bedspaces
  - Two bedroom dwelling – 3 bedspaces
  - Three bedroom dwelling – 5 bedspaces
  - Above three bedrooms – 1 additional bedspace per bedroom.
- 10.89 Whilst the Greenspace Report establishes the particular greenspace needs of an area and the quality and quantity standards required, in some instances it may be necessary for contributions in lieu to be sought where there is sufficient quantity of greenspace in an area but the quality is poor. Where necessary, the applicant will be required to provide detailed information on how and when the greenspace will be implemented and once implemented how the greenspace will be maintained and managed throughout its lifetime.
- 10.90 In certain cases, a proposed development might be able to offer the opportunity for alternative provision with comparable community benefit.
- 10.91 The Allocations and Designation Plan will identify land to deliver this policy.

## Burial space

### Policy E10: Burial space

The council will protect all existing burial spaces and seek to re-use existing spaces for new burial spaces where appropriate. In determining any application for the provision of new burial spaces, applications should demonstrate the following:

1. the provision meets the burial requirements of the various ethnic and religious groups within the city;
2. the spaces are located within close proximity to the communities served by spaces to reduce the travelling distance to visit the deceased; and
3. any effect on the water table and the possibility of flooding or water logging cause by the new provision is minimised.

10.92 Within the city, a total of 49 sites have been identified with some form of cemetery or church function. This includes 10 municipal cemeteries, which are located throughout the city area. Based on grave capacity at these 10 municipal cemeteries and current grave purchase rates, it is estimated that there are 42 years' capacity remaining.

10.93 In spatial terms, however, there is no municipal burial space remaining in Washington. There has already been some initial site investigation regarding a new municipal cemetery to serve Washington. Ultimately, however, the council must demonstrate an ability to provide for the

disposal (by burial) for the deceased and this is achieved through the spare capacity elsewhere across the city. If a new site is desired, consideration would also need to be given as to whether the new site should focus on the Washington area, or to provide a new central site aimed at serving the city as a whole. Further consideration will be given to this in the Site Allocations and Designations Plan.

## Green Belt

- 10.94 Sunderland's Green Belt forms part of a much wider Tyne and Wear Green Belt to the north and north-west of the city, as well as adjoining County Durham Green Belt to the south and south-west of Sunderland. Green Belt policies may contribute to urban regeneration by encouraging new investment away from greenfield sites to locations within the built-up area.
- 10.95 As part of the Plan, Policy SS3 has amended the Green Belt boundary as there are exceptional circumstances in order to accommodate the city's growth. The purpose of this policy is to ensure that the future of the Green Belt is protected.

### Policy E11: Green belt

1. The Green Belt (as designated on the Policies Map) in Sunderland will be protected against inappropriate development and maintained to:
  - i) check the unrestricted sprawl of the built up area of the city;
  - ii) assist in safeguarding the city's countryside from further encroachment;
  - iii) assist in the regeneration of the urban area of the city;
  - iv) preserve the setting and special character of Springwell Village; and Newbottle Village, and
  - v) prevent the merging of Sunderland with Tyneside, Washington, Houghton-le-Spring and Seaham, and the merging of Shiney Row with Washington, Chester-le-Street and Bournmoor.

2. Proposals in the Green Belt for increased opportunities for access to the open countryside and which provide opportunities for beneficial use such as outdoor sport and recreation, appropriate to the Green Belt, will be encouraged where it will not harm the objectives of the Green Belt and recognise the important role of the Green Belt as a biodiversity resource.
3. Development in the Green Belt may be permitted where they are consistent with the exception list in national policy subject to all other criteria being acceptable.

- 10.96 The fundamental aim of Green Belts is to prevent urban sprawl by restricting inappropriate development.
- 10.97 Green Belts have an important role to play in retaining attractive areas of countryside. They also provide opportunities for access to the countryside and outdoor sport and recreation. Green Belts have now formed an essential part of planning policy for more than four decades and can help in shaping patterns of urban development, protecting the countryside and in assisting in a movement towards more sustainable patterns of urban development. They help to form important green infrastructure corridors, and as such can support proposals that encourage the engagement in sport and physical activity, in climate change mitigation, enhancing landscapes and improving biodiversity.
- 10.98 Whilst most forms of development are considered inappropriate in the Green Belt, national planning policy lists certain exceptions which are not inappropriate. These are set out in paragraphs 89 and 90 of the NPPF.

## Settlement breaks

- 10.99 Sunderland's settlement breaks are a well-established policy designation and can be traced back more than 50 years. They consist of open areas around and between parts of a settlement or settlements which maintain the distinction between the countryside and built up area. They also provide recreational and wildlife protection and enhancement opportunities. The retention of open breaks between settlements to prevent them merging, retain their physical character and contribute towards green infrastructure

corridors in the city has been a long-standing policy approach in Sunderland. Policy E12 will continue to enhance and protect the character of these open and semi-rural areas.

**Policy E12: Settlement breaks**

1. Settlement Breaks (as designated on the Policies Map) will be protected against inappropriate development to:
  - i) prevent the merging of settlements;
  - ii) assist in the regeneration of the urban area of the city; and
  - iii) maintain the Green Infrastructure Network.
2. Within settlement breaks, planning permission will not be granted for any form of development, including changes of use, unless:
  - i) it can be demonstrated that the development is not contrary or detrimental to the above functions and aims; or
  - ii) it is essential for the proposed development to be located within the settlement breaks, and the benefits of which override the potential impact on the settlement breaks.

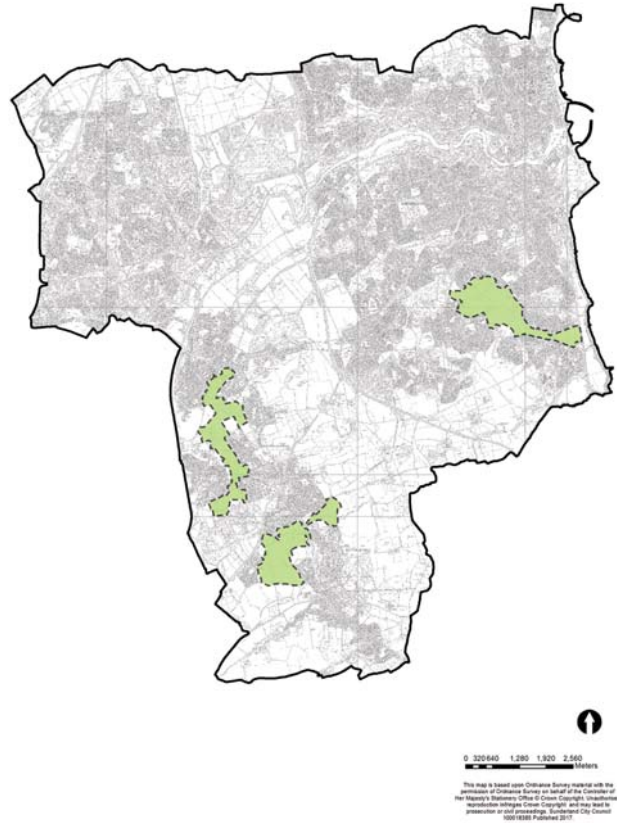


Figure 32 Settlement Breaks

**Open countryside**

- 10.100 In general, there has been limited built development within the settlement breaks, however in recent years there has been growing development pressure due to their proximity to the built up area.
- 10.101 The need to protect settlement breaks has been balanced against meeting Sunderland's OAN for housing. The Settlement Break Review (2017) assessed these land areas to consider whether they met the established settlement break purpose and should therefore be retained. This remaining land (Figure 28) which is considered to be fundamental to the purpose of settlement break will be protected against future development.
- 10.102 Whilst the purpose of settlement breaks policy is to protect them from development, it is not intended that they should operate as an absolute restriction on all development proposals. Certain types of development may be acceptable, so long as they are not detrimental to the character, role and function of the settlement breaks within which they are situated.

- 10.103 Whilst a considerable part of the city's open countryside is protected through either Green Belt or settlement break designations, there are significant areas of open countryside (particularly within the south Coalfield area) which do not have any formal designation.
- 10.104 Due to the relatively remote nature of these areas within the city, it is necessary to have a policy within the CSDP which seeks to restrict development in these more unsustainable areas to those which require a countryside location. Policy E13 sets out the council's policies in relation to development in these open countryside locations.

**Policy E13: Development in the open countryside**

Development in the countryside can help to sustain existing businesses, boost the rural economy and assist in rural diversification. Proposals will be permitted where they meet the following criteria:

1. development for agriculture, horticultural and forestry buildings; outdoor sport outdoor recreation; cemeteries and rural business will

be appropriate where it can be demonstrated that:

- i) there is a clear need;
  - ii) the scale, nature, design, materials and siting of the development is compatible with the existing development and in close proximity to it;
  - iii) it will not result in a scale of activity that has a detrimental impact on the surrounding area; and
  - iv) it can be demonstrated that no existing on-site building is suitable for the proposed use;
2. development for a new dwelling for agricultural, horticultural, forestry worker's dwelling will only be acceptable if criteria 1 (outlined above) can be met;
  3. housing that meets the rural exceptions policy in the NPPF;
  4. provides isolated single dwellings that are of exceptional quality and incorporate innovative design features, reflecting the highest standards in architecture and sustainability;
  5. development that is required to ensure the conservation and, where appropriate, enhancement of assets of historical significance;
  6. the replacement of a building will be supported, provided the new building:
    - i) would be in the same use;
    - ii) is not materially larger than the one it replaces; and
    - iii) is sited on or close to the position of the existing building;
  7. extensions or alteration of a building will be supported provided that:
    - i) it would not result in disproportionate additions over and above the size of the original building;
    - ii) not adversely affect the form and character of existing buildings, but are designed to reflect and complement them; and
    - iii) with regards residential, the creation of a residential curtilage will not have a harmful impact on the character of the countryside;
  8. limited infilling in villages or hamlets may be supported, subject to criteria 1ii and 1iii above being met; and

9. redevelopment of previously developed land, provided that the site is not of high environmental value or landscape quality, and contribute to local housing needs or provide new jobs.

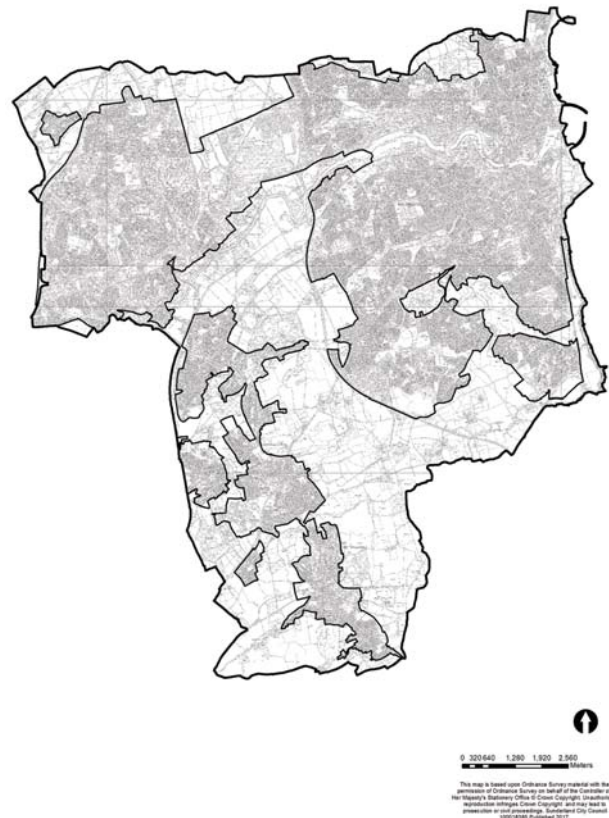


Figure 33 Existing urban area

- 10.105 Open countryside relates to all land beyond the urban area, including Green Belt, settlement break and non-designated land. In order to ensure that sustainable development takes place, development should be directed to the urban area which has better access to public transport, services and facilities. Figure 29 identifies the city's urban area boundary.
- 10.106 New development in the countryside can help sustain existing businesses and boost the rural economy. It is recognised that diversification into non-agricultural activities is vital to the continuing viability of many rural enterprises and as such the council will be supportive of well-conceived schemes for business purposes that contribute to sustainable development, help to sustain the rural enterprise and are consistent in scale with their rural location.

- 10.107 Development of this nature will be supported by the council, provided proposals are compatible with the existing area and are of a scale and nature which does not detract from the surrounding area. In respect of proposed new buildings, existing on-site buildings must be considered first.
- 10.108 To support sustainable (but isolated) development in rural areas, exceptional circumstances are supported that follow national policy relating to rural exception sites, including sites that provide exceptional innovative quality and support historic assets.
- 10.109 It is recognised that in some limited circumstances there may be a need generated for new dwellings to solely serve workers engaged in agriculture, forestry and other rural activities. In such circumstances, the council will tightly control who occupies such dwelling through the use of planning conditions.
- 10.110 Limited infilling in villages and hamlets may be supported in open countryside areas, provided that the scale, nature, design, materials and siting of the development is compatible with the existing development and does not have a detrimental impact to the surrounding area.
- 10.111 Redevelopment of previously developed land will be considered against landscape quality, as outlined in the city's Landscape Character Assessment. The sites environmental value, whether the site is afforded biodiversity or geodiversity protection and/or its impact to wildlife corridors will also be considered.
- 10.112 The Allocations and Designation Plan will identify land to deliver this policy.

## Landscape character

- 10.113 National policy provides strong support towards protecting and enhancing valued landscapes. It recognises the intrinsic character and beauty of the countryside as a core planning principle.

### Policy E14: Landscape character

The council will protect, conserve and enhance the varied landscape character throughout the city. This will be achieved by requiring development to:

1. demonstrate a high quality of landscape design, implementation and management as an integral part of the new development; and
2. demonstrate how the following elements identified in the city's Landscape Character Assessment are taken into account:
  - i) the key characteristics, assets, sensitivities and vulnerabilities; and
  - ii) measures to protect and/or enhance the landscape in the relevant locality.

Development that causes significant adverse impact on the distinctive landscape characteristics of an area will not be supported.

- 10.114 The city has a diverse landscape, encompassing parts of two national landscape character areas, the Durham Magnesian Limestone escarpment and Tyne and Wear lowlands. The city's 2015 Landscape Character Assessment divides the city's countryside and built environment into two categories:
- areas of higher landscape value (prime focus to protect the landscape); and
  - areas for landscape enhancement (protecting existing features, and enhancing these environments wherever feasible).
  - in some cases, a combination of the two are applied.
- 10.115 The Landscape Character Assessment provides guidance and strategy for the entire city area, which is split into 8 rural landscape types and 3 urban landscape types. The assessment should be used to guide development proposals.
- 10.116 The Allocations and Designation Plan will identify land to deliver this policy.

## Views

10.117 The topography of the city varies widely, often permitting notable long distance and panoramic views to be had, e.g. of the River Wear from various points along its length, or of Penshaw Monument. These views make a substantial contribution to a quality environment and thus should be protected from intrusive developments. The city's Landscape Character Assessment provides guidance and strategy on open and panoramic views where relevant to localities and the Green Infrastructure Strategy also provides background to key viewpoints within corridors and at key localities including city gateways.

### Policy E15: Creating and protecting views

All development proposals should take account of views in to, out of and within development areas. Schemes should be designed (through considerate development, layout, scale and design) to preserve or enhance key local views and vistas, and create new public views where possible. Particular consideration should be given to views of significant buildings and views within landscapes which are more sensitive to change due to their open, exposed nature and extensive indivisibility from various viewpoints.

10.118 New developments can have a significant impact on existing public views, and this can adversely affect the design quality, attractiveness and functionality of an area unless carefully managed. Wherever possible, developments should be designed to have a positive impact on public views by introducing attractive features into the townscape, providing new landmarks that help people orientate themselves within the city, and using buildings to frame existing views.

10.119 The Allocations and Designation Plan will identify land to deliver this policy.

## Agricultural land

### Policy E16: Agricultural land

Development of "best and most versatile" agricultural land will not normally be permitted unless it can be demonstrated that:

1. the need for the development clearly outweighs the need to protect such land in the long term; or
2. in the case of temporary/potentially reversible development (for example, minerals), that the land would be reinstated to its pre-working quality; and
3. there are no suitable alternative sites on previously developed or lower quality land.

10.120 The NPPF requires authorities to take into account the economic and other benefits of the best and most versatile agricultural land. The Agricultural Land Classification (ALC) system classifies land into five grades, with Grade 3 subdivided into Subgrades 3a and 3b. The best and most versatile land is defined as Grades 1, 2 and 3a, and is the land which is most flexible, productive and efficient in response to inputs and which can best deliver future crops for food and non-food uses such as biomass, fibres and pharmaceuticals.

10.121 Available ALC information indicates a predominance of good to moderate quality land throughout the city. Much of the better quality land is found on the areas underlain by Magnesian Limestone to the east of the city. This represents some of the highest quality agricultural land in Tyne and Wear. Land is currently surveyed on an ad-hoc basis.

10.122 When considering applications for planning permission that affects agricultural land, the implications upon farming and quality of land is to be considered together with the environmental and economic implications. In assessing such factors, the council will bear in mind that once agricultural land is developed, even for "soft" uses such as golf courses, its return to best quality land is seldom practicable. The need to control the rate at which land is taken for development will also be a factor in any assessment.

