

*City of*  
**SUNDERLAND**

**UNITARY**

**DEVELOPMENT**

**PLAN**

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# FOREWORD

## FOREWORD

*This Unitary Development Plan is a single document which for the first time includes all the City's land-use policies for the whole of the City's area, up to the year 2006. It replaces a collection of Structure and Local Plans, together with old style Development Plans which up to the present have formed the official development plan framework for the City of Sunderland.*

*The adoption of the City's Unitary Development Plan takes place at a particularly interesting time when there is considerable public concern about, and discussion of, environmental issues. The City Council is moving ahead with its Local Agenda 21 initiative and the Government's recent White Paper on Integrated Transport has stimulated debate on the way we travel in the future.*

*At the same time the level of development activity in the City is higher than it has been for many years, with major new building projects in the City Centre and the implementation of the Metro extension into Sunderland expected to commence soon.*

*The Unitary Development Plan plays an important role by setting out the policies and proposals which will guide the development of the City into the new millennium. The Plan strikes a balance between providing for growth - new homes, jobs and other facilities which are needed - and protecting the City's unique environment.*

*The completion of this Plan, however, although an important stage in itself, leads us to consider what happens next. Already, revised Regional Planning Guidance is about to be published for consultation. This will provide the context for reviewing the Plan and extending our forward planning up to 2016*

*The City Council must retain the flexibility to respond to changing circumstances and to the challenges and opportunities which will inevitably arise. The Unitary Development Plan provides a basis for judging such opportunities and gives a vision for a City which provides an enhanced quality of life for all its citizens, through the enrichment of the economic, social, educational, leisure, health and housing opportunities available to them. This is matched by a concern for the well being of the City itself; of its physical and environmental character, its systems of communication and its art and culture.*

*Finally, I would like to pay tribute to the work of my predecessor as Chairman of the City's Environment Committee, the late Councillor Malcolm Qualie, who, during his term in office did so much to help carry this project forward.*

Councillor Eric Holt JP.

Chairman, Environment Committee

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# FORM OF THE PLAN

## THE FORM OF THE PLAN

i) The City of Sunderland Unitary Development Plan is in two Parts. Part I provides a general introduction to the Unitary Development Plan, its purpose and the broad geographical and social context within which it is being prepared. The main substance to Part I is included in the Introduction and Strategy chapter, which includes Strategic Policies. The latter are on a topic by topic basis, each topic being preceded by relevant objectives and succeeded by a summary of the main effects the policies are expected to bring about.

ii) Part II is introduced by a chapter entitled "Planning for People" which sets out the demographic constraints and opportunities which are likely to prevail over the next 10 - 15 years. This provides the context within which the policies and proposals have been formulated. This is accompanied by a over-arching chapter "Resources for the Future" which outlines key environmental and sustainability matters. The following chapters fall into three sections, Urban Regeneration, Environment and Transportation. Each chapter includes a background to the topic covered, together with both the Part I and City-wide Part II policies, with their reasoned justifications.

iii) An appraisal of the overall impact the Plan may have on the environment of the City is included, followed by a chapter outlining the resources likely to be available for the implementation of proposals, expanding on paras. 1.15 - 1.17 below. It also indicates the Council's intentions with regard to monitoring progress in achieving the objectives of the Plan and outlines the circumstances in which the Plan will be reviewed.

iv) Detailed proposals for specific sites are included in four chapters, each dealing with an area of the City. Within these chapters, the proposals are ordered so far as possible in accordance with the Part I and Citywide Part II policies. Within each, there are main commercial areas discussed in more detail and shown on insets to the Proposals Map, notably the City Centre. The four divisions are:-

- \* Sunderland South of the River Wear
- \* Sunderland North of the River Wear
- \* Washington, and
- \* Houghton/Hetton .

v) The Plan concludes with a series of appendices which provide;

- \* detailed technical information;
- \* a Glossary of terms and documentation referred to in the Plan; and
- \* an alphabetical index

## The Proposals Maps and Other Illustrative Material

vi) Proposals Maps at 1:10,000 scale on two sheets showing the proposals related to a colour coded land use key are included in a pocket at the back of this book. Inset Maps at a larger scale show in more detail the main commercial areas of the City. All these maps are a formal part of the UDP. In order to reproduce the Proposals at this scale, some generalisation has been necessary. If clarification of any boundary is needed, the Director of the Environment will be able to supply details at a larger scale on request.

In the text other figures are included to give additional information to help users understand the proposals or to indicate how a proposal might be developed. These illustrations are informal and do not supersede the maps at the back of the document. The details shown are the most up to date available but could be amended before being implemented.

# HOW TO USE THE PLAN

## HOW TO USE THE UNITARY DEVELOPMENT PLAN

- i) Part I policies are shown throughout in capitals with a shaded background; Part II policies are also in capitals, but without a shaded background.
- ii) You can use the UDP in three main ways.

### To Find Background Information on Particular Topics

You can do this by either

- (1) referring to the relevant chapter (see Contents), or
- (2) by looking at the alphabetical index at the rear to find references to specific aspects made throughout the document.

### To Find Strategic (Part I) and Citywide (Part II) Policies for Different Land Uses

The Strategy and Objectives of the Plan can be read in Part I. The Part I policies are also listed there, but are repeated and explained in chapters 3 - 16. You can read about these and Citywide land use policies for housing, shopping, etc. by finding the relevant subject chapter and looking up the aspects you are interested in.

### To Find what is Proposed for a Particular Site or Area

First find the site on the Proposals Map - or on the Insets Maps if the site is within one of the four main commercial areas.

If the site is covered or bounded by one of the key colours or notations and has a proposal number against it, then look up the proposal in one of the four area chapters (Chapters 19-22). If the site is coloured but has no specific proposal number against it look at the numbers against the colour notation in the key. These refer to the Part I and Citywide policies in Part II of the Written Statement. You can read about these in the appropriate chapters (Chapters 3-16).

If the site has no notation, then it will not be directly affected by an individual proposal - but its future use might be affected by some of the Part I and Citywide Policies. For example, you will find that policy EN10 applies to all such areas.

So to help find which policies might apply to your particular site, look within:

- (1) those topics which cover the general use of the area and which might therefore apply to your site,
- (2) those topics which cover the current use of the site.

# 1 Introduction and Strategy

## **PART I**

# 1 Introduction and Strategy

## CHAPTER 1

1.1 Unitary Development Plans (UDP's) were introduced by the provisions of the Local Government Act 1985 to replace the two-tier Structure and Local Plan system operating in metropolitan County Councils, which were abolished in 1986. The Plan requirements are now enshrined in the 1990 Town and Country Planning Act (as amended). Each metropolitan district has to prepare a Unitary Development Plan which will include both strategic (Part I) and more detailed (Part II) policies. These set out the City Council's requirements for land use, improvement and protection of the environment and management of transport. The policies will act as guidelines for the control and promotion of physical development to the year 2006 and in some cases beyond that date, giving shape to the City's development far into the future.

### **THE PLAN BACKGROUND**

1.2 This UDP is the first development plan to comprehensively include all the settlements incorporated in the City's boundaries. It puts forward co-ordinated policies relevant to the needs of the whole City.

1.3 It replaces the City's existing development plans which include the former Tyne & Wear Structure Plan (1981), the Tyne & Wear Green Belt Local Plan (1985), the Tyne & Wear Minerals Local Plan (1989), various local plans for parts of the City and the earlier Town Maps (where not superseded by more recent local plans). Any policies or proposals in these plans that are still relevant have been incorporated in the UDP.

1.4 The UDP, as part of the corporate "City Strategy" has taken into account the needs and aspirations of all the Council's Committees. It provides a framework for other policy statements covering a shorter time span, such as the Transport Policies and Programme, Housing Strategy, Economic Development Strategy etc. Account is also taken of the intentions of adjoining authorities. It was prepared to accommodate of the aims and objectives of the Tyne and Wear Development Corporation (UDC), the Enterprise Zones (EZ's) and the City Challenge area and to allow for the completion of projects commenced under these special regimes.

1.5 To ensure consistency between the five districts in the Tyne and Wear area, the Secretary of State for the Department of the Environment, published Strategic Guidance for the area (Regional Planning Guidance Note 1 April 1989). The districts are required to take this document into account in the preparation of their UDP's and to ensure that policies and proposals are in conformity with it, as well as any other national guidance issued by the Government. The length of time that has elapsed since the publication of this guidance, however, means that some of its recommendations have been overtaken by events and by the subsequent publication of other guidance, not least the Regional Planning Guidance for Northern Region in 1993 (RPG7).