## Local environmental quality

10.123 Any potential impacts arising from development is capable of being a material planning consideration. In considering proposals the council must take appropriate account of the risks to development from existing pollution. This can be not only in terms of direct pollution impacts, but also in terms of the potential for complaints against the existing use which may result in constraints being placed on existing businesses (which may jeopardise viability). Consideration must also be given to the risks to existing development from proposed pollution generating uses. Proposals must adequately demonstrate how these risks can be managed or reduced.

### Policy E17: Quality of life and amenity

1. Planning permission will be granted for new development proposals, provided that it does not generate unacceptable adverse impacts arising from:
  - i) noise;
  - ii) dust;
  - iii) vibration;
  - iv) odour;
  - v) litter;
  - vi) emissions;
  - vii) the migration of contamination;
  - viii) illumination;
  - ix) visual intrusion;
  - x) run off to protected waters;
  - xi) traffic; or
  - xii) stability and subsidence.
2. Planning permission will be granted where the cumulative impact would not result in significant adverse impacts on the environment of an area or on the amenity of a local community, either in relation to the collective effect of different impacts of an individual proposal or in relation to the effects of a number of developments occurring either concurrently or successively.
3. Where unacceptable impacts are identified, which cannot be addressed through appropriate mitigation measures, planning permission will be refused.

10.124 New development, redevelopment or alterations to existing buildings can themselves remedy environmental deficiencies and contribute to the quality of life of the city's residents. New development should take into account the amenities of adjoining properties, with particular attention being paid to the scale of new buildings in relation to existing surrounding development, daylight, sunlight effects, siting, elevational treatments and the use of appropriate materials. Where a site is affected by land stability issues, the responsibility for securing a safe development rests with the developer and/or landowner. Affected development must incorporate remediation and management measures. The policy seeks to ensure high standards of amenity in new development and contribute to a safe, quiet and attractive environment.

10.125 The Sunderland area has been subject to extensive past coal mining activity. In some areas this activity has left a legacy of potential land instability and other public safety issues that could have an adverse impact on new development proposals. Development proposals should consult The Coal Authority's 'Coal Mining Development Risk Plans', and for areas defined in Coal Mining Development High Risk Areas, new development proposals will need to demonstrate that coal mining legacy issues have been taken into account and can be satisfactorily addressed. For non-householder planning applications, this will require the submission of a Coal Mining Risk Assessment.

## Noise

10.126 Noise can be defined as unwanted sound. It affects humans and animals in a number of ways, from mild irritation and annoyance to stress, lack of sleep and in extreme cases loss of hearing. Noise tends to be highly localised and may be particularly irritating due to its volume, its relationship to background sound levels or because it is intermittent or unpredictable. Noise pollution can have a major impact on people's health and quality of life. Sources of noise include roads, railway lines, aerodromes, industrial/commercial developments, waste, recycling and energy plant and sporting, recreation and leisure facilities.

**Policy E18: Noise-sensitive development**

1. Noise-sensitive development in locations likely to be affected by existing sources of noise will be expected to provide an appropriate noise assessment which quantifies the noise climate that future users of the development are likely to experience and, where necessary, details a scheme of mitigation to ensure adequate levels of amenity for future occupiers of the proposed development.
2. In assessing such a scheme of mitigation, account will be taken of:
  - i) the location, design and layout of the proposed development; and
  - ii) measures to reduce noise within the development to acceptable levels, including external areas where possible.
3. Conversely, in areas of existing low levels of noise, proposals for development which may generate noise should be accompanied by an assessment of anticipated noise levels associated with the operation of the development and quantify the impact on the existing noise environment and noise sensitive receptors. Where necessary an appropriate scheme of mitigation shall detail any measures required to ensure that noise does not impact on these receptors.
4. Development will not be permitted if mitigation cannot be provided to an appropriate standard with an acceptable design.

10.127 Noise needs to be considered when new developments may create additional noise and when new developments would be sensitive to the prevailing acoustic environment.

**Contaminated land and health and safety**

10.128 1,000 hectares of former industrial land has been reclaimed and been brought back into use. Some areas have been decontaminated, while other areas securely encapsulate contaminated minerals on-site. New land uses include country parks, wildlife sites, business parks, sports facilities and residential areas.

**Policy E19: Contaminated land**

1. Where it is considered that land may be affected by contamination, planning permission will only be granted for development provided that the following criteria are satisfied:
  - i. all works, including investigation of the nature of any contamination, can be undertaken without escape of contaminants which could cause unacceptable risk to health or to the environment;
  - ii. any existing contamination of the land can be identified and the level of risk that contaminants pose in relation to the proposed end use and future site users, are adequately quantified and addressed;
  - iii. appropriate mitigation measures to ensure that the site is suitable for the proposed use and that there is no unacceptable risk of pollution within the site or in the surrounding area; and
  - iv. it is demonstrated that the developed site will be suitable for the proposed use without risk from contaminants to people, buildings, services or the environment including the apparatus of statutory undertakers.

10.129 The council must ensure that sites are suitable for development taking account of contamination issues and any proposals for land remediation. Where a site is affected by contamination, the responsibility for securing a safe development rests with the developer and/or landowner. Affected development must submit a report to demonstrate remediation and management measures to deal with risks of water pollution, contamination from site works, and health risks for end users. This report should be submitted with a planning application and the council will consult the Environment Agency and take account of Environmental Health Officer advice in assessing such reports.

10.130 Where contaminants are identified and the end use of the development and level of risk determine that remediation is required, the developer must also demonstrate that a method of treatment necessary to deal with any hazards found has been agreed or conditions requiring such measures to be implemented can be attached. Such measures must ensure that water resources and other



environmental resources are not adversely affected, further migration of gases and substances is prevented, and that appropriate remediation takes place on-site to secure a safe development that is suitable for its proposed use.

**Policy E20: Health and safety executive areas and hazardous substances**

1. Any development within the specified distances from the sites identified as 'notifiable installations' must take account of any risks involved and the need for appropriate separation between hazardous installations and incompatible uses.
2. The development of new notifiable installations must be located in appropriate areas and take account of any risks involved and the need for appropriate separation between hazardous installations and incompatible uses.
3. Proposals involving the introduction, storage or use of hazardous substances which would create potential risk and could not be acceptably mitigated against, will not be permitted.

10.133 Hazardous substances consent is required for the presence of certain quantities of hazardous substances. This is a key part of the controls for storage and use of hazardous substances which could, in quantities at or above specified limits, present a major off-site risk.

10.131 Sites and installations which have quantities of hazardous substances present on site are designated as notifiable installations by the Health and Safety Executive (HSE). Consultation zones are defined around these hazardous installations and the council is required to consult with the HSE on certain proposals for development within such zones. The council will be guided by HSE advice in determining whether a proposed development may proceed as submitted or whether protection measures could overcome any safety objections. Further information can be found at [www.hse.gov.uk](http://www.hse.gov.uk)

10.132 The siting of new notifiable installations will be managed with the aim of keeping the installations separate from housing and other sensitive land uses with which the installations would be incompatible. The council will consult the HSE and the Environment Agency about the siting of proposals for new notifiable installations.



# 11. Climate change and water

- 11.1 Climate change is recognised as one of the most significant threats facing the 21st Century and as such there are unprecedented challenges to the environment, economy and the future security of energy. The impact will be felt through changes in the range and extremes of weather on communities and the natural world, as well as global consequences such as rising sea levels.
- 11.2 The Climate Change Act 2008 introduced a statutory target of reducing carbon emissions by 80% below 1990 levels by 2050, with an interim target of 34% by 2020. This was followed by the Low Carbon Transition Plan that set out how the UK will achieve these dramatic reductions in emissions. Important elements in the Plan are to reduce the energy used in homes and workplaces and to improve the UK's position as a centre of green manufacturing in low carbon sectors. All local authorities need to prepare strategies that make a full contribution to the delivery of the UK Climate Change Programme and energy policies.
- 11.3 Sunderland is committed to playing its part in tackling climate change in helping to achieve the national target to cut carbon dioxide emissions by 80% by 2050. Sunderland Partnership and Sunderland city council recognise that climate change is one of the greatest environmental challenges facing the world today. Sunderland's Climate Change Action Plan sets out how the city is going to reduce its energy consumption, emissions of carbon dioxide (CO<sub>2</sub>) and other greenhouse gases, which are known to be the main cause of climate change.
- 11.4 To address climate change issues, the spatial distribution, location and design of development should aim to achieve the best resource and energy efficiency and secure a reduction in emissions. Patterns of urban growth and sustainable rural development should help secure the fullest possible use of sustainable transport and decentralised energy. New development should be planned to avoid significant vulnerability to impacts arising from changes in the climate – such as flooding. Where development needs to be brought forward in areas that are vulnerable, risks need to be managed through suitable adaptation measures so as to provide sufficient resilience.
- 11.5 The Plan outlines a number of priority actions including improving transport infrastructure to create greener, cleaner and healthier transport.

## Policy CM1: Climate change and water

The council will seek to ensure that the development in the city minimises the impact of climate change by:-

1. supporting the development of decentralised, renewable and low carbon energy; (Policy CM2 and CM3)
2. reducing the risk and impact of flooding; (Policy CM4) and CM5
3. requiring new development to incorporate sustainable resource management (Policy CM8).

## Decentralised, renewable and low carbon energy

11.6 Implementing renewable and low carbon energy is an important part of the response to the challenges of both climate change and security of energy supply. Renewable and low carbon energy sources are low or zero emission alternatives to fossil fuels as a source of energy.

11.7 Decentralised energy, is produced close to where it will be used, rather than at a large plant elsewhere and sent through the national grid. Renewable energy occurs naturally and continuously in the environment, such as energy from the sun, wind, waves or tides. Low carbon energy is about the generation of heat and power with lower emissions than conventional means, by using more efficient technologies, fuels with lower carbon content or capturing and storing emissions.

**Policy CM2: Decentralised, renewable and low carbon energy**

The development of decentralised, renewable and low carbon energy will be supported subject to satisfactory resolution of all site specific constraints as follows;

1. decentralised, renewable and low-carbon energy development should be located and designed to avoid adverse impacts on landscape, wildlife, heritage assets and amenity;
2. appropriate steps should be taken to mitigate any adverse significant impacts, such as noise nuisance, food risk, shadow flicker and interference with telecommunications, through careful consideration of location, scale, design and other measures; and
3. consideration will be given to any adverse cumulative impacts of proposals within and outside the city.

11.8 The purpose of the policy is to encourage the provision of renewable and low carbon energy through the planning system, but also to recognise the role of planning in setting the framework to allow assessment of potential impacts and to influence decision-making based on assessment.

11.9 Supporting renewable and low-carbon decentralised energy schemes is an important component of meeting carbon reduction targets. Renewable energy generators are already an important component of energy use in the city with 10 wind turbines at Nissan providing 6.6MW and a windfarm at Great Eppleton Farm with 4 wind turbines providing 12MW.

11.10 The development of most standalone renewable energy installations will require careful consideration due to their potential visual and landscape impacts, especially in areas of high landscape value. The size, location and design of renewable energy schemes should be informed by a landscape character assessment, alongside other key environmental issues.

11.11 The Sunderland Wind and Solar Landscape Sensitivity Assessment (2015) considers the sensitivity of different landscape character areas to potential wind turbine and solar development within the city and should form the basis of any assessments for these types of development.

11.12 The impact of any other proposals for decentralised, renewable and low carbon energy development upon the landscape should be considered against the Sunderland Landscape Character Assessment (2015). Development within areas identified for 'landscape protection' within the Assessment will generally be resisted, unless exceptionally justified.

**Energy from waste**

**Policy CM3: Energy from waste**

1. In considering proposals for renewable energy developments, including Energy from Waste proposals, together with any ancillary buildings and infrastructure, consideration will be given to:
  - i) the potential impacts on air traffic operations, radar and air navigational installations; and
  - ii) the protection of the environment and public amenity.
2. Energy from Waste proposals will be required to provide combined heat and power unless it can be demonstrated that this would prevent the development of waste management facilities that have the potential to deliver important waste infrastructure. In cases where an applicant considers that it would not be feasible to provide combined heat and power, it will be the responsibility of the applicant to clearly demonstrate the reasons for this position.
3. Proposals that can provide combined heat and power must demonstrate that due consideration has been given to the provision of any heat produced as an energy source to any suitable adjacent potential heat customers.

11.13 This policy applies to all types of standalone renewable energy, including wind turbines, biomass generators, anaerobic digestion plants and other energy from waste technologies, hydropower turbines, and solar photovoltaic arrays.

11.14 Significant weight is given to the wider environmental, social and economic benefits of renewable and low carbon energy generation, and particularly, decentralised energy generation schemes. The impact on neighbouring residents and other sensitive receptors is also a significant consideration, but

will vary, depending on the size, scale, location and type of technology proposed. Any potential cumulative impact of schemes within the area, including within and outside the city, will also be considered.

11.15 Wind turbine proposals will be considered against relevant national policy including the Government's Written Ministerial Statement on this issue, made on 18 June 2015<sup>51</sup>. The Written Ministerial Statement advises that local planning authorities should only grant planning permission for proposals including one or more wind turbines if:

- the proposed development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and,
- following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

11.16 The ADP will identify locations suitable for wind energy development if appropriate. The Government has consulted on amendments to the NPPF to include the guidance from the Ministerial Statement within it.

11.17 Applications for wind turbine installations will need to include details of associated infrastructure such as new access roads so that the council can fully assess the proposal.

11.18 The Allocations and Designation Plan will identify land to deliver this policy.

## Water and flooding

11.19 Flooding is a key factor in determining the scale and location of development in Sunderland. It is important that inappropriate development is avoided in areas currently at risk from flooding, or likely to be at risk as a result of climate change, or in areas where development is likely to increase flooding elsewhere. Inappropriate development in areas of risk of flooding should be avoided by directing development away from areas at highest risk, but where it is necessary, without increasing flood risk elsewhere. The council's

Strategic Flood Risk Assessment (2017) (SFRA) provides guidance in this respect. The SFRA provides a framework for the overall appraisal and management of risk. It allows the identification of land with the lowest probability of flooding that would be appropriate to the type of development or land use proposed.

11.20 This policy aims to achieve a planning solution to flood risk management wherever possible, steering vulnerable development away from areas affected by flooding.

### Policy CM4: Flood risk and water management

The council will seek to reduce flood risk, promote water efficiency measures, and protect and enhance water quality through the following mechanisms:

1. all development must follow the sequential approach to determining the suitability of land for development, directing new development to areas at the lowest risk of flooding and where necessary applying the exception test, as outlined in national planning policy;
2. developers will be required to demonstrate, where necessary, through an appropriate Flood Risk Assessment (FRA) that development will not increase flood risk on site or elsewhere, and should seek to reduce the risk of flooding. New development will be required to include or contribute to flood mitigation, compensation and/or protection measures, where necessary, to manage flood risk associated with or caused by the development;
3. development proposals should comply with the Water Framework Directive by contributing to the Northumbria River Basin Management Plan;
4. the drainage of new development shall be designed to reduce surface water run-off rates to include the implementation of Sustainable Drainage Systems (SUDS) unless it can be demonstrated that it is not technically feasible;
5. development which would adversely affect the quality or quantity of surface or groundwater, flow of groundwater or ability to abstract water will not be permitted unless it can be demonstrated that no significant adverse impact would occur or mitigation can be put in place to minimise this impact;

<sup>51</sup> Available online at Available online at <http://www.parliament.uk/documents/commons-vote-office/June%202015/18%20June/1-DCLG-Planning.pdf>

6. supporting proposals for additional flood defences where it can be demonstrated that the proposal represents the most sustainable response to a particular threat; and
7. supporting proposals for new or extensions/improvements to existing waste water, sludge or sewage treatment works, unless the adverse impact of development outweighs the need for greater capacity.

- 11.21 Development should be directed towards locations which are at lowest risk from flooding. Where necessary, the applicant will be required to demonstrate that they have followed the sequential test.
- 11.22 Developers must consider flood risk from all sources as part of an FRA and ensure they are utilising the most appropriate and up-to-date information in assessing the risk of flooding from all sources to the development site. Discussions should be held with the Flood Authority when considering measures to mitigate flooding from different flood sources within development proposals. Conditions or planning obligations will be used as appropriate to secure flood risk mitigation measures.
- 11.23 Sunderland falls within the Northumbria River Basin Management Plan (RBMP) which provides cross-boundary guidance on good practice and measures for improvement. Drawn up by the Environment Agency, RBMPs aim to provide integrated management of surface and groundwater bodies across individual regions.
- 11.24 Built development can lead to increased surface water run-off; therefore new development is encouraged to incorporate mitigation techniques in its design, such as permeable surfaces and Sustainable Drainage Systems (SuDS). Where appropriate, SuDS should be used as part of the linked Green Infrastructure Network to provide multiple functions and benefits to landscape quality, recreation and biodiversity. This can be achieved through habitat creation, new open spaces and good design. SuDS should be designed to help cope with intense rainfall events and to overcome any deterioration in water quality status. In determining the suitability of SuDS for individual development sites, developers should seek advice from the Environment Agency.

- 11.25 The Allocations and Designation Plan will identify land to deliver this policy.