1.6 In 1988 the Government introduced a series of Planning Policy Guidance notes (PPG's) to assist the preparation of Statutory Development Plans. During the course of preparing the City of Sunderland's Unitary Development Plan, however, most of these PPG's have been revised and a number of new ones were published. The Plan has been amended to ensure conformity with the most up to date advice, as it has emerged. Future revisions of Government Guidance will be taken into account in determining the need for post-adoption amendments or review of the Plan.

### **GENERAL CONSIDERATIONS**

#### **The City of Sunderland**

1.7 The City of Sunderland is the largest of the five districts in Tyne and Wear, with a population of some 294,500. (OPCS 1996 mid - year estimate) It includes the urban area of Sunderland, together with the former Urban Districts of Hetton-le-Hole, Houghton-le-Spring and Washington. In 1994 the Boundary Commission rationalised the City boundary, the main changes being the addition of land west of Shiny Row (Boundary Houses and Lambton Cokeworks) and loss of the Birtley Services (on A1M) and land west of Fencehouses.

1.8 Sunderland grew from a number of small settlements near the point where the River Wear enters the North Sea, to become a major commercial centre. Its economy, once based on the coal mining and shipbuilding industries, is now much more diverse, with employment in a variety of manufacturing enterprises, including the Nissan car factory and associated suppliers and an increasing range of service activities. Although traditionally an industrial area, it has a rich heritage and an environment which includes attractive features such as the River Wear Valley, the coastline and the west facing scarp of the East Durham plateau.



# 1 Introduction and Strategy

1.9 **Urban Development Area** - Until April 1998 parts of the City have been subject to the special planning regime of the Urban Development Area (UDA), where development control powers have been exercised by the Tyne and Wear Development Corporation (TWDC) although the responsibility for long term planning remained with the Council. The Council has, however, in preparing its plans taken into account the proposals of the Development Corporation and ensured that they are reflected in the UDP.

1.10 **Enterprise Zones** - Following the closure of the shipbuilding yards, the Government established Enterprise Zones (EZ's) at Castletown, Hylton Riverside and Doxford Park. Within these zones, special financial advantages are given and outline permission for certain classes of development has been granted by Development Orders. Providing that a proposal is included within those designations, no further permission is needed other than for prescribed details. The UDP proposals reflect the use types which have been identified.

1.11 **City Challenge** The north-western part of Sunderland (north of the River Wear and between the A19 on the west and Newcastle Road on the east) gained City Challenge status in 1993 and has benefitted from enhanced investment in the area which has allowed an accelerated programme of improvements to the housing stock and to a wide variety of other community improvements.

1.12 **The City Strategy** - The UDP forms part of the development of the Council's overall strategy for regeneration and improvement of all aspects of the social, economic and physical fabric, encapsulated in the "Sunderland City Strategy 1997-2000". This document is the key feature of the Council's strategic planning process. It identifies the major issues facing the Council and its plan to address these. It is consistent with the wider strategies for the Regeneration of Tyne and Wear (prepared by the five metropolitan authorities) and with the Regional Development Strategy, as submitted to the North of England Assembly. Although the City Strategy has a medium term perspective, it reflects the City Council's long term vision which is to provide an enhanced quality of life for all its citizens, matched by a concern for the physical and environmental character of the City itself. In pursuing its vision the Council will seek to adhere to basic values providing:

- \* *quality*
- \* *choice*
- \* *access*
- \* *equality*
- \* *opportunity*
- \* *safety*

These basic values and their related main objectives (see panel) underlie the Unitary Development Plan

1.13 The **Environment Department Mission Statement** summarises concisely the overall objective of the Department, placing specific emphasis on some of the qualities referred to above and adding others. It reads;

*To achieve an environment of quality for the City of Sunderland which is attractive, accessible, safe and sustainable.*

The adoption and implementation of this Unitary Development Plan is expected to make a major contribution towards the achievement of this objective.

# 1 Introduction and Strategy

## CITY STRATEGY - THE MAIN ELEMENTS

### Vision

*The City Council's long-term vision of Sunderland is a City which provides an enhanced quality of life for all its citizens, through the enrichment of the economic, social, educational, leisure, health and housing opportunities available to them. This is matched by a concern for the well being of the City itself, of its physical and environmental character, its systems of communication and its arts and culture.*

### Fundamental Aims

- to promote the welfare and best interests of all residents and businesses within the City
- to meet the primary needs of disadvantaged groups throughout the City
- to deliver quality services in a way which achieves maximum value for money
- to achieve widespread recognition of Sunderland's attractiveness as a place in which to live, work and invest, to study and to visit.

### Objectives

**Economic Development** The Council will make every effort to encourage industrial and commercial growth within the City in a sustainable manner and promote the City's quality of life in the search for new job opportunities.

**Regeneration** The Council is committed to achieving sustainable regeneration within the City, in terms of its own activities and by working in partnership with others and ensuring that the benefits are accessible to those most in need

**City Centre** Priority will continue to be given to developing a successful City Centre into the next century, with efforts directed towards increasing its attractiveness and making it safer, cleaner, healthier and a more vibrant and welcoming central place.

**Community Safety** The Council is committed to making the City of Sunderland a safer place in which to live, work and learn. This will be achieved through partnership and by developing local solutions to local problems in a manner which encourages the development of community resistance to crime.

**Quality and Best Value** The Council is determined to provide the widest range and highest quality of services to all of its customers, in line with agreed priorities and standards, and will seek to promote best practice and demonstrate value for money.

**Image** The Council will continue to project the most favourable image of Sunderland to the outside world as a prime location in which to live, work and invest, to study and to visit.

**Environment** The City Council is committed to sustainable development and improving the quality of the environment for its citizens. In using its powers to this end, it will pursue the improvement of its own environmental practices and encourage the action and support of other bodies in realising its objectives.

**Healthy City** The Council will work in close partnership with the Health Authority towards a healthier Sunderland with particular emphasis on improved health awareness, access to health services, accident prevention and greater involvement of its citizens in the making of decisions which affect their health and social welfare.

**Resource Management** The Council is committed to managing its resources in a cost effective and flexible manner that will provide value for money to its customers and all of its citizens.

**Partnership** The Council will strengthen its partnership approach to strategic issues. Where appropriate it will use its links to encourage other agencies to work together, in order that a comprehensive and co-ordinated approach towards common goals can be achieved and resources used to their greatest benefit.

# 1 Introduction and Strategy

## Global and National Context

1.14 The UDP is being prepared at a time when major changes locally, nationally and globally are re-shaping our perceptions for the future, for example:-

- \* the emergence of the single European Market, the democratisation of eastern Europe with its potential for greater trading links to the ports of the North East, and the possible benefits arising from the opening of the Channel Tunnel;
- \* the upturn in the industrial future of Sunderland, reflected in the grant of City status and the advent of major national and international investment through Nissan, the UDC and EZ initiatives which have enhanced the City's potential for new development;
- \* the trend towards public/private sector partnerships to secure the implementation of major projects;
- \* the enhanced awareness of environment and conservation issues and increasing requirements to plan in a 'sustainable' (see para 1.29) manner, particularly so as to limit pollution and the loss of open land.
- \* a society looking for additional outlets for its leisure time and its increasing prosperity.

## Resources

1.15 In preparing the Unitary Development Plan the City Council is required to take into account the likely availability of the resources needed to implement its proposals. Whilst the availability of financial resources can never be predicted with any certainty, over the period of the Plan the level of funding needed to implement most of the proposals is broadly in line with recent levels of investment. Finance for development proposals, environmental and infrastructure enhancement comes from a variety of private and public sources and, increasingly, from a combination of the two. Thus, in addition to the Council's own spending, which is likely to continue to be constrained, finance will be attracted through various Government initiatives such as The Single Regeneration Budget, Derelict Land Funding, the various Lottery Funds, Countryside Commission Grants etc. and through European Community monies. The Enterprise Zones will continue to attract further private investment and there will be the continuing expenditure by established firms, enterprises and individuals as they pursue their own activities. In this respect, where development cannot be implemented without imposing additional requirements on the public sector, the "Planning Obligation" procedures will be used to ensure that the developer either carries out the works needed or makes an appropriate contribution.