## Surface water management

- 11.26 Flooding from sewers is increasingly recognised as an issue in areas that are not necessarily at risk from fluvial flooding – whereby rainfall events, sometimes away from the area concerned, cause major surface water run-off to enter the sewerage system.

### Policy CM5: Surface water management

All development proposals will be required to consider the effect of the proposed development on flood risk, on-site and off-site, commensurate with the scale and impact of the development. Development proposals must:

1. be accompanied by a Flood Risk Assessment (where appropriate), to demonstrate that the development, including the access, will be safe, without increasing or exacerbating flood risk elsewhere and where possible will reduce flood risk overall;
2. demonstrate that they pass the Sequential Test and if necessary the Exceptions Test in flood Zones 2 and 3a;
3. discharge at greenfield runoff rates for the 1 in 1 and 1 in 100 events for greenfield and brownfield sites in accordance with the latest Local Flood Risk Management Strategy;
4. manage surface water runoff at the source, wherever possible and dispose of water in the following order:
  - i) to an infiltration or soak away system;
  - ii) to a watercourse open or closed;
  - iii) to a surface water sewer; then
  - iv) to a combined sewer.
5. ensure adequate protection where sites may be susceptible to over land flood flows (as shown in the Strategic Flood Risk Assessment) or lie within a Surface Water Risk Area (as shown on the Environment Agency flood maps);
6. incorporate a Sustainable Drainage System (SuDS) to manage surface water drainage. Where SuDS are provided, arrangements must be put in place for their whole life management and maintenance. Where appropriate SuDS should contribute to the provision of Green Infrastructure whilst retaining acceptable levels of useable amenity space;

7. incorporate allowance for climate change in accordance with the latest Environment Agency Guidance;
8. make developer contributions to ensure that the drainage infrastructure can cope with the capacity needed to support proposed new development;
9. must demonstrate control of the quality of surface water runoff during construction and for the lifetime of the development. For major developments the management of water should be an intrinsic part of the overall development; and
10. should not have a detrimental impact on the city's water resources, including the Magnesian Limestone Aquifer and its ground source protection zones. Development along the River Wear and Coast should take account of the Northumbria River Basin Management Plan, to deliver continuing improvements in water quality.

- 11.27 This policy seeks to minimise the risk that future development locations could be flooded from sewers or add to an existing risk by ensuring that surface water run-off entering the sewer system is kept to an absolute minimum. Other benefits of such an approach will include a much reduced risk to water quality.
- 11.28 To help adapt to expected climate change, the policy provides the broad framework for addressing the increased risk of flooding including a requirement for sustainable drainage systems.
- 11.29 The Allocations and Designation Plan will identify land to deliver this policy.

## Water quality and disposal

- 11.30 Water plays an essential part in everyone's lives. We expect high quality drinking water from our taps and we expect that the city's rivers, lakes and coastal waters will be free from bacteria and safe to use for recreation. The quality and quantity of surface and ground water is vitally important to a wide range of uses and users including domestic, industrial and agricultural. Ground water resources in particular are susceptible to a wide range of threats from land use policies and once contaminated it is difficult, if not impossible, to rehabilitate them. Sunderland's groundwater

quality has been assessed under the European Union Water Framework Directive (WFD) and is currently classified as poor for quantitative and chemical quality. Overall, groundwater in the district is classed to be 'at risk' and is a protected area.

- 11.31 The city's drinking supply emanates from a combination of reservoirs, treatment works and boreholes. The council works closely with the Environment Agency in monitoring the quality of our coastal waters, river water, amenity lakes, Magnesian Limestone Aquifer and its source protection zones.

### Policy CM6: Water quality

All new development should have regard to the actions and objectives of the Northumbria River Basin Management Plans in striving to protect and improve the quality of water bodies in and adjacent to the city. Developers shall undertake thorough risk assessments of the impact of proposals on surface and groundwater systems and incorporate appropriate mitigation measures where necessary. The council will expect developers to demonstrate that all proposed development will be served by an adequate supply of water, appropriate sewerage infrastructure and that there is sufficient sewage treatment capacity to ensure that there is no deterioration of water quality.

Development will not be permitted which the council, in consultation with the Environment Agency, considers likely to prejudice the quality or quantity of surface or ground water.

Development that would prejudice the use and quality of the district's spa waters will not be permitted.

- 11.32 This policy seeks to minimise the impact of development on the quality of surface water and the Magnesian Limestone Aquifer and its ground source protection zones.
- 11.33 The potential to pollute our groundwater aquifers is significant. Intense rainfall can cause localised flooding and erosion, and can increase pressure on drains, sewers and water quality. Storm sewage overflows are known to affect water quality, environmental quality and affect important wildlife sites across the district. Furthermore, old mine workings within the district have the potential to release heavy metals into the groundwater aquifers, and in areas along the coast, over-pumping of the aquifer has resulted in saline intrusions. Increased use of fertilizers in the catchment by

the agricultural industry is also resulting in increasing nitrite concentrations, and landfill sites also present a high risk to groundwater.

- 11.34 The council, in conjunction with the Environment Agency, will seek to resist development that threatens water quality and quantity, and will generally encourage initiatives that result in an improvement of water quality and the capacity of surface waters to support wildlife. The WFD became part of UK law in 2003 with the primary objectives of achieving good ecological status in water bodies, and providing protection for drinking water sources and protected sites (Habitats Directive Sites and Sites of Specific Scientific Interest). These requirements are reflected in the Environment Agency's Northumbria River Basin Management Plan, which covers the city area.
- 11.35 Early engagement with the local planning authority, the Environment Agency and relevant water and sewerage companies can help to establish if water quality is likely to be a significant planning concern and, if it is, to clarify what assessment will be needed to support the application. Applicants should provide sufficient information for the council to be able to identify the likely impacts on water quality. The information supplied should be proportionate to the nature and scale of the development proposed and the level of concern about water quality.

#### Policy CM7: Disposal of foul water

1. Development proposals will be expected to utilise the following hierarchy of drainage options:
  - i) connection to the public sewer;
  - ii) package sewage treatment plant (which can be offered to the Sewerage Undertaker for adoption); then
  - iii) septic tank.
2. Proposals involving the use of non-main methods of drainage in areas where public sewerage exists or the use of Cess Pits will not be permitted.

## Sustainable design and construction

- 11.36 New development provides an opportunity for reducing energy consumption and enabling more efficient use of energy, both of which are important for reducing carbon emissions and wasteful use of finite natural resources. It is important that developments are designed to mitigate climate change, and to withstand its effects. This will help to minimise the impact of development on the global environment, and ensure that buildings and spaces endure.
- 11.37 Sustainable design also includes the sustainable use of resources, which is an important part of conserving materials and natural resources that are likely to become more scarce. This includes considering how existing buildings can be re-used, and how new buildings might be used in different ways in the future. Sustainable materials include those that are degradable, have low embedded energy, are easily renewed, or are recyclable. The policy seeks to influence the quality of development proposals and promote energy efficiency and sustainable sources of energy supply.

#### Policy CM8: Sustainable design and construction

Sustainable design and construction will be integral to development in Sunderland; development should:-

1. maximise energy efficiency and integrate the use of renewable and low carbon energy;
2. reduce waste reduction and promote recycling during construction and in operation;
3. conserve water resources and minimise vulnerability to flooding;
4. provide details of the type, life cycle and source of materials to be used;
5. provide flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting;
6. include opportunities to incorporate measures which enhance the biodiversity value of development, such as green roofs; and
7. be supported by a sustainability statement setting out how the development incorporates sustainable resource management and high environmental standards.



- 11.38 Progress towards 'zero carbon' development will be made through progressive tightening of the Building Regulations. These changes have replaced the Code for Sustainable Homes (CSH) standards. Although the Code for Sustainable Homes is no longer the national standard for sustainable development the council, in line with its Economic Masterplan aims, will still encourage both residential and non-residential developments to be constructed to higher sustainability standards than that provided within Building Regulations. In order to ensure the energy efficiency of properties, the layout of developments should be designed to reduce dependence on energy for heat and lighting through maximising the southern orientation of buildings and enabling passive solar gains and the use of microgeneration technologies such as photovoltaic (PV) panels.
- 11.39 Applicants are expected to include a Sustainability Statement alongside planning applications. A Sustainability Statement should be submitted which sets out how the development:
- is designed with regard given to sustainable development principles, taking into account the effects of climate change;
  - delivers carbon reduction and energy efficiency levels required by relevant government guidance/schemes;
  - reuses and recycles materials and other resources from all stages of development, design, demolition, construction and operation;
  - maximises energy efficiency through internal and external layout, orientation, massing, materials, insulation, heat recovery, construction techniques, natural ventilation, shading and landscaping;
  - protects existing water and sewage infrastructure. Where development increases the demands for off-site service infrastructure, it must be demonstrated that sufficient capacity already exists or that extra capacity (or a financial contribution towards capacity) will be provided; and
  - will connect to or be ready to connect to any forthcoming decentralised heat or energy scheme, where feasible.
- 11.40 Since not all development involves new buildings, extensions and alterations are also required to demonstrate how the proposals will achieve resource efficiency and environmental standards. Applicants should also consider incorporating simple cost effective energy efficiency measures into the existing building.



# 12. Connecting the city

- 12.1 The NPPF emphasises that planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.
- 12.2 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.

## Sustainable travel

- 12.3 The overarching spatial approach to improving sustainable transport in Sunderland involves:-
- promoting sustainable and active travel and seeking to improve local transport infrastructure in order to secure local economic growth and access to work and the labour market, improve health and enhance the overall 'liveability' of the city;
  - improving the sense of arrival in the city centre, whether by rail, road, bus or cycle;
  - improving city centre legibility and movement, especially for people on foot and cycle. Addressing issues of legibility and navigation for pedestrians include severance of key destinations by major roads;
  - providing better connections within Sunderland and across the city region; and
  - better connecting Sunderland with other cities across the North of England and more widely in the UK, both by road and more particularly by rail.

### Policy CC1: Sustainable travel

The council will promote sustainable travel and seek to enhance connectivity for all users by:

1. focusing development close to public transport links and enhancing opportunities for walking and cycling;
2. enhancing the city's transport network to improve connectivity from homes to employment sites, designated centres, and to other key trip generators;
3. utilising traffic management measures in order to manage congestion and mitigate against the environmental and health impacts of traffic;
4. ensuring that transport initiatives support the development of safer, cleaner and more inclusive centres and neighbourhoods; and
5. working with the North East Combined Authority (NECA), neighbouring councils and other partners to promote cross-boundary transport initiatives.

- 12.4 The key sustainable travel issues for the Plan, relate to the need to enhance accessibility by sustainable transport modes to local services and centres as well as to, key facilities such as hospitals and schools, and main employment sites.
- 12.5 A greater focus on sustainable transport development will not only improve connectivity but will also help to support other crucial initiatives in Sunderland such as helping to relieve traffic congestion, improve air quality, increase levels of physical activity and improve road safety, mental health and the reduction of social isolation.
- 12.6 The Allocations and Designation Plan will identify land to deliver this policy.

## Connectivity and transport network

12.7 Improving connectivity and the transport network is a key principle which will support the growth of the city. In order to facilitate this growth there will need to be improvements to the road network, public transport network and cycle network.

### Policy CC2: Connectivity and transport network

To improve connectivity and enhance the city's transport network, the council and its partners will seek to:

1. deliver the following new highways schemes and initiatives:
  - i) Sunderland Strategic Transport Corridor (remaining phases);
  - ii) Ryhope to Doxford Park Link Road;
  - iii) Central Route section of Coalfield Regeneration Route; and
  - iv) key junctions on the A19, including providing access to IAMP.
2. improve the existing main transport routes to reduce congestion and encourage walking and cycling:
  - i) A183 Chester Road;
  - ii) A690 Durham Road;
  - iii) A1231 Sunderland Highway (west of the A19);
  - iv) A1018 Newcastle Road;
  - v) B1522 Ryhope Road;
  - vi) Washington Road/North Hylton Road (east of A19); and
  - vii) A182 Houghton/Hetton Road.
3. improve the operating conditions for buses throughout the city, in particular through securing improvements to the major bus corridors identified in (2) above;
4. secure improvements to the Metro and rail network and safeguard the following disused railway alignments for future use:
  - i) Leamside line; and
  - ii) South Hylton to Penshaw rail alignment.
5. improve and extend the cycle network within the city.

12.8 In order to support economic growth within the city, a number of specific new highway schemes and initiatives have been identified which will assist in this:

- The Sunderland Strategic Transport Corridor (SSTC) will provide a high-quality route between the A19 and the Port, taking in the city centre as well as improving accessibility to development sites along the river corridor. The initial section of this road is complete (St Mary's Boulevard) with Phase 2 under construction and including the new Wear crossing. Further phases to follow include:
  - Phase 3 (South Bridgehead to St Michael's Way); and
  - Commercial Links (Wessington Way and Port Access improvements)
- The council is proposing a major area of housing growth, known as the South Sunderland Growth Area (SSGA, see Policy SA2). The key transport infrastructure requirement needed to unlock the development is the Ryhope-Doxford Link Road. It is anticipated that this road will be primarily funded through developer contributions.
- The Central Route in the Coalfield area has been a long-standing aspiration of the council. The road will support housing and employment regeneration and improve connectivity in the Coalfield area. Developer contributions will be sought to fund completion of this road. In addition, the council will continue to work with neighbouring Durham County Council to investigate the possibility of completing the Coalfield Regeneration Route in the longer term, through the southern Coalfield, to connect with the East Durham Link Road/A19 near Dawdon.
- The council will work with Highways England to improve key junctions on the A19 in line with adjacent major development schemes, which include the proposed IAMP and SSGA. It is anticipated that the continuing success of Nissan and the development of the IAMP will generate additional vehicle movements and put pressure on the existing highway network. The IAMP AAP Infrastructure Delivery Plan contains the road

improvements works that are required to specifically support the IAMP.

- 12.9 The existing highway network will continue to fulfil an important role in the future prosperity of the city. Traffic congestion on several strategic roads and junctions is a cause of delays, with consequent lost time for employees and other travellers and additional costs for bus operators. Initial schemes include, for example, major improvements to the A183 Chester Road corridor. Other major road corridors, as set out within Policy CC2 will be improved as finances and circumstances permit. Improvements to these corridors will include provision to improve public transport, walking, cycling and disabled access.
- 12.10 The vast majority of public transport trips in Sunderland are made by bus and it is likely that this will continue into the future. The council will work with the bus operators and Nexus to improve operating conditions for buses on the major bus corridors within the city as outlined in Policy CC2.
- 12.11 The Metro (and the wider local rail system) is a significant public transport asset for the city but the network will need to be expanded and updated to meet future needs. The council will work with Nexus and other stakeholders to secure improvements to the Metro and local rail network. Future expansion plans for the Metro and the local rail network are not known at this point and new route possibilities will also depend on the flexibility of the new rolling stock chosen for the Metro. Nevertheless, a likely option to extend the network exists westwards from South Hylton Metro Station, along the former South Hylton to Penshaw railway line. For this reason it is proposed that a corridor centred on the line should be protected from development over the period of this Plan to ensure that the route is not severed.
- 12.12 The former Leamside railway line provides opportunities for a range of railway uses including improving connectivity between Washington and Sunderland (by taking in the former Penshaw-Pallion line) and southwards into the Coalfield area. The council will continue to work with its sub-regional partners and transport infrastructure stakeholders to investigate the potential of this line and will support proposals that benefit the city. It is essential that any future use of this line directly

benefits Sunderland and that it is not used to divert services away from Sunderland station. The council will ensure that the location and design of new development does not conflict with the potential for the Leamside Line's reinstatement.

- 12.13 The council is currently implementing an £800k programme of city centre cycling improvements centred on Sunderland station as part of a NECA initiative to improve five key transport gateways across the region.
- 12.14 The city is crossed by a network of footpaths, national cycleways and equestrian routes, partly as a result of former railway lines that have been successfully reclaimed in recent years. These ensure sustainable off-road networks providing access to many parts of the city and a variety of destinations. Further routes will be pursued that will help to form a grid pattern that enable longer or shorter circuits to be used for commuting or recreational purposes.
- 12.15 The Allocations and Designation Plan will identify land to deliver this policy.

## City centre accessibility and movement

- 12.16 The city centre is the heart of Sunderland. It fulfils a range of functions including administrative, cultural, community, educational, professional and retail. Its vitality and viability is essential to the wellbeing of the whole city.

### Policy CC3: City centre accessibility and movement

The council will improve accessibility to and movement within the city centre by:

1. discouraging the use of city centre streets by through-vehicular traffic;
2. increasing priority for pedestrians and cyclists in the central core;
3. completing the city centre cycle network;
4. improving 'legibility' and signage for pedestrians;
5. providing for operational access for businesses in the city centre;
6. improving the provision of car parks around the ring road;

7. reducing the 'barrier' effect of the ring road in relation to adjacent areas;
8. developing a bus strategy to deliver customers into the city centre whilst making best use of existing infrastructure;
9. improving the attractiveness of Park Lane Interchange;
10. supporting the redevelopment of the southern concourse of Sunderland station, improvements to the public realm and improvements to its general accessibility;
11. working with rail industry partners to improve the connectivity of Sunderland to other major centres in the north; and
12. contributing to improving the public realm and street scene throughout the city centre.