1.16 Certain major projects however will require special funding provisions. Examples of such schemes are the extension to the Tyne and Wear Metro system, the new Wear Bridge and hospital or University development projects. The promoters of these schemes will have to secure funding for them in competition with other projects throughout the Region and the Country as a whole.

1.17 In addition to financial resources, the City must continue to safeguard its other assets, its land, its people and its existing infrastructure. Care must be taken to ensure these resources are not wasted, and that their potential is fully utilised before additional investment is proposed. In this regard, consideration must be given to the concept of 'sustainable' development which is development that can take place without exhausting irreplaceable resources, or causing irreparable damage to the environment. Only in this way can we ensure that succeeding generations can continue to enjoy a quality of life at least as good as that enjoyed at present.

## Simplified Planning Zones

1.18 In Strategic Guidance, the Tyne and Wear districts were requested to give consideration to the possibility of designating Simplified Planning Zones, which give a similar planning regime to that in Enterprise Zones, but without the financial incentives. It was considered that such designations were unlikely to be advantageous in Sunderland in that the introduction of yet another planning regime would have only served to confuse an already complicated pattern; worthwhile projects for economic regeneration have never been unnecessarily impeded by the normal operation of development control procedures in this authority.

## Environmental Appraisal

1.19 Government advice in PPG12 concerning Development Plans has now formalised the requirement to ensure that appropriate consideration is given to the environmental implications of the policies and proposals included in the Plan. It has always been the case that local authorities have had to balance the environmental effects of

# 1 Introduction and Strategy

proposals against other benefits and the Unitary Development Plan requires further such judgements to be made. Every effort has been made to ensure that, where choices have to be made, sufficient information on their effect has been included in either the explanatory text or the justification to allow appropriate consideration.

1.20 An "Environmental Appraisal" of the Draft UDP was undertaken. This checked that the development requirements for Sunderland to change and grow did not have an unacceptable impact on the existing or future environment. The appraisal resulted in amendments to the Strategy, objectives and policies to ensure that the Plan plays its part in achieving a sustainable future for the City in accord with Local Agenda 21. A further appraisal of the final version of the Plan, after the Public Inquiry and the Inspector's report demonstrates the continuing efforts made to ensure that the Plan is sustainable.

## **THE PLAN STRATEGY**

1.21 The UDP translates the City Council's vision and objectives into a statement of policy on the use of land, on transport and on protection and enhancement of the environment. It will generally look forward to 2006.

1.22 The policies in the Plan provide a VISION for future generations; give FLEXIBILITY to allow for those changes and opportunities which cannot be foreseen; promote a guideline of QUALITY which will be pursued through the Council's own works and through the development control policies; and attempt to ensure a BALANCE so that no one aspect dominates, since many matters are important to achieve a well-rounded future for the City's residents.

1.23 For many years Sunderland has suffered from an economic situation which has forced large numbers of its residents to uproot themselves and move away to find employment appropriate to their skills and talents. This has led to a local tradition of out-migration, the numerical effects of which are demonstrated in the following chapters. In addition to the effects on the numbers of people and the relative ratio of workers to dependants, regard must also be had to the fact that many of the out-migrants are those who could contribute most to the economic and social well being of the City. A vision for the future must therefore be one which addresses this problem and which, whilst not constraining those whose abilities may lead them to other areas, offers the opportunity for residents and their children to satisfy their needs and fulfil their potential within its boundaries. The total attractiveness of the City, vital for it to retain its residents and to flourish and prosper, will depend not just on providing sufficient jobs and homes, but on the quality of its social, educational and leisure facilities, overall ease of access and an attractive, safe and stimulating environment. Achieving this, however, must not be at the expense of the quality of life of future generations.

## **Main Strategic Aims**

1.24 A strategy for the future of Sunderland ought therefore to aim to:-

- \* **reduce the net level of out-migration to zero by the end of the plan period, principally through policies for housing and economic development. (STi)**
- \* **provide sufficient employment opportunities in both range and number to allow the City's residents to find appropriate work without being forced to commute to other towns or move away. (STii)**
- \* **provide a sufficient number, diversity and quality of homes to accommodate all who wish to live in the dwelling of their choice. (STiii)**
- \* **exploit the significant benefit to the local economy of higher education provision in the City. (STiv)**
- \* **have a sufficient range of social, educational, cultural and recreational facilities within the City to satisfy the requirements of its residents and visitors. (STv)**
- \* **assist in mitigating the adverse effects of development on the health and safety of citizens. (STvi)**
- \* **ensure that any special needs of those residents of the City who experience social, economic, racial or physical disadvantages are taken into account in all development and regeneration proposals. (STvii)**
- \* **protect and enhance the best features of both the built and natural environment. (STviii)**
- \* **ensure that the sum total of planning decisions does not deny future generations the best of today's environment ("Sustainable development"). Development which has impact on the environment which may be irreversible or very difficult to undo should be treated with particular care ("the precautionary principle"). (STix)**

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- \* **develop a transportation system which emphasises accessibility rather than mobility, thereby minimising traffic movements, whilst allowing residents the choice of more environmentally acceptable modes of transport. (STx)**

## Spatial Strategy

1.25 It is recommended that development plans should include not only a set of guiding principles, but a geographic description to indicate broadly how new change is to be accomplished. In line with national guidance on planning and transport (PPG13) the Plan should co-ordinate policies for transport and other development so as to reduce the need to travel, especially by car. This is particularly aimed at reducing atmospheric pollution. Reducing the need to travel will involve consideration of the distribution of housing, employment and social facilities.

1.26 The spatial strategy for Sunderland takes account of the existing geography and infrastructure of the City, not only for the Plan period, but also seeking to ensure the City's long term sustainability.

1.27 The Plan aims to:-

- \* **provide a range of opportunities which, in the long term, could make broad areas of the City largely self sufficient for the needs of their residents. Where there is a need to travel cross - town, main foci of movement should be linked by adequate public transport facilities.(STxi)**
- \* **ensure that major traffic generators are located within easy access of the strategic network of routes.(STxii)**

The broad development of the City should be related to:-

- \* **the access opportunities provided by the A19 corridor (mindful of Green Belt policy) (STxiii);**
- \* **the opportunities in South Sunderland created by the existing transport system - road and rail -and their improvement; and to the maximisation of use of community facilities and other infrastructure (STxiv);**
- \* **the Shiney Row/ Houghton-Hetton/ Easington Lane corridor, where linear public transport routes could be developed in association with community and other infrastructure, linking with the economic development opportunities of Murton (STxv);**
- \* **the need to protect urban green spaces, particularly the open breaks separating distinct communities. (STxvi)**

## **PART I OBJECTIVES AND POLICIES**

1.28 The following paragraphs set out the City Council's objectives and strategic 'Part I policies by topic. At the end of each section is a brief statement of the main effects expected to be brought about by the Plan. The Part I policies are repeated in the Part II Citywide section with their reasoned justifications, to provide the context for the overall development control and other detailed policies in that section and in the area proposals of Chapters 19 to 22.

## **RESOURCES FOR THE FUTURE**

1. 29 Sustainable development is promoted through framework policies, which apply across all topics and areas, seeking to balance change and conservation, making best use of all resources, reducing reliance on car use, and striving to avoid serious damage to the Environment.

- \* *The UDP seeks to ensure that all decisions on development matters will take into account the sustainability of the proposal. (Ri)*
- \* *The need for major new public investments should be minimised by making full use of existing and proposed service and social infrastructure, ensuring that new development takes advantage of spare capacity where possible. (Rii)*
- \* *The UDP aims to promote the most efficient use of energy in all developments. (Riii)*

# 1 Introduction and Strategy

## Sustainable Development

**R1 THE CITY COUNCIL WILL WORK TOWARDS ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT WHICH MEETS THE ECONOMIC AND SOCIAL NEEDS OF THE CITY. ALL PROPOSALS FOR DEVELOPMENT WILL BE CONSIDERED IN RELATION TO ACHIEVING A SATISFACTORY BALANCE BETWEEN ACCOMMODATING CHANGE AND PROTECTING VALUED AND IMPORTANT ASPECTS OF THE NATURAL AND BUILT ENVIRONMENT.**