12.17 In accordance with the NECA Transport Manifesto and emerging Transport Plan, the council is committed to improving accessibility to and movement within the city centre.

12.18 Key improvements will involve avoiding conflicts between pedestrians and vehicular traffic, making improvements to the physical infrastructure within the city centre such as Park Lane Station and the southern concourse of Sunderland Station and improving connectivity between the City centre and other major centres within the north.

12.19 The Allocations and Designation Plan will identify land to deliver this policy.

## Port of Sunderland

12.20 The Port of Sunderland is one of the North East of England's main international gateways and is the second largest municipally owned port in the UK. It occupies a good location in relation to UK coastal, Scandinavian and continental European sea routes.

12.21 The Port estate covers 106 hectares and has significant infrastructure assets including: deep water quays with 24/7 access to the open sea; an extensive impounded dock system; cargo handling facilities and ship repair; dry dock and marine engineering facilities.

12.22 The Port has a steadily growing trade portfolio including imports of forest products, non-ferrous metals, steel, aggregates and refined oil products, together with exports of agricultural limestone, chemicals and maritime cranes. It

has recently seen occasional visits from smaller passenger cruise ships and has been used as a base for sub-sea engineering and construction in relation to North Sea oil, gas and offshore renewable energy installations. Further opportunities to support niche specialisms, such as the automotive supply chain linked to IAMP and Nissan, will be considered.

12.23 Access to the Port by road is not currently well related to the strategic road network. The creation of the A1018 Southern Radial Route in the early 2000s improved connectivity to the A19 and the south but connectivity to the west and north remains inadequate over local roads. The SSTC Commercial Links scheme will address this by providing a new access into the Port. The rail connection was re-commissioned by Network Rail in 2016 and already sees regular traffic related to recycled metal shipments.

### Policy CC4: Port of Sunderland

The council will promote the reinvigoration and future development of the Port of Sunderland through the following:

1. provision of road and rail links suitable for heavy freight to link the Port to national networks;
2. not sterilising future developments by allowing inappropriate waterside developments;
3. supporting the use of the River Wear as a freight corridor serving waterfront businesses;
4. provision of operational land and buildings that allow resilience and flexibility to meet the challenging demands of rapidly changing markets; and
5. enabling the Port to develop niche specialisms such as offshore renewables and automotive supply chains.

12.24 The Port is a key transport hub for the movement of bulky goods. It is therefore important that there is the provision of good road and rail links to the Port which are able to transport heavy freight to and from the port for import and export.

12.25 The amount of land with waterside access within the Port is limited. It is therefore important to ensure that such sites are not sterilised by land users which do not require waterside access for their operations.

- 12.26 Whilst the River Wear is no longer the focus for industrial and commercial activity in Sunderland, a small number of industries, most notably the Liebherr crane plant, continue to occupy waterfront locations in order to retain the ability to ship assembled products by sea. For this reason, the policy promotes the appropriate use of the river as a freight corridor where the market supports this use.
- 12.27 It is important that the Port is able to operate flexibly to enable it to embrace new growth sectors which may emerge. Policy CCS4 seeks to provide this flexibility to ensure that the Port can operate effectively within a global market.
- 12.28 The Allocations and Designation Plan will identify land to deliver this policy.

### Local road network

- 12.29 Whilst the strategic road network is important in providing connections between Sunderland and the wider area, the vast majority of roads within the city form part of the local road network. The local road network is therefore important in facilitating trips between destinations within the city.

#### Policy CC5: Local road network

1. The Local Road Network will be protected for safe and efficient movement in accordance with the following road hierarchy:
  - 1) Distributor Roads;
  - 2) Category 1 Roads;
  - 3) Category 2A Roads; and
  - 4) Category 3 Roads.
2. To ensure that development has no adverse impact on the Local Road Network, proposals must ensure that:
  - i) where a new vehicular access is accepted in principle, the number of access points will be kept to a minimum and new access points will be designed and constructed in accordance with the current highway design standards;
  - ii) they have safe and adequate means of access, egress and internal circulation/turning arrangements for all modes of transport relevant to the proposal;

- iii) where an existing access is to be used, substandard accesses will be improved and/or upgraded in accordance with the current standards for the category of road;
- iv) they are assessed and determined against current standards for the category of road having regard to the capacity, safety and geometry of the highway network;
- v) they have safe and convenient access for sustainable transport modes relevant to its location; and
- vi) they will not create a significant or severe impact with potential risk to highway users or be detrimental to the safety of the highway network.

- 12.30 Policy CC5 sets out the local road network for the city, which will be used when considering development proposals within the city.
- 12.31 It will be ensured that the function all roads within the local network are to be protected in accordance with their position within the road hierarchy to ensure the safe and efficient movement of traffic for all.
- 12.32 Developers must demonstrate that development proposals will not have a significant impact on the safe operation and management of the local road network for all highway users. This will be subject to scoping and agreement with the Local Highway Authority.

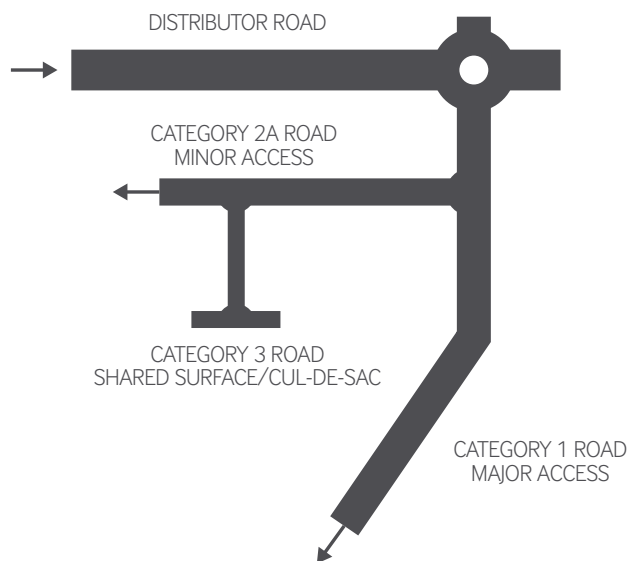


Figure 34 Local road network

12.33 Proposals must be designed and constructed in accordance with Sunderland City Council Adoptable Highway Standards. Highway access and road layouts will need to be agreed with the Local Highway Authority to ensure a development proposal does not cause significant congestion or road safety issues.

The Allocations and Designation Plan will identify land to deliver this policy.

## New development and transport

12.34 New development proposals can impact upon the transport network as a result of additional trips being generated. It is therefore important that the potential impacts of development are understood and that any necessary improvements identified and implemented prior to development taking place.

### Policy CC6: New development and transport

All types of development across the city will be expected to:

1. provide safe and convenient access for all road users, in a way which would not:
  - i). compromise the free flow of traffic on the public highway, pedestrians or any other transport mode, including public transport and cycling; or
  - ii) exacerbate traffic congestion on the existing highway network or increase the risk of accidents or endanger the safety of road users including pedestrians, cyclists, and other vulnerable road users.
2. incorporate pedestrian and cycle routes within and through the site, linking to the wider sustainable transport network;
3. submit a Transport Assessment/Transport Statement and a Travel Plan. This must demonstrate that appropriate mitigation measures can be delivered to ensure that there is no detrimental impact to the existing highway;
4. include a level of vehicle parking and cycle storage for residential and non-residential development, in accordance with the council's parking standards;
5. provide an appropriate level of electric vehicle parking and charging infrastructure to suit development requirements; and
6. safeguard the existing network of Definitive Public Rights of Way. If this cannot be accommodated then a diversion and/or alternative route shall be provided.

12.35 Proposals for new developments must comply with the above requirements. Any variations to the above requirements or development-specific needs will need to be determined through pre-application discussions with the council. This should be agreed on a site by site basis unless forming part of a wider Master-plan with cumulative traffic and transport implications.

12.36 With respect to any development which could impact on the Strategic Road Network, Highways England. (In accordance with circular 02/2013) would require to be consulted about any development that would cause a traffic impact on the Strategic Road Network.

12.37 Transport Assessments/Transport Statements and Travel Plans are required to support most planning applications, which is clarified in the council's validation of planning applications checklist. Development proposals will be expected to provide any necessary mitigation works identified through the Transport Assessment or Transport Statement. The development proposals will need to comply with the council's guidance on parking standards for residential and non-residential development.

12.38 The development proposals will also need to provide an appropriate level of electric vehicle parking and charging infrastructure to suit development requirements. These are to be determined on a site by site basis and agreed with the council.

12.39 The existing network of Definitive Public Rights of Way must be safeguarded where affected by development, ensuring that it remains protected and open for use by the public.

12.40 Where Definitive Public Rights of way exist through a development site, it will be retained on its existing alignment and the development designed and laid out to accommodate it. In the event that there is no alternative and the development cannot accommodate the existing Definitive Public Right of Way, a diversion and/ or alternative route shall be provided. Any such diversion and/or alternative must be approved as convenient and suitable in all respects by the council and will be constructed in accordance with current standards.



## Digital infrastructure and telecommunications

12.41 Digital technologies have been a major driving force in influencing and shaping industry and society in the last few years. Changes that are currently transforming our working, learning, leisure and community environments will need to be integrated into future developments.

### Policy CC7: Digital infrastructure and telecommunications

Proposals for the installation of telecommunications equipment will be permitted where it can be demonstrated that:

1. there is no significant adverse effect on the external appearance of the building on which or space in which, they are located;
2. the special character and appearance of all heritage assets are preserved or enhanced;
3. the possibility of sharing facilities, such as masts, cabinet boxes and satellite dishes, and erecting antennae on existing buildings or other structures has been fully explored and, where practical, becomes the preferred location;
4. technologies to miniaturise and camouflage any telecommunications apparatus have been explored;
5. they are appropriately designed, coloured and landscaped to take account of their setting; and
6. there is no significant adverse impact on the visual amenities of neighbouring occupiers.

12.42 The NPPF states that in preparing Local Plans, local planning authorities should support the expansion of electronic communications networks, including telecommunications and high speed broadband. They should aim to keep the numbers of radio and telecommunications masts and the sites for such installations to a minimum consistent with the efficient operation of the network. Existing masts, buildings and other structures should be used, unless the need for a new site has been justified.

12.43 Where new sites are required, equipment should be sympathetically designed and camouflaged where appropriate.

12.44 The council will seek to ensure that the development of modern telecommunications equipment is sympathetic to Sunderland's townscape and countryside. The aim is to

ensure that telecommunications equipment is kept to a minimum through encouraging the sharing of existing facilities and/or proposed where this is technically possible. The visual impact of telecommunications equipment can be minimised through careful design, placement, colouring and landscaping. In addition, using available technologies to miniaturise and camouflage apparatus can also contribute to reducing any visual intrusion. This will help to protect the character of an area and the appearance of property.

12.45 The policy applies to planning applications or prior notification applications for the installation of satellite dishes, microwave antennae, radio masts, cabinet boxes and other types of telecommunications apparatus which require planning permission. When considering such applications the council will also have regard to the legal requirements placed upon telecommunications operators to provide an adequate service, and any technical and operational constraints that may be faced.



# 13. Waste and minerals

## Waste

- 13.1 The UK must reduce waste by limiting packaging and making products using fewer natural resources. We must break the link between economic growth and waste growth. Future products should contain higher levels of recycled or reclaimed materials and be made from components capable of being re-used or recycled at the end of their useful life. Once waste has been reduced through recycling and re-use, energy should be recovered from the remaining wastes where possible. This should mean that only a small amount of residual material will need to go to landfill.
- 13.2 The Government’s objective is to protect the environment and human health by producing less waste and using it as a resource wherever possible. This means reducing the dependence on landfill and diverting waste to more sustainable methods of waste management.
- 13.3 The NPPF includes planning policy for minerals but does not contain specific policies on waste planning; this is separately contained in the National Planning Policy for Waste (NPPW) (October 2014). This sets out the Government’s commitment to the aims or sustainable waste management which are summarised in the ‘waste hierarchy’ set out below:

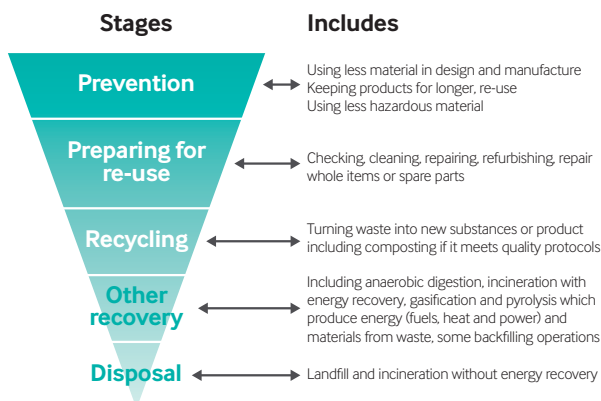


Figure 35 Waste hierarchy

- 13.4 Managing waste is an increasingly important issue for spatial planning and a key element of sustainable development. The goal of local policy is to reduce the amount of waste produced in Sunderland and to responsibly manage any unavoidable waste produced. National Government considers waste reduction and the use of waste as a resource fundamental to the protection of human health and the environment.
- 13.5 The policies in this section will encourage the promotion of the sustainable management of waste and recycling within Sunderland in line with national guidance. In particular, the policies seek to minimise the negative effects of the generation and management of waste on human health and the environment. This reflects the need to reduce the use of resources and favour the practical application of the waste hierarchy.

## Waste management

- 13.6 In line with Government guidance the Plan will, where necessary, make provision for the sustainable management of: non-hazardous waste; which consists of Local Authority Collected Waste (LACW) and Commercial and Industrial Waste; construction, demolition and excavation waste (CDEW); hazardous waste such as asbestos or batteries; low level radioactive waste; agricultural waste and waste water produced from water treatment.
- 13.7 Policy WM1 sets out our strategic approach to waste taking into account national and other guidance. It provides a strategic planning framework to minimise the negative effects of the generation and management of waste on human health and the environment. The policy favours the application of the waste hierarchy and seeks to support the delivery of waste management facilities, which aid in the movement of waste up the hierarchy, are considered critical infrastructure and support sustainable growth and sustainable neighbourhoods.

**Policy WM1: Waste management**

The council will encourage and support the minimisation of waste production, and the re-use and recovery of waste materials including, for example, re-cycling, composting and Energy from Waste recovery. Proposals for waste management facilities to deal with waste arisings within the city will be encouraged based upon the following principles:

1. managing waste through the waste hierarchy in sequential order. Sites for the disposal of waste will only be permitted where it meets a need which cannot be met by treatment higher in the waste hierarchy;
2. promoting the opportunities for on-site management of waste where it arises and encouraging co-location of developments that can use each other's waste materials;
3. ensuring that sufficient capacity is located within the city to accommodate forecast waste arisings of all types during the plan period, reducing the reliance on other authority areas;
4. supporting delivery of the South Tyne and Wear Joint Municipal Waste Management Strategy;
5. facilitating the development of recycling facilities across the city including civic amenity sites and small recycling 'bring' banks to ensure there is sufficient capacity and access for the deposit of municipal waste for re-use, recycling and disposal;
6. facilitating the development of a network of small scale local waste management facilities in accessible locations, and effective methods of waste management such as suitable facilities to separate or store different types of waste, including materials that are required to be separated for kerbside collection schemes;
7. ensuring new waste developments are located and designed to avoid significant adverse impacts on landscape, wildlife, heritage assets and amenity;
8. working collaboratively with neighbouring local authorities with responsibilities for waste and other local authorities where waste import/export relationships exist. This will ensure a co-operative cross boundary approach to waste management is established and maintained; and
9. addressing to an acceptable standard the potential cumulative impacts of any waste development and the way it relates to existing developments.

- 13.8 Policy WM1 puts in place the principles of identifying appropriate locations for waste management facilities. These principles are key to ensuring much needed waste management infrastructure is delivered in the most sustainable and effective way for the treatment of waste and the avoidance of potential negative impacts.
- 13.9 The council's aim for waste management is to recycle 50% of waste from households by 2020, under the EU Waste Framework Directive and to recover 70% of construction and demolition waste by 2020. Therefore an adequate range of waste management facilities should be provided to ensure that waste is treated and disposed of in a sustainable and environmentally acceptable way, balancing the social and environmental needs of the city. Waste management facilities will need to have the potential to meet the Government's waste management targets whilst taking into account potential spare capacity in adjacent local authority areas.
- 13.10 Sunderland has progressed a joint approach to the procurement of waste services, along with the councils of South Tyneside and Gateshead, known as the "South Tyne and Wear Waste Management Partnership" (STWWMP). Guided by the joint waste strategy, the partnership has developed a longer-term strategic solution for the treatment and disposal of residual municipal waste. A contract has been secured for the city's residual municipal waste to be treated at a new Energy from Waste Facility at Haverton Hill in Teesside.
- 13.11 The contract involved building an Energy from Waste facility which will burn the waste to create electricity. A new waste transfer facility station has also been granted consent and has been developed at Jack Crawford House depot, in Hendon. Both sites are now operational.
- 13.12 The contract commenced April 2014 and will run for 23 years. It provides for three waste transfer stations, one in each of the partner authorities, with some limited front end recycling of bulky waste with the majority of residual household waste transferred by bulk road haulage to a dedicated EFW facility at the Haverton Hill waste complex. The plant will be able to deal with up to 256,000 tonnes of waste each year and is capable of exporting 18.84MW electricity to the national grid. The facility is supported by a Visitor and Education

Centre at Gateshead's waste transfer facility, which is located within Sunderland's boundary at the Campground site in Springwell.

- 13.13 The Allocations and Designation Plan will identify land to deliver this policy.

## Waste facilities

- 13.14 This policy focuses on the key criteria and supporting information required as part of a proposal to determine planning applications. The criteria will be used to assess all types of built waste facility proposals.

### Policy WM2: Waste facilities

Proposals for new built waste facilities should be focused on previously developed employment land (excluding land within Primary Employment Sites) and will be required to meet the following criteria:

1. demonstrate the need for the facility, if there is a clear conflict with other policies of the Development Plan;
2. all waste processes and operations must be contained, processed and managed within buildings unless there are acceptable operational reasons why these processes cannot be contained within buildings;
3. proposals must accord with all other policies in relation to the protection of the environment and public amenity or demonstrate that other material considerations outweigh any policy conflict;
4. consideration will be given to the potential impacts of waste management proposals from:
  - i) harmful materials entering the public highway;
  - ii) generation of odours, dusts, flies, rodents, birds and other infestation;
  - iii) noise, excessive traffic and vibration;
  - iv) risk of serious fires through combustion of accumulated wastes.
  - v) harm to water quality and resources and flood risk management;
  - vi) land instability;
  - vii) land use conflict; and
  - viii) where necessary, mitigation measures should be identified to ameliorate any negative impacts to an acceptable level.

- 13.15 Applicants will be expected to demonstrate the need for the facility in terms of the type of facility and taking account of the capacity findings. To ensure waste management sites operate without detriment to amenity, public safety and without having a significant adverse effect on the environment and appearance of the proposed development site, it is expected that proposals will be located within buildings, unless there are specific operational reasons why this is not possible.

- 13.16 A Waste Needs Assessment (WNA) has been undertaken to review the existing operating capacity of waste infrastructure across Sunderland and to assess future requirements over the plan period. However, because the LACW contract is in place, this assessment has not sought to assess this waste stream as there are no anticipated requirements for managing residual waste.

- 13.17 The Assessment has looked at future waste requirements based on data provided by the Environment Agency through the waste data interrogator and hazardous waste data interrogator. Growth projections have been based on work undertaken by Experian on behalf of the council through. Recycling levels are aimed at meeting the current EU targets set out as part of the Circular Economy<sup>52</sup>.

- 13.18 Specific waste streams where there is forecast to be a shortage of capacity of within the city over the plan period include Landfill, Energy from Waste and Thermal Treatment. Further details can be found in the council's WNA.

- 13.19 The Assessment provides a robust evidence base which has been used to develop a number of policies designed to address the waste management needs of the city during the plan period.

- 13.20 Specific allocations where required to meet identified requirements, will be made within the emerging Site Allocations and Designations Plan.

<sup>52</sup> [http://ec.europa.eu/environment/circular-economy/index\\_en.htm](http://ec.europa.eu/environment/circular-economy/index_en.htm)

## Safeguarding waste facilities

13.21 There is a number of existing waste management facilities within the city which remain an important function for the processing of waste materials. Table 5 identifies the existing strategically important waste facilities which are present within the city.

### Policy WM3: Safeguarding waste facilities

The council will safeguard the existing strategically important waste management sites, identified within Table 5, as well as planned future replacement facilities for existing HWRC's and commercial facilities required for the management of LACW for waste management use, unless it can be demonstrated that:

1. there is no longer a need for the facility; and
2. capacity can be met elsewhere; or
3. appropriate compensatory provision is made in appropriate locations elsewhere in the city; or
4. the site is required to facilitate the strategic objectives of the city.

13.22 In addition, when determining applications for non-waste development within a distance that could affect the potential for waste use on a site, regard will be had to any potential adverse impact the proposed development might have on the future of the site as a location for waste management. If a development is likely to have an unacceptable impact on the future of the site as a location for waste management it will be refused, unless it is demonstrated (by the applicant) that there is no longer a need for the allocated site as a location for waste management or there is an overriding need for the non-waste development in that location.

13.23 There is also a need to protect existing waste facilities from neighbouring development which may prevent the continued use of these sites.

Facility name	Facility type
Campground Near Springwell Village	Waste Transfer Station
Jack Crawford House, Hendon	Waste Transfer Station
Beach Street, Deptford - HWRC	HWRC
Campground Near Springwell Village - HWRC	HWRC
Parsons Depot, Parsons Road, Washington	Council Waste Collection Depot
Jack Crawford House, Commercial Road, Hendon	Council Waste Collection Depot
South Hylton House Depot, Hylton Bank, Sunderland (under review)	Council Waste Collection Depot
Market Lane Depot, Houghton le Spring (under review)	Council Waste Collection Depot

**Table 5 Safeguarded waste facilities**

In addition to these sites listed in Table 4, the following sites are also considered of importance to the management of LACW in Sunderland and for the delivery of the Municipal Waste Management Strategy:

- H W Martens Waste Transfer Station, Teal Farm, Washington;
- G O'Brien and son Waste Transfer Station, Wilden Road, Pattinson, Washington;
- Timberpark waste timber processing/transfer station, Pattinson; and
- JBT Waste Services Waste Transfer Station – Westline Industrial Estate.

13.24 In order to ensure that there is sufficient capacity within the city to deal with waste arisings, other than those which are to be sent to the EFW plant at Haverton Hill, Policy WM3 seeks to protect these facilities where they are strategically important.

13.25 However, it is recognised that in some circumstances there may no longer be a need for the facility. In such circumstances, the loss of strategic sites identified within Table 5 will be supported where the capacity can be met elsewhere, appropriate compensatory

provision is made in appropriate locations elsewhere within the city, or the site is required to facilitate the strategic objectives of the city.

- 13.26 The purpose of this policy is to safeguard those sites required for the delivery of the Municipal Waste Management Strategy and to protect against potential future conflict with incompatible uses, as well as protecting existing waste management infrastructure in Sunderland to ensure sufficient capacity is maintained to manage expected levels of waste over the plan period. This is important because the predicted future need for additional waste management capacity assumes existing capacity is available (except where known closure has been identified within the plan period). Should the continuation of potential expansion of sites be affected by non-waste development this would impact on the ability of Sunderland to manage its waste.
- 13.27 It is also important to note that HWRC's are often located relatively near to residential areas to ensure they are accessible to the public for whom they are intended. NPPW states that the need to ensure that 'waste management is considered alongside other spatial planning concerns, such as housing and transport, recognising the positive contribution that waste management can make to the development of sustainable communities'. This statement is clear that waste development needs should be considered alongside other development and the importance of the future need for waste facilities should be considered when determining non-waste applications.

## Open waste facilities

- 13.28 Open waste management facilities are those that deal with waste in the open air. Open waste operations also include aggregate recycling facilities and open window composting.

### Policy WM4: Open waste facilities

1. Proposals for new open waste management facilities will be permitted where:
  - i) The waste site allocations and existing waste facilities are shown to be unsuitable and/or unavailable for the proposed development;

- ii) a need for the capacity of the proposed development has been demonstrated to manage waste arising from within the administrative area of Sunderland city council; and
- iii) it is demonstrated that the site is at least as suitable for such development as Site Allocations, with reference to the overall spatial strategy and site assessment methodology associated with the Development Plan.

2. Where acceptable, proposals should be located at or on:
  - i) redundant farm land (in the case of green waste and/or biological waste); or
  - ii) demolition and construction sites, where the inert waste materials are to be used on the construction project on that site; or
  - iii) existing permitted waste management sites or co-located with other waste management development; or
  - iv) the curtilages of Waste Water Treatment Works (in the case of biological waste); or
  - v) mineral and landfill sites where waste material is used in conjunction with restoration or proposed waste operations are temporary and linked to the completion of the mineral/landfill operation; or
  - vi) areas of previously developed Land; or
  - vii) employment areas that are existing or allocated in the Development Plan for general industry (B2) and storage and distribution (B8), with the exception of Primary Employment sites where waste development will not be supported.
3. Any proposals that come forward on land use types not identified above will be assessed on their merits, based on the other policies in the Development Plan. Such locations will be considered less favourably than those set out within this Policy.

- 13.29 Open waste facilities can give rise to specific impacts such as noise and dust which can influence where such development should take place. Therefore careful consideration needs to be taken when dealing with planning applications for such developments.

- 13.30 Applicants will be expected to demonstrate the need for the facility and proposals should only be supported where existing waste management facilities are incapable of dealing with the proposed waste streams.
- 13.31 Development should be focused on previously developed sites and those in previous compatible uses, as set out in Policy WM4 above.

## Minerals

- 13.32 Minerals are an important resource and are an essential requirement to support economic growth. It is necessary that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy, and goods that an area needs.
- 13.33 Minerals are a finite resource and can only be worked where they are found, and therefore it is important to make the best use of them and to secure their long-term conservation.

### Policy WM5: Mineral extraction

Proposals for mineral extraction must demonstrate the extent, quality, significance and need for the resources to be extracted and must ensure that:

- i) The natural and historic environment is conserved, managed and enhanced as appropriate. Where this is not possible because the benefits of mineral extraction outweigh any likely harm to the natural and historic environment, significant justification and mitigation must be provided;
- ii) Sensitive working practices, high operating standards and environmental management systems are adopted;
- iii) Workings will not increase the potential of flood risks or surface water flooding; and
- iv) Essential infrastructure is protected.

- 13.34 Policy MW5 sets out the council’s approach for dealing with planning applications for mineral extraction within the city, this should be considered alongside the NPPF and PPG.
- 13.35 The policy focuses on the key criteria that will be used to judge applications. Proposals for mineral extraction (including extensions to existing sites), will be required to robustly justify the requirement for extraction, specifically in relation to the need for the site to maintain supply in line with the latest Local Aggregate

Assessment and the maintenance of the aggregates landbank.

- 13.36 The possibility of significant environmental and social effects associated must be fully understood before consideration can be given as to whether the proposed development is acceptable. The applicant will be expected to provide detailed information of the likely significant effect of the development on human beings, flora, fauna, soil, water, air, climate, landscape, material assets and cultural and historical heritage.

## Mineral safeguarding areas

- 13.37 Sunderland has a limited supply of mineral resources; therefore it is necessary to safeguard known minerals resources from other development that could sterilise their eventual extraction.
- 13.38 It is a Government requirement that proven resources are not needlessly sterilised by non-mineral development, and that there should be prior extraction of the mineral if it is necessary for such development to take place.
- 13.39 The Allocations and Designation Plan will identify land to deliver this policy.

### Policy WM6: Mineral safeguarding areas and minerals and waste infrastructure

1. Planning permission will only be granted for incompatible non-mineral development within a Minerals Safeguarding Area, as defined in Appendix 3, where it is demonstrated that either:
  - i) the mineral is not of economic value or potential value, or does not exist; or
  - ii) that extraction of the mineral would not be physically viable or practicable; or
  - iii) the mineral can be extracted satisfactorily, having regard to Policy WM5, prior to the non-minerals development taking place without adversely affecting the viability or deliverability of the non-minerals development; or
  - iv) the incompatible development is of a temporary nature that can be completed and the site returned to a condition that would not prevent future mineral extraction; or



- v) material considerations indicate that the need for the development overrides the presumption for mineral safeguarding such that sterilisation of the mineral can be permitted following the exploration of opportunities for prior extraction; or
  - vi) it constitutes development that is exempt from mineral safeguarding policy (See the list of exempt criteria in Appendix 4).
2. Planning permission will only be granted for development that is incompatible with safeguarded minerals management, transportation or waste management facilities, where it is demonstrated that either:
- i) it constitutes exempt development as set out in Appendix 4; or
  - ii) replacement capacity, of the similar type, is available at a suitable alternative site, which is at least equivalent or better than to that offered by the facility that it is replacing; or
  - iii) it is for a temporary period and will not compromise its potential in the future for minerals transportation; or
  - iv) material considerations indicate that the need for development overrides the presumption for safeguarding; or
  - v) It has been demonstrated that the capacity of the facility to be lost is not required.
3. Planning applications for development within 100m of safeguarded facilities need to demonstrate that impacts, e.g. noise, dust, light and air emissions, that may legitimately arise from the activities taking place at the safeguarded sites would not be experienced to an unacceptable level by occupants of the proposed development and that vehicle access to and from the facility would not be constrained by the development proposed.

13.40 Sunderland's Minerals Safeguarding Areas (MSA) have been developed in accordance with guidance published by the British Geological Survey and by using mineral resource information provided by the British Geological Survey and the Coal Authority. It is also a requirement to safeguard existing, planned and potential mineral infrastructure such as rail heads, wharfs, depots, coating and batching plants. The MSAs are shown on the Policies Map.

13.41 With regard to development proposals within Coal MSAs, where it can be accommodated in an environmentally acceptable manner, and provided that the proposed development is not prejudiced or delayed significantly, coal resources should be extracted prior to development commencing. In order to avoid potential problems of delay, any potential surface coal working should be included in an overall programme for the development.

### Opencast coal

13.42 Opencast coal extraction is a particularly intrusive method for accessing and utilising it as a resource. The council will therefore carefully consider the potential adverse impacts associated with opencast coal extraction, when considering any such planning application.

#### Policy WM7: Opencast coal

There will be a presumption against open cast coal extraction within the city unless:

1. there is an identified need for such resources; and
2. the proposal is environmentally acceptable, or can be made so through agreed mitigation or through planning conditions or legal obligations; or
3. the proposal can provide city wide, local or community benefits which clearly outweigh any likely adverse impacts; and
4. the applicant can satisfy the criteria Policy WM5.

13.43 It will be necessary to ensure that the local and community benefits of any proposals clearly outweigh any likely adverse impacts.

13.44 The Allocations and Designation Plan will identify land to deliver this policy.

## Land instability and minerals legacy

- 13.45 Mineral extraction has been one of the most significant activities shaping the development of the city over the past two centuries. Consequently, there are approximately 290 recorded mine entries listed in the city, potentially resulting in land instability.
- 13.46 Whilst land instability is not a complete constraint on development, careful consideration needs to be given to its potential impacts as part of the determination of planning applications in areas with a mining legacy.

### Policy WM8: Land instability and minerals legacy

1. For all new development proposals, consideration should be given to hazards arising from past coal mining, in particular land instability and mine gas.
  2. Where a development proposal is located within an area with a mining legacy, an applicant will be required to prepare and submit a Coal Mining Risk Assessment and/or carry out site investigations, as necessary.
- 13.47 For development sites within The Coal Authority's most up-to-date 'Development High Risk Areas', developers will be required to prepare a Coal Mining Risk Assessment and/or carry out site investigations (unless the planning application type or nature of proposed development is included within The Coal Authority's most up-to-date list of exemptions), to be submitted with the planning application.

## Cumulative impact

- 13.48 Impacts from one development in any particular area may give rise to impacts that when controlled by mitigation are acceptable and do not give rise to any unacceptable adverse impacts. However, two or more developments of a similar nature, within close proximity to each other, may act together to cause impacts that are not acceptable, even with mitigation incorporated into the design for each development.

### Policy WM9: Cumulative Impact

Planning permission will be granted for minerals and waste developments where the cumulative impact would not result in significant adverse impacts on the environment of an area or on the amenity of a local community, either in relation to the collective effect of different impacts of an individual proposal, or in relation to the effects of a number of developments occurring either concurrently or successively.

- 13.49 This policy requires cumulative impacts to be considered when two or more developments are potentially capable of causing significant effects on the environment (including climate change), biodiversity interests or on the amenity of the local community. It is also relevant where a new development may affect communities or the environment cumulatively with existing developments.

## Restoration and aftercare

- 13.50 The nature of restoration activity depends on the choice of after-use, which is influenced by a variety of factors including the aspirations of the landowner(s) and the local community, the present characteristics of the site and its environs, any strategies for the area (e.g. biodiversity priorities), the nature, scale and duration of the proposed development and the availability and quality of soil resources.

### Policy WM10: Restoration and aftercare

Planning permission for minerals extraction and temporary waste management development will be granted where satisfactory provision has been made for high standards of restoration and aftercare such that the intended after-use of the site is achieved in a timely manner, including where necessary for its long-term management, including the management, treatment and monitoring of surface water, leachates, ground waste landfill gases, engineering containment systems below and above ground in compliance with the relevant waste permit to deposit waste.

Restoration plans should be submitted with the planning application which reflect the proposed after-use.

- 13.51 Where the proposal is to restore the site to agricultural use at existing ground levels, ensuring the availability of clean inert fill material is important to the deliverability of the scheme, as is the availability of suitable topsoil. Quarries have been restored through importation of non-hazardous and/or hazardous waste and the acceptability of this in principle would be considered against Policy WM4. It may be appropriate to retain some industrial archaeological features, geological exposures or landscapes within a quarry.
- 13.52 Restoration, aftercare and after-use will usually seek to assure that the land is restored back to a quality that is at a level at least equivalent to that which it was prior to development commencing and, wherever possible, provide for the enhancement of the quality of the landscape, local environment or the setting of historic assets to the benefit of the local or wider community. Wherever possible, restoration schemes should include measures to improve biodiversity interests whatever the proposed after-use of the site. Restoration, aftercare and after-use may be secured through Planning Obligations.
- 13.53 Appendix 5 sets out what should be included in a Restoration Plan.



# Section D

# Implementation





# 14. Infrastructure and delivery

## Implementation

- 14.1 Having set out a clear direction for how the city will develop, and the planning policies and proposals that will help achieve this, it will be important that there are tools in place to help implement these and ensure the successful delivery of the overall vision for Sunderland.
- 14.2 While the council has a key role to play in delivering the policies and proposals, responsibility does not rest solely with the council and it will require the combined efforts and investment of a range of partners. The successful implementation will require a wide range of organisations to work together. The council will have a vital role in coordinating the actions and activities of these partners.
- 14.3 Appendix 6 includes a table which provides a summary of the key mechanisms that will be used to support each policy's implementation. Mechanisms include:
- Government and local funding;
  - planning obligations;
  - working in partnership with statutory delivery agencies;
  - working in partnership with developers and landowners;
  - through the preparation of other Local Plan documents, Supplementary Planning Documents, Neighbourhood Plans and other council strategies (including masterplans);
  - Compulsory Purchase powers;
  - Planning Applications;
  - funding through Enterprise Zones incentives;
  - use of tariff-based systems such as Community Infrastructure Levy;
  - proactive use of the council's assets; and
  - through the Duty to Cooperate.

- 14.4 Over the lifetime of the Plan it is likely that new initiatives, partnerships and sources of funding will emerge that will play a new role in helping to implement proposals and deliver growth.

## Infrastructure

- 14.5 Sunderland's future housing growth, economic development and environmental sustainability cannot be achieved without a wide array of essential infrastructure provided by a combination of council-run services, partner statutory agencies and private sector companies.
- 14.6 The council will work with its partners to ensure that much-needed infrastructure and community facilities and services are provided for local communities.
- 14.7 The term infrastructure can be taken to include roads and other transport facilities, flood defences, schools and other educational facilities, health facilities, sporting and recreational facilities and open spaces. This is not an exhaustive list and there may be a range of other services and facilities that could constitute infrastructure, which will be required to deliver the CSDP.
- 14.8 The CSDP is supported by an Infrastructure Delivery Plan (IDP) which provides detail of the infrastructure necessary to enable growth to occur and delivery issues in relation to key proposals. The council will keep these documents under review to measure progress. It should be noted that the IDP principally identifies high level strategic infrastructure and does not include site specific infrastructure requirements, which will be dealt with through individual planning applications.
- 14.9 This Plan has been developed alongside continued consultation with the bodies responsible for infrastructure delivery in order to ensure that required infrastructure will be delivered in a timely manner. The views of these bodies have been used in testing and underpinning the strategy, although there remain some areas, which will require on-going consultation with the responsible bodies and agencies to identify future, unforeseen needs.

### Policy ID1: Delivering infrastructure

1. Development will be expected to provide, or contribute towards the provision of:
  - i) measures to directly mitigate its impact and make it acceptable in planning terms;
  - ii) infrastructure identified in the IDP necessary to meet the needs associated with the development; and
  - iii) non-site specific and more general infrastructure requirements as set out in the Planning Obligation Supplementary Planning Document.
2. the timing and prioritisation in the delivery of infrastructure will have regard to priority needs established through the IDP and/or by infrastructure providers and regulators
3. the council will, where appropriate, seek to secure site-specific infrastructure investments and/or contributions as well as off-site contributions and/or investments. The cumulative impact of developments will be taken into account: and
4. where site-specific issues generate viability concerns, proposals must be accompanied by a detailed Viability Assessment.

14.10 Where necessary, the timing of provision of infrastructure will be linked directly to the phasing of development, taking account of viability. This will be secured either through planning conditions, or where this is not appropriate, by planning obligations or other similar infrastructure tariff, to ensure that the planned and necessary infrastructure is available to serve the development when it is first required.

14.11 The NPPF requires that careful attention is given to viability and the costs of development. For plans to be deliverable, development must be viable and should not therefore be subject to obligations and policy burdens that undermine viability. Development should provide competitive returns to a willing landowner and a willing developer. The council has developed viability evidence to support the CSDP, having regard to affordable housing and development standards. Full details are set out within the council's Whole Plan Viability Assessment.

### Planning obligations

14.12 Where planning agreements are necessary to make development acceptable, including through mitigation of unacceptable impacts, provision shall normally be secured through planning conditions. Where provision or improvement cannot be secured through conditions it will be secured as necessary by Section 106 planning obligations.

14.13 The purpose of planning obligations is to make development acceptable in planning terms. Planning obligations will be sought to mitigate and/or compensate the impact of a development, which without that mitigation would render the development unacceptable in planning terms.

### Policy ID2: Planning obligations

Section 106 planning obligations will be sought to:

1. secure affordable housing (see Policy H4); and
2. ensure that development proposals provide or fund local improvements to mitigate the impact of the development and/or additional facilities and requirements made necessary by the development. This may include:
  - i) provision of physical infrastructure, whether transport, education, health, sport and leisure, waste collection and recycling and cultural and community provision;
  - ii) local public realm improvements including streetscape, local public open space, Green Infrastructure, play facilities and community safety;
  - iii) sustainable mitigation and/or compensation and enhancements for priority species and habitats;
  - iv) mitigation of impacts on and/or enhancement of heritage assets;
  - v) transport improvement including highways and traffic works; and local walking and cycling improvements; and public transport provision; and
  - vi) maintenance, management arrangements and monitoring fees.



- 14.14 The council is currently preparing a Planning Obligations SPD which will provide greater detail on when planning obligations will be sought and how this will be calculated.

## Enforcement

- 14.15 The council is committed to providing an efficient and effective Planning Enforcement service. The service is provided by a small, dedicated team of Compliance Officers and complements the Development Management function by focussing on supporting delivery of the council's aims and aspirations for the city set out in this CSDMP. The primary aim is to ensure that development is regulated and that any significant impacts arising from a breach are stopped or reduced to acceptable levels.
- 14.16 The NPPF acknowledges that effective enforcement is important as a means of maintaining public confidence in the planning system. Planning Law and Guidance also makes it clear that enforcement action is discretionary and that local authorities should act proportionately in responding to suspected breaches of planning control.
- 14.17 Enforcement powers extend to Listed Buildings, advertisements, protected trees, hedgerows, high hedges and neglected land and buildings.
- 14.18 Cases dealt with typically include houses brought into multiple occupation, breaches of conditions (e.g. constraining the hours of operation, or delivery times by businesses), inappropriate uses in the Green Belt, and developments that are not constructed in accordance with a planning approval. A significant amount of work also takes place around seeking improvements to buildings that have fallen into significant disrepair. Of the many enquiries and complaints received by the Compliance team, approximately 300-400 cases are formally investigated each year.

### Policy ID3: Enforcement

The council will exercise the range of enforcement powers vested in the Local Planning Authority in accord with the following principles:

- i) enforcement powers will be exercised consistently and proportionately in accord with national policy and guidance issued by the government (from a planning perspective, currently the NPPF and PPG), and the council's Enforcement Charter;
- ii) where possible, efforts will always be made to seek compliance through negotiation, persuasion and voluntary cooperation; and
- iii) if a breach is causing serious harm and the matter cannot be satisfactorily resolved by voluntary cooperation within a reasonable period, the appropriate enforcement action will be taken with the aim of stopping, or reducing the impacts to acceptable levels, or to secure compliance with legal requirements.

- 14.19 Policy ID3 sets out the council's approach to taking planning enforcement action.
- 14.20 Where a breach has been identified the council will seek to work with the affected parties to achieve an acceptable outcome for all involved through negotiation.
- 14.21 In those circumstances where negotiation has not been effective and the breach is causing serious harm, the council will take appropriate and proportionate action to ensure that the impacts are stopped or brought within acceptable limits.



# Glossary of terms

## Accessibility

The ability to access services by a range of transport methods, including public transport.

## Accessible location

A location which is relatively easy for people to get to by a choice of means of transport.

## Accessible Natural Greenspace Standards (AnGST)

A measure created by Natural England to which measures how close people live to accessible greenspaces. The standards identify different standards depending on the scale of the greenspace.

## Affordable housing

Affordable housing is social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices.

## Affordable rent

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80 per cent of the local market rent (including service charges, where applicable).

## Agricultural land classification

The Agricultural Land Classification system forms part of the planning system in England and Wales. It classifies agricultural land in five categories according to versatility and suitability for growing crops. The top three grades, Grade 1, 2 and 3a, are referred to as 'Best and Most Versatile' land, and enjoy significant protection from development. Grades 3b, 4 and 5 are described as poor quality agricultural land and very poor quality agricultural land.

## Agricultural waste

Waste which has been created as a result of agricultural or farming practices.

## Allocated site

Sites which are identified for a specific use e.g. housing or Green Belt on the Local Plan Policies Map.

## Annual Monitoring Report (AMR)

A report produced each year that assesses progress against targets in the Local Development Scheme and how well policies in the Local Plan are being implemented.

## Arboricultural report

A report which is prepared to assess the quantity and quality of trees and identify any mitigation works which may be required to protect them from development.

## Article 4 direction

An article 4 direction is made by the local planning authority. It restricts the scope of permitted development rights either in relation to a particular area or site, or a particular type of development anywhere in the authority's area. Where an article 4 direction is in effect, a planning application may be required for development that would otherwise have been permitted. Article 4 directions are used to control works that could threaten the character of an area of acknowledged importance, such as a conservation area.

## Backland development

A potential development site which is located to the rear of existing development and has little or no frontage to an existing street.

## Best and most versatile agricultural land

Best and most versatile agricultural land is that which falls into Grades 1, 2 and 3a of the Agricultural Land Classification. See Agricultural Land Classification.

## Biodiversity

Biodiversity is the variability among living organisms from all sources, including terrestrial, marine, and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species, between species, and of ecosystems.

## **Brownfield land**

Land which has previously been developed.

## **Building for life 12 (BfL 12)**

Design criteria established by the Design Council to try and improve the design quality of new residential development.

## **Building regulations**

Building regulations are statutory instruments that seek to ensure that the policies set out in the relevant legislation are carried out. Building regulations approval is required for most building work in the UK.

## **Built environment**

The term built environment refers to the man-made surroundings that provide the setting for human activity, ranging in scale from buildings to parks.

## **Category 1 constraint**

A very significant constraint which would restrict development taking place on a site.

## **Central business district**

A term used to define the main business and commercial area of a town or city.

## **Circular economy**

A circular economy is a regenerative system in which resource input and waste, emission, and energy leakage are minimised by slowing, closing, and narrowing material and energy loops. This can be achieved through long-lasting design, maintenance, repair, reuse, remanufacturing, refurbishing, and recycling.

## **City centre**

The main administrative area of the city, which is the main location for retail, offices, cultural and other community facilities.

## **Click and collect**

A new form of retail where a purchase is made online, however the goods are collected from an arranged location, such as a retail outlet.

## **Climate change**

A large-scale, long-term shift in the planet's weather patterns or average temperatures.

## **Coal mining risk assessment**

An assessment to consider the risk that former coal mining works may have upon development proposals. Coal mining development risk plans are only required to support planning applications in areas that are considered to be at high risk.

## **Coalescing**

The merging of two distinct built up areas.

## **Code for sustainable homes**

The Code for Sustainable Homes measures the sustainability of a new home against nine categories of sustainable design, rating the 'whole home' as a complete package. The Code for Sustainable Homes is no longer in use, with the Government committed to driving up the sustainability of new homes through changes to the Building Regulations.

## **Commercial and industrial waste (C&I)**

Waste which is generated as a result of commercial and/or industrial processes.

## **Conservation area**

Parts of the city that are of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. Conservation area designation introduces a general control over the demolition of unlisted buildings and provides a basis for planning policies whose objective is to conserve all aspects of character or appearance, including landscape and public spaces, that define an area's special interest.

## **Conservation area management strategy**

A strategy which has been prepared to identify what contributes positively to the character and appearance of a conservation area and identifies actions to improve and enhance its character and appearance.

## Construction, demolition and excavation waste (CD&E)

Waste materials generated from construction, demolition and waste operations including a wide range of surplus waste construction materials generated by the demolition of old buildings and soils and sub-soils from excavation.

## Critical drainage areas (CDAs)

Areas that the Environment Agency (EA) has identified as having notable flood risk and drainage problems.

## Cumulative impact

An area within Flood Zone 1 which has critical drainage problems and which has been notified to the local planning authority by the Environment Agency.

## Curtilage

A term often used to define the boundaries of a house or dwelling and refers to the land immediately surrounding it, including any closely associated buildings and structures, but excluding any associated 'open fields beyond'.

## Definitive public rights of way

Footpaths and bridleways on which the public have a legally protected right to pass and re-pass.

## Deliverable

The ability for a development proposal to take place taking into account development costs and constraints. For housing, in order to be considered deliverable sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

## Demographic forecasts

Forecasts which have been prepared to predict future population change, including changes to the age and gender profile of the population.

## Density

The amount of development which takes place on a development plot. Density is commonly used for residential development and is generally measured in the number of dwellings built per hectare.

## Design and access statement

Design and Access Statements are documents that explain the design thinking behind a planning application. For example, they should show that the person applying for permission (the applicant) has thought carefully about how everyone, including disabled people, older people and very young children, will be able to use the places they want to build.

## Designated centres

A general term which refers to any main administrative centres identified within the retail hierarchy.

## Designated heritage assets

Buildings or other features which have been designated for protection as a result of their architectural quality or historic significance. Examples of designated heritage assets include Listed Buildings, Scheduled monuments and registered parks and gardens.

## Developer contributions

Payments which are made to the local authority to deliver infrastructure, which is required to make a development acceptable in planning terms.

## Development plan

This includes adopted Local Plans, neighbourhood plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004. (Regional strategies remain part of the development plan until they are abolished by Order using powers taken in the Localism Act. It is the government's clear policy intention to revoke the regional strategies outside of London, subject to the outcome of the environmental assessments that are currently being undertaken.)

## District centre

Groups of shops, separate from the town centre, usually containing at least one food supermarket or superstore and non-retail service uses such as banks, building societies and restaurants.

## Duty to cooperate

The duty to cooperate is a legal test that requires cooperation between local planning authorities and other public bodies to maximise the effectiveness of policies for strategic matters in Local Plans.

## Edge of centre

For shopping purposes, edge of centre is considered to be a location within easy walking distance (ie. 200 - 300 metres) of the town centre.

## Energy from waste

The process of generating energy in the form of electricity and/or heat from the primary treatment of waste.

## Enterprise zone

Enterprise zones are designated areas across England that provide tax breaks and Government support to support economic growth.

## Equalities impact assessment

A process designed to ensure that a policy, project or scheme does not discriminate against any disadvantaged or vulnerable people.

## Ethnic diversity

The range and diversity of different ethnic groups within a particular area.

## EU Birds and habitats directive

A legal framework under which member states of the European Union must protect all wild birds within the EU, including their habitats.

## European landscape convention

Convention aimed at the protection, management and planning of all landscapes and raising awareness of the value of a living landscape across all EU Member states.

## Exceptions test (flood risk)

A test that must be undertaken when development is proposed in areas at high risk of flooding. The test must consider the vulnerability of a particular development to flooding and demonstrate that the sustainability benefits of the development to the community would outweigh the flood risk.

## Fauna

The collective term for all of the animals within a particular area.

## Flood risk

A term to define the risk that particular areas are at from flooding.

## Flood risk assessment

An assessment of flood risk within a particular area. Flood risk assessments can be prepared at a range of different levels, for example a strategic flood risk assessment of the whole city, or at a more local level to assess the flood risk within a particular development site.

## Flood zone 1

Areas which are at lowest risk from flooding and have less than a 0.1% chance of flooding in any given year.

## Flood zone 2

Areas which have been shown to have between 0.1%-1% chance of flooding from rivers in any given year.

## Flood zone 3

Flood zone 3 is split into 2 separate zones; 3a and 3b. Areas within flood zone 3 have been shown to be at a 1% or greater probability of flooding from rivers or 0.5% flooding from the sea in any given year. Flood zone 3b is classified as functional floodplain and is deemed to be the most at risk from flooding from rivers or the sea.

## Flora

A collective term for all of the plants within a particular area.

## Fluvial flooding

Flooding as a result of a river bursting its banks.

## Geodiversity

The range of rocks, minerals, fossils, soils and landforms.

## Green belt

A policy designation which aims to prevent urban sprawl by keeping land permanently open and restricting inappropriate development.

## Green infrastructure

A network of multi-functional greenspace, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

## Green roofs

A green roof or living roof is a roof of a building that is partially or completely covered with vegetation and a growing medium, planted over a waterproofing membrane.

## Greenfield land

Land which has not previously been developed.

## Greenspace

A collective term for green and open space, which may or may not be publicly accessible. This includes parks and gardens, outdoor sports facilities, allotments, playing fields and cemeteries and churchyards.

## Gross

The total area of a development.

## Gross external area

The total area of building when measured externally, including the structure of a building.

## Groundwater source protection zones

Areas from which groundwater is sourced for public drinking water supply and therefore careful consideration needs to be given to ensure that development does not contaminate the groundwater. These areas are identified by the Environment Agency.

## Gypsies and Travellers (“Travellers”)

Defined by DCLG Planning policy for traveller sites (August 2015) as “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such”. The planning policy goes on to state that, “In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a

nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances”.

## Gypsies and traveller pitches

A pitch is an area of land which is occupied by a single gypsy or traveller household.

## Habitat regulations assessment

An assessment which must be undertaken to assess the potential impacts of plans or projects upon European designated habitats and species.

## Hazardous substance consent

A consent which is required where it is proposed to hold certain quantities of hazardous substances at or above defined limits.

## Health impact assessment

An assessment of the potential impacts of a plan or project upon the health of a population and the distribution of those effects within the population.

## Heritage assets

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

## Heritage statement

A statement submitted in support of a planning application which outlines the significance of the heritage assets which would be affected by a development and how the proposals have been designed taking account of their potential impact upon these heritage assets.

## Heritage-at-risk

Heritage assets which are at risk of damage or loss. Historic England publishes an annual Heritage at Risk Register which lists the most important heritage assets at risk.

## Houses in multiple occupation (HMO)

Housing where at least 3 tenants live there, forming more than 1 household and where they share toilet, bathroom or kitchen facilities with other tenant.

## Health and safety executive consultation area (HSE areas)

Areas identified around major hazardous installations and pipelines, which require the Health and Safety Executive to be consulted on some planning applications.

## Historic environment record

Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

## Inclusive design

Designing the built environment, including buildings and their surrounding spaces, to ensure that they can be accessed and used by everyone.

## Infrastructure

A collective term for services such as roads and railways, underground utilities such as electricity, sewerage and water, children's services, health facilities and recycling, refuse facilities.

## Infrastructure delivery plan

Identifies the infrastructure projects required to deliver the Plan and its policies including, physical, social and green infrastructure outlining how and when it is anticipated that infrastructure will be funded.

## Interim planning guidance (IPG)

Planning guidance prepared to give advice on development areas or sites pending approval of statutory policy.

## Intermediate housing

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

## International advanced manufacturing park

The International Advanced Manufacturing Park Area Action Plan (AAP) will form a statutory part of our new Local Plan, which will set out how Sunderland will develop and grow over the next 15-20 years and form the basis for the assessment of all planning applications and other development proposals.

## Joint strategic needs assessment (JSNA)

A Joint Strategic Needs Assessment (JSNA) looks at the current and future health and care needs of local populations to inform and guide the planning and commissioning (buying) of health, well-being and social care services within a local authority area.

## Key diagram

A diagrammatic interpretation of the vision and policies within a Local Development Document.

## Landscape character assessment (LCA)

Grouping landscape into areas with similar character, based on physical and human influences. The assessment describes the physical, cultural and perceptual character of the landscape and identifies important or sensitive features. LCAs often identify objectives in respect of landscape planning, design and management of the areas

## Lifetime homes

The Lifetime Homes design criteria are widely recognised by local authorities, developers and partners and provide a mechanism to ensure that new housing development is suitable for the changing needs of individuals and families over the course of a lifetime. The Lifetime Homes standard is awarded to schemes which meet all sixteen of the Lifetime Homes design criteria.

## Lifetime neighbourhoods

Places where you can live regardless of age. They contain a range of houses from your first home to supported housing for your latter years and the services, facilities and transport options that you need day to day for each and every stage of your life.

## Listed buildings

A building that has been placed on the Statutory List of Buildings of Special Architectural or Historic Interest. A listed building may not be demolished, extended or altered without consent from the Local Planning Authority.



### **Local aggregates assessment**

An annual report by local planning authorities assessing the historic sales with the planned requirement for aggregates in a Local Plan.

### **Local centre**

A small group of shops and perhaps limited service outlets of a local nature (for example, a suburban housing estate) serving a small catchment.

### **Local biodiversity action plan (LBAP)**

National term use to describe county or district/borough/unitary biodiversity action plans.

### **Local development order**

An order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

### **Local development scheme**

The Local Development Scheme sets out the Council's three year project plan, including timetables, for the preparation of Local Development Documents.

### **Local enterprise partnership**

A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

### **Local nature partnership**

A body, designated by the Secretary of State for Environment, Food and Rural Affairs, established for the purpose of protecting and improving the natural environment in an area and the benefits derived from it.

### **Local Plan**

The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

### **Local planning authority**

The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

### **Local wildlife sites**

Locally important sites of nature conservation adopted by local authorities for planning purposes. These were formerly called Sites of Nature Conservation Importance (SNCI).

### **Magnesian limestone aquifer**

The eastern part of the city is built on Magnesian Limestone. This contains an aquifer (or underground layer of water-bearing permeable rock). This aquifer is extensively exploited for public water supply and is to be protected from contamination and pollution.

### **Main town centre uses**

Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

### **Market housing**

Housing to rent or buy on the open market.

### **Minerals safeguarding areas (MSAs)**

An area designated by Minerals Planning Authorities which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.

### **Mitigation**

Efforts to reduce or prevent the impact of an action.

## National planning policy framework

The framework acts as guidance for local planning authorities and decision-takers, both in drawing up plans and making decisions about planning applications.

## N2K or Natura 2000 sites

Natura 2000 is a network of marine and land-based areas of international importance designed to conserve natural habitats and species of plants and animals. These include **Special Protection Areas (SPAs) and Special Areas of Conservation (SACs)**.

## Neighbourhood plans

A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

## Net

Net refers to the amount remaining after certain adjustments have been made for debts, deductions or expenses.

## Non-designated heritage assets

These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance that merit consideration in planning decisions, but which are not formally **designated heritage assets**.

## North east local enterprise partnership

The North East Local Enterprise Partnership (LEP) is a public, private, and education sector partnership that covers Durham, Gateshead, Newcastle, Northumberland, North Tyneside, South Tyneside and Sunderland local authority areas.

## Notifiable installation

Sites and installations which have quantities of hazardous substances present on site are designated as notifiable installations by the Health and Safety Executive (HSE).

## Objectively assessed needs

Relates to the objective assessment of need for future housing and associated infrastructure. For a full definition, see Paragraph 159 of the NPPF.

## Older people

People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

## Opencast

A form of surface mining to win minerals, where the overburden (see definition below) is literally 'cast' from the working face to the rear as the mineral is exposed.

## Open countryside

Open countryside relates to all land beyond the urban area, including Green belt, Settlement Break and non-designated land.

## Open waste facilities

Open waste management facilities are those that deal with waste in the open air.

## Out of centre

A location out of centre that is outside the existing urban area.

## Out-migration

The process of people permanently leaving a place in order to live in another place.

## Pepper potting

The term 'pepper-potting' is a form mixed tenure development. It relates to a strategy in which poorer and more affluent residents live in a mixed community through the 'sprinkling' of social housing amongst privately-owned housing.

## Photovoltaic (PV) panels

Conversion of solar radiation (the sun's rays) to electricity by the effect of photons (tiny packets of light) on the electrons in a solar cell. For example, a solar-powered car or a calculator.

## Pitch/plot

Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a plot, especially when referring to Travelling Showpeople. DCLG Planning policy for traveller sites (August 2015) states that “For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “Travelling Showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “Travelling Showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment”.

## Planning conditions

A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

## Planning obligations

A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.

## Planning practice guidance (PPG)

The National Planning Practice Guidance (NPPG) is a web-based resource which brings together planning guidance on various topics into one place.

## Policies map

An Ordnance Survey based map, which geographically explains the key policies including designations and allocations.

## Previously developed land

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

## Primary frontage

Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods.

## Primary shopping area

Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).

## Public realm

Those parts of a village, town or city (whether publicly or privately owned) available, for everyone to use. This includes streets, squares and parks.

## Ramsar sites

Wetlands of international importance, designated under the 1971 Ramsar Convention.

## Renewable and low carbon energy

Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

## Remediation

The work needed to raise the quality of land to an acceptable level before it is used or developed. For example, contaminated land may need pollutants removing.

## Restoration

Steps to return land to its original or former condition following mineral working by using subsoil, topsoil or soil-making material.

## Retail hierarchy

Relates to a hierarchy of centres in Sunderland, with the city centre at the top of the hierarchy, followed by town centres, district centres, local centres, and finally neighbourhood shops, services and communities.

## Retail impact assessment

An assessment undertaken for an application for retail use (normally on developments over 2,500 square metres gross floorspace, but they may occasionally be necessary for smaller developments, such as those likely to have a significant impact on smaller centres) on the impact of the proposal on the vitality and viability of existing centres within the catchment area of the proposed development. The assessment includes the likely cumulative effect of recent permissions, developments under construction and completed developments.

## River basin management plan (RBMP)

Sunderland falls within the Northumbria River Basin Management Plan (RBMP) which provides cross-boundary guidance on good practice and measures for improvement. Drawn up by the Environment Agency, and updated every 6 years, RBMPs aim to provide integrated management of surface and groundwater bodies across individual regions.

## Rural exception sites

Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

## Scheduled ancient monuments

Scheduled monument means any monument which is for the time being included in the schedule (compiled and maintained by the Secretary of State for Culture, Media and Sport).

## Secondary frontage

Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.

## Sequential assessment approach

A planning principle that seeks to identify, allocate or develop certain types or locations of land before others.

## Sequential test (flooding)

A proposed development site may require a sequential test. The sequential test compares a site proposed for development with other available sites to find out which has the lowest flood risk.

## Settlement breaks

Settlement Breaks consist of open areas around and between parts of a settlement or settlements which maintain the distinction between the countryside and built up area. Their function is to: prevent the merging of settlements; assist in the regeneration of the urban area of the city, and; maintain the Green Infrastructure Network.

## Shadow flicker

Shadow flicker (caused by wind turbines) is defined as alternating changes in light intensity caused by the moving turbine blade casting shadows on the ground and stationary objects, such as a window at a dwelling.

## Sites of special scientific interest (SSSI)

Sites designated by Natural England under the Wildlife and Countryside Act 1981.

## Social rented housing

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

## South Tyneside and Tyne and Wear Waste management partnership

In April 2011, SITA UK signed a 25-year contract with the South Tyne and Wear Waste Management Partnership to manage household waste from Gateshead, South Tyneside and Sunderland. The three councils have a priority to reduce, reuse and recycle as much of their residents' waste as possible.

## Special areas of conservation

A Special Area of Conservation (or SAC) is a site designated under the Habitats Directive. These sites, together with Special Protection Areas (or SPAs), are called Natura sites and they are internationally important for threatened habitats and species.

## Special protection areas

A Special Protection Area (or SPA) is a site designated under the Birds Directive. These sites, together with Special Areas of Conservation (or SACs), are called Natura sites and they are internationally important for threatened habitats and species.

## Stop over site

An authorised area of land with basic facilities, that can be accessed by Gypsies and Travellers on a temporary basis with a limit on the length of stay.

## Strategic environmental assessment

A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

## Strategic flood risk assessment (SFRA)

A document which is normally produced by a Local Planning Authority in consultation with the Environment Agency, and which forms the basis for preparing appropriate policies for flood risk management at the local level.

## Strategic housing land availability assessment (SHLAA)

Assessments of land available for housing development, the potential of these sites and the likely timeframe for their development. This assists with demonstrating a sufficient supply of land for housing to meet the identified need.

## Strategic housing market assessment (SHMA)

Assesses the housing needs and demands by type (including affordable housing) for the plan area, and informs the housing mix required over the plan period.

## Strategic land review (SLR)

An assessment to identify the most appropriate sites to meet our future housing need.

## Sunderland economic leadership board

The Economic Leadership Board (ELB) was set up to lead the city's Economic Masterplan work and to ensure a joined-up approach in both the decision making and the delivery.

## Supplementary planning documents

Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

## Surface water flooding

Flooding which occurs when heavy rainfall exceeds the drainage capacity of the local area.

## Surface water risk area

Areas that are susceptible to surface water flooding, as shown on the Environment Agency flood maps.

## Surface water run-off

Surface water runoff (also known as overland flow) is the flow of water that occurs when excess stormwater, meltwater, or other sources flows over the landscape.

## Sustainability appraisal (SA)

The sustainability appraisal considers the social, environmental and economic effects of a plan from the outset, to help ensure that decisions are made that contribute to achieving sustainable development.

## Sustainability statement

A Sustainability Statement should demonstrate the environmental benefits/impacts of any proposal.

## Sustainable development

Sustainable development is defined by the NPPF as: "living within the planet's environmental limits, ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

## Sustainable drainage systems

These water management systems are designed to control the quantity and improve the quality of run-off water from developments through the use of rills, swales, porous membranes/surfaces, gravel filters, water bodies, balancing ponds and reedbeds. Positive benefits include improved flood control and enhancements for wildlife, landscape and amenity value of developments.

## **Sustainable transport modes**

Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

## **Tandem development**

Consists of one house immediately behind another and sharing the same access.

## **Town centre**

Area defined on the proposal map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance.

## **Transport assessment**

A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport and what measures will need to be taken to deal with the anticipated transport impacts of the development.

## **Transport statement**

A simplified version of a transport assessment where it is agreed the transport issues arising out of development proposals are limited and a full transport assessment is not required.

## **Travelling showpeople**

Defined by DCLG Planning policy for traveller sites (August 2015) as "Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above".

## **Travel plan**

A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

## **Traffic impact assessment (TIA)**

An assessment of the effects upon the surrounding area by traffic as a result of a development, such as increased traffic flows that may require highway improvements.

## **Tree preservation order (TPO)**

A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a tree preservation order may not normally be topped, lopped or felled without the consent of the local planning authority.

## **Unitary development plan (UDP)**

Pre-dating this Local Plan, Sunderland's UDP was adopted in 1998 that brought together structure plan and local policies into one document.

## **Viability**

Viability in terms of retailing, a centre that is capable of commercial success.

## **Vitality**

Vitality in terms of retailing, the capacity of a centre to grow or develop its likeliness and level of activity.

## **Waste data interrogator**

All operators of regulated waste management facilities have to provide the Environment Agency with details of the quantities and types of waste they deal with. This data is used to monitor compliance but has historically been used by government authorities to assist in planning for new waste facilities and for monitoring against statutory targets.

## **Waste hierarchy**

A framework that has become a cornerstone of sustainable waste management, setting out the order in which options for waste management should be considered based on environmental impact.

## **Water framework directive (WFD)**

The Water Framework Directive (WFD) became part of UK law in 2003 with the primary objectives of achieving good ecological status in water bodies, and providing protection for drinking water sources and protected sites (Habitats Directive Sites and Sites of Specific Scientific Interest).

## **White land**

A general expression used to mean land (and buildings) without any specific proposal for allocation in a development plan, where it is intended that for the most part, existing uses shall remain undisturbed and unaltered.

## **Wildlife corridors**

Areas of habitat connecting wildlife populations.

## **Windfall sites**

Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

## **Workforce jobs**

The number of jobs is measured by Workforce Jobs and is the sum of employee jobs from employer surveys, self-employment jobs (identified from the Labour Force Survey), those in HM Forces and Government-Supported Trainees.

## **Working age population**

The working age population is defined as those aged 15 to 64. The basic indicator for employment is the proportion of the working age population aged 15-64 who are employed.





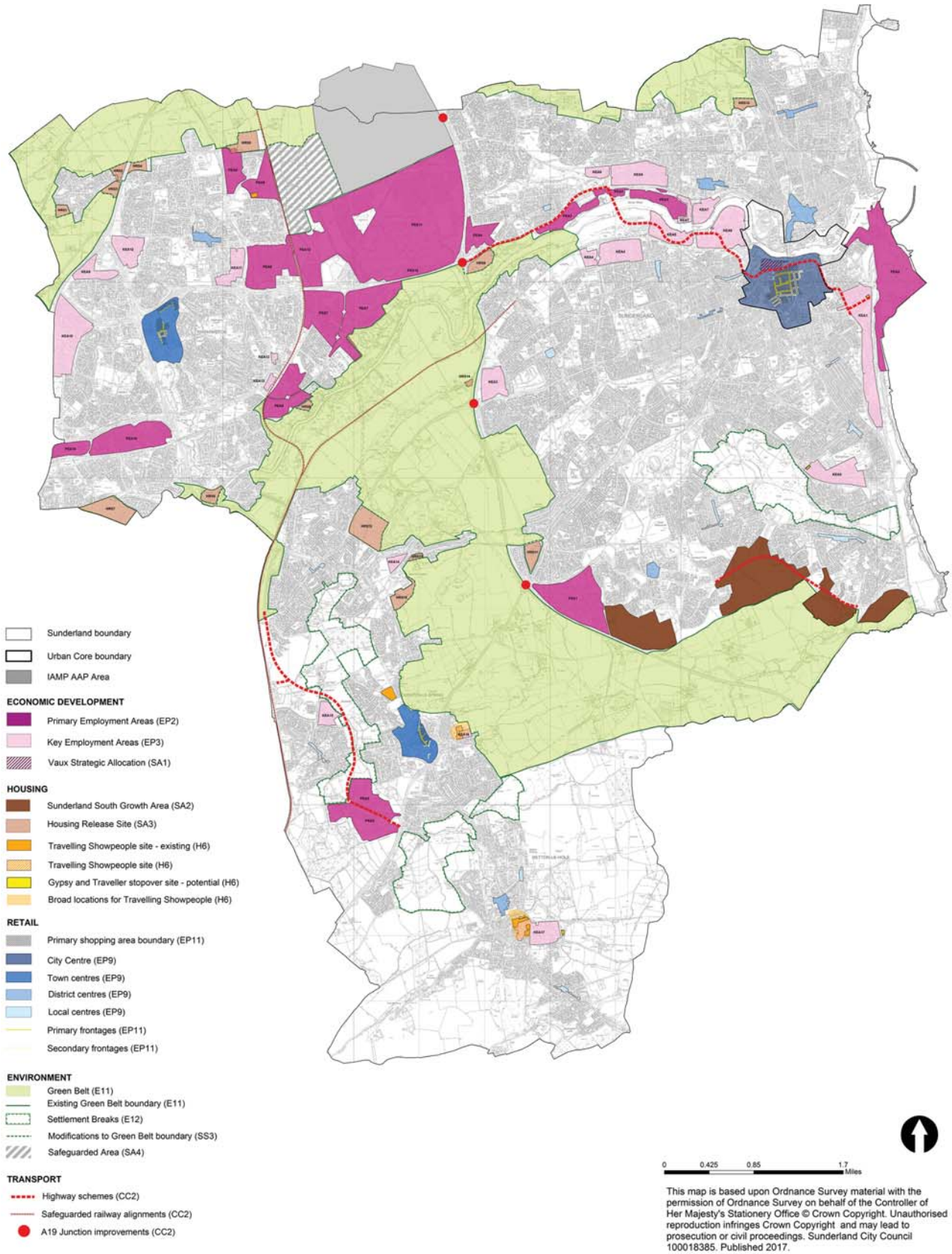
# Appendices





# Appendix 1

## Policies map



# Appendix 2

## Evidence

Habitats Regulation Assessment (2017)

Sustainability Appraisal (2017)

Health Impact Assessment (2017)

Equality Impact Assessment (2017)

Sunderland Demographic Analysis and Forecasts (2017)

Sunderland Demographic Analysis and Forecasts (2016)

Green Belt Review Stage 1 (2016)

Green Belt Review Stage 1 and 2 (2017)

Site Selection Report (2017)

Strategic Housing Market Assessment Update (2016)

Strategic Housing Market Assessment Update (2017)

Strategic Housing Land Availability Assessment (2017)

Strategic Land Review Coalfields (2016)

Strategic Land Review North (2016)

Strategic Land Review West (2016)

Strategic Land Review East (2016)

Strategic Land Review Washington (2016)

Draft Sunderland Housing Strategy (2017)

Gypsy's and Traveller's Site Assessment Report (2017)

Gypsy and traveller Needs Assessment (2017)

Employment Land Review (2016)

Employment Land Review: Post EU Referendum update (2017)

Retail Needs Assessment Volume 1 (2016)

Retail Needs Assessment Volume 2 (2016)

Retail Needs Assessment Volume 3 (2016)

Sunderland Leisure Needs Assessment (2016)

Economic Masterplan

3 6 9 Vision for Sunderland

Sunderland Playing Pitch Plan

Sunderland Facilities Needs Assessment

Character Appraisals and Management

Green Infrastructure Strategy Framework

Greenspace Audit and Report 2017

Settlement Break Review update (2017)

Sunderland Landscape Character Assessment

Local Flood Risk Management Strategy

Sunderland Wind and Solar Landscape Assessment

Strategic Flood Risk Assessment (2017)

Transport Assessment (2017)

Draft Infrastructure Delivery Plan (2017)

Draft Sunderland Viability Assessment (2017)

Education Report (2017)

Mineral Safeguarding Area Topic Paper (2017)

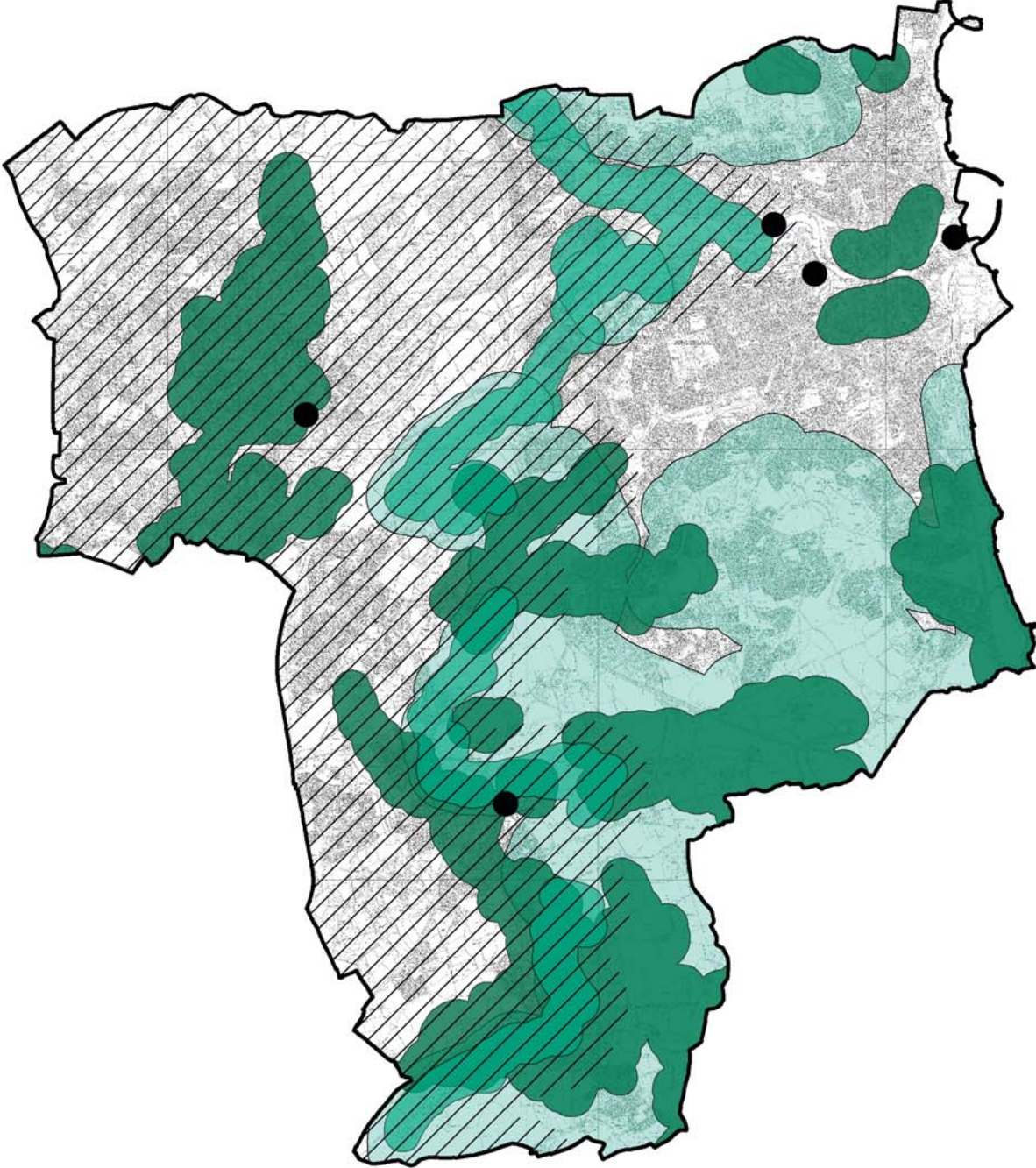
Waste Needs Assessment (2017)

Local Aggregates Assessment (2016)

Growth Options Consultation Report (2017)

# Appendix 3

## Mineral safeguarding areas and safeguarded mineral infrastructure



- Existing Minerals Infrastructure
- //// Surface Coal MSA - 250m Buffer
- Sand and Gravel Bedrock Superficial MSA - 250m Buffer
- Sand and Gravel Bedrock MSA - 250m Buffer
- Limestone MSA - 500m Buffer



0 320 640 1,280 1,920 2,560 Meters

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# Appendix 4

## Safeguarding exception

### List of exemption criteria

1. Applications for Householder development.
2. Applications for extensions or alterations to existing buildings and for change of use of existing development which do not fundamentally change the scale and character of the building/use.
3. Applications that are in accordance with the local plan where the plan took account of prevention of unnecessary mineral sterilisation and determined that prior extraction should not be considered when development applications in a Mineral Safeguarding Area came forward.
4. Applications for Advertisement Consent.
5. Applications for reserved matters including subsequent applications after outline consent has been granted.
6. Prior notifications (telecommunications; forestry' agriculture; demolition).
7. Certificates of Lawfulness of Existing or Proposed Use or Development (CLEUDs and CLOPUDs).
8. Applications for works to trees.
9. Applications for temporary planning permission.
10. Relevant Demolition in a Conservation Area
11. Applications for Listed Buildings Consent.

# Appendix 5

## Restoration plan

A restoration Plan should include:

1. a site-based landscape strategy for the restoration scheme;
2. the key landscape and biodiversity opportunities and constraints ensuring connectivity with surrounding landscape and habitats;
3. the geological, archaeological and historic heritage and landscape features and their settings;
4. the site boundaries and areas identified for soil and overburden storage;
5. an assessment of soil resources and their removal, handling and storage;
6. an assessment of the overburden to be removed and stored;
7. the type and depth of workings and information relating to the water table;
8. storage locations and quantities of waste/fill materials and quantities and types of waste/fill involved;
9. proposed infilling operations, sources and types of fill material;
10. the arrangements for monitoring and the control and management of landfill gas;
11. consideration of land stability after restoration;
12. directions and phasing of working and restoration and how they are integrated into the working scheme;
13. the need for and provision of additional screening taking account of degrees of visual exposure;
14. details of the proposed final landform including pre and post settlement levels;
15. types, quantities and source of soils or soil making materials to be used;
16. a methodology for management of soils to ensure that the pre-development soil quality is maintained;
17. proposals for meeting targets or biodiversity gain and make contributions towards achieving specific targets set out in the Durham Biodiversity Action Plan;
18. removal of all buildings, plant, structures, accesses and hardstanding not required for long term management of the site;
19. planting of new native woodlands;
20. installation of drainage to enable high quality restoration and after-use;
21. measures to incorporate flood risk mitigation opportunities;
22. details of the seeding of grass or other crops and planting of trees, shrubs and hedges;
23. a programme of aftercare to include details of vegetation establishment, vegetation management, biodiversity habitat management, field drainage, irrigation and watering facilities; and
24. the restoration of the majority of the site back to agriculture, if the site consists of the best and most versatile agricultural land.

# Appendix 6

## Implementation table

The table below summarises the key mechanisms and partnership-working that will be used to support each policy's implementation.

Policy	Government and Local Funding	Planning Obligations	Statutory Delivery Agencies	Developers and Landowners	Other Local Plan Documents and Council Strategies	Compulsory Purchase Powers	Planning Applications	Enterprise Zone Funding	Development Tariffs (eg. CIL)	Council Assets	Duty to Co-operate
<b>Spatial strategy</b>											
SS1 Presumption in Favour of Sustainable Development			•	•	•		•				•
SS2 Principles of Sustainable Development		•	•	•	•		•		•		•
SS3 Spatial Delivery for Growth	•	•	•	•	•	•	•	•	•	•	•
SS4 Urban Core	•			•	•	•	•			•	
<b>Strategic site allocations</b>											
SA1 Former Vaux Site Strategic Allocation	•	•		•	•		•			•	
SA2 South Sunderland Growth Area		•		•	•		•			•	
SA3 Housing Release Sites		•		•	•		•			•	
SA4 Safeguarding Areas					•						•
<b>Health, wellbeing and social infrastructure</b>											
HWS1 Health and Wellbeing	•	•	•	•	•		•		•	•	
HWS2 Protection and Delivery of Community, Sport, Social and Cultural Facilities	•	•	•	•	•		•		•	•	
HWS3 Culture, Leisure and Tourism											



Policy	Government and Local Funding	Planning Obligations	Statutory Delivery Agencies	Developers and Landowners	Other Local Plan Documents and Council Strategies	Compulsory Purchase Powers	Planning Applications	Enterprise Zone Funding	Development Tariffs (eg. CIL)	Council Assets	Duty to Co-operate
<b>Homes</b>											
H1 Sustainable Neighbourhoods	•	•	•	•	•		•		•	•	•
H2 Housing Delivery			•	•	•		•				
H3 Housing Mix		•	•	•	•		•				
H4 Affordable Housing		•	•	•	•		•			•	
H5 Student Accommodation				•	•		•				
H6 Travelling Showpeople, Gypsies and Travellers		•		•	•		•			•	
H7 Residential Conversions and Change of Use				•			•			•	
H8 Housing in Multiple Occupation				•	•		•				
H9 Backland and Tandem Development							•				
<b>Economy and prosperity</b>											
EP1 Economic Growth	•	•	•	•	•	•	•	•	•	•	•
EP2 Primary Employment Areas	•		•	•	•		•	•			
EP3 Key Employment Areas					•		•				
EP4 Other Employment Sites					•		•				
EP5 New Employment Areas			•	•	•		•				
EP6 Offices							•				
EP7 Trade Counters							•				

Policy	Government and Local Funding	Planning Obligations	Statutory Delivery Agencies	Developers and Landowners	Other Local Plan Documents and Council Strategies	Compulsory Purchase Powers	Planning Applications	Enterprise Zone Funding	Development Tariffs (eg. CIL)	Council Assets	Duty to Co-operate
EP8 Designated Centres	•	•	•	•	•	•	•		•	•	
EP9 Retail Hierarchy					•		•				
EP10 Retail Impact Assessments							•				
EP11 Primary and Secondary Frontages					•		•				
EP12 Hot Food Takeaways					•		•				
<b>Environment</b>											
E1 Urban Design		•			•		•				
E2 Public Realm					•		•				
E3 Advertisements/Shop Fronts							•				
E4 Historic Environment	•	•	•	•	•		•			•	
E5 Heritage Assets	•	•	•	•	•		•			•	
E6 Green Infrastructure	•	•	•	•	•		•		•	•	•
E7 Biodiversity and Geodiversity	•	•	•	•	•		•		•	•	•
E8 Woodlands/Hedgerows and Trees		•		•	•		•				
E9 Greenspace	•	•	•		•		•		•	•	
E10 Burial Space	•				•					•	
E11 Green Belt				•	•		•				•
E12 Settlement Breaks							•				

Policy	Government and Local Funding	Planning Obligations	Statutory Delivery Agencies	Developers and Landowners	Other Local Plan Documents and Council Strategies	Compulsory Purchase Powers	Planning Applications	Enterprise Zone Funding	Development Tariffs (eg. CIL)	Council Assets	Duty to Co-operate
E13 Development in the Open Countryside		•		•			•				•
E14 Landscape Character					•		•				•
E15 Creating and Protecting Views							•				
E16 Agricultural Land				•			•				•
E17 Quality of Life and Amenity							•				
E18 Noise-Sensitive Development							•				
E19 Contaminated Land					•		•				
E20 Health and Safety Executive Areas and Hazardous Substances			•				•				
<b>Climate change and water</b>											
CM1 Carbon Change and Water	•		•		•		•		•		•
CM2 Decentralised, Renewable and Low Carbon Energy		•	•				•				
CM3 Energy from Waste			•		•		•				
CM4 Flood Risk and Water Management		•	•		•		•		•		•
CM5 Surface Water Management		•	•		•		•				
CM6 Water Quality					•		•				
CM7 Disposal of Foul Water		•					•				
CM8 Sustainable Design and Construction							•				

Policy	Government and Local Funding	Planning Obligations	Statutory Delivery Agencies	Developers and Landowners	Other Local Plan Documents and Council Strategies	Compulsory Purchase Powers	Planning Applications	Enterprise Zone Funding	Development Tariffs (eg. CIL)	Council Assets	Duty to Co-operate
<b>Connecting the city</b>											
CC1 Sustainable Travel	•	•	•	•	•	•	•		•		•
CC2 Connectivity and Transport Network	•	•	•	•	•	•	•	•	•		•
CC3 city centre Accessibility and Movement	•	•	•	•	•		•		•		
CC4 Port of Sunderland			•				•				
CC5 Local Road Network		•			•		•		•		
CC6 New Development and Transport		•	•		•		•		•		
CC7 Digital Infrastructure and Telecommunications		•					•				
<b>Waste and minerals</b>											
WM1 Waste Management	•	•	•		•		•				•
WM2 Waste Facilities									•		
WM3 Safeguarding Waste Facilities							•				•
WM4 Open Waste Facilities				•			•				
WM5 Mineral Extraction		•	•	•			•				•
WM6 Mineral Safeguarding Area							•				•
WM7 Opencast Coal							•				
WM8 Land Instability and Minerals Legacy			•				•				
WM9 Cumulative Impact							•				•

Policy	Government and Local Funding	Planning Obligations	Statutory Delivery Agencies	Developers and Landowners	Other Local Plan Documents and Council Strategies	Compulsory Purchase Powers	Planning Applications	Enterprise Zone Funding	Development Tariffs (eg. CIL)	Council Assets	Duty to Co-operate
WM10 Restoration and Aftercare								•			
<b>Infrastructure and delivery</b>											
ID1 Delivering Infrastructure	•	•	•	•	•	•	•	•	•	•	•
ID2 Planning Obligations		•			•		•		•		
ID3 Enforcement							•				