**THE IMPACT OF DEVELOPMENT WILL BE CONSIDERED AGAINST THE NEED TO RESPECT THE LONG TERM WELFARE OF THE ENVIRONMENT BY:**

- (i) MAKING THE MOST EFFICIENT USE OF LAND, ENERGY AND OTHER RESOURCES;**
- (ii) REDUCING RELIANCE ON THE USE OF THE PRIVATE MOTOR CAR;**
- (iii) AVOIDING THE RISK OF SERIOUS ENVIRONMENTAL DAMAGE, ESPECIALLY DAMAGE WHICH MAY BE IRREVERSIBLE OR VERY DIFFICULT TO UNDO.**

## Resource Utilisation

**R2 IN CONSIDERING PROPOSALS FOR NEW DEVELOPMENT, THE COUNCIL WILL TAKE INTO ACCOUNT THE EXTENT TO WHICH THEY:**

- (i) MAKE USE OF EXISTING AND PROPOSED SERVICE AND SOCIAL INFRASTRUCTURE, TAKING ADVANTAGE OF KNOWN SPARE CAPACITY (OF ROADS, PUBLIC UTILITIES, SCHOOLS, ETC.);**
- (ii) MINIMISE THE NEED FOR TRAVEL (BY EMPLOYEES, VISITORS AND RESIDENTS ALIKE); AND**
- (iii) MAKE USE OF VACANT AND DERELICT LAND.**

## Energy Conservation

**R4 IN ASSESSING PROPOSALS FOR DEVELOPMENT (INCLUDING CHANGES OF USE), THE COUNCIL WILL HAVE REGARD TO EVOLVING GOVERNMENT POLICY ON THE EFFICIENT USE OF ENERGY AND USE OF NON-FOSSIL FUEL SOURCES. DEVELOPMENT PROPOSALS WILL BE ENCOURAGED WHICH INCORPORATE ENERGY SAVING MEASURES BY VIRTUE OF THE GROUPING AND ORIENTATION OF BUILDINGS, THE PROVISION OF SHELTER AND ENERGY-SAVING TECHNOLOGY. COMBINED HEAT AND POWER SCHEMES WILL BE ENCOURAGED IN MAJOR NEW DEVELOPMENTS AND RESTRUCTURING SCHEMES.**

## The main effects of the Resources strategy and policies

1.30 There are no simple quantifiable indicators which could identify the impact of these policies and the best measure of their success or failure will be the number of occasions when developments which conform to the expectations of these policies are actually implemented. Monitoring of new developments will include an appraisal of the extent to which they achieve the objectives of these proposals. Such monitoring is likely to be carried out under the aegis of the Council's Local Agenda 21 programme.

## URBAN REGENERATION

### *ECONOMIC DEVELOPMENT*

1.31 The scope of objectives and policies for Economic Development seeks to promote the City as an "advanced manufacturing centre" and as a regional centre of excellence in higher education provision. They aim to diversify the economy by protecting and providing land to meet overall strategic and local office, industrial and storage requirements. This takes into account distribution of sites to improve access by the potential workforce, consideration of the locational needs of business and the most appropriate links with the transport network. The protection of the amenity of residential, shopping, rural and other areas from the adverse effects of certain economic developments is of great importance, as also is maximising the tourism potential of the City.

- \* *The UDP will build on the City's developing role as the "advanced manufacturing centre" of the North east and as a regional centre of excellence in Higher Education, whilst encouraging the continued growth of local business and the service sector, particularly in offices and tourism related businesses. (ECOi)***

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- \* *Employment opportunities will be located to make greatest use of access for both business development and the workforce, whilst not detracting from the local environment. (ECOii)*
- \* *The UDP should promote the prestige and attractiveness of the City to provide the basis for developing its heritage and tourism potential. (ECOiii)*

## **EC1 THE CITY COUNCIL WILL ENCOURAGE PROPOSALS AND INITIATIVES WHICH:**

- (i) DEVELOP THE CITY'S ROLE AS A MAJOR MANUFACTURING CENTRE, ESPECIALLY IN RELATION TO ADVANCED OR HIGH TECHNOLOGY PROCESSES;
  - (ii) ASSIST THE CREATION AND GROWTH OF LOCAL BUSINESSES;
  - (iii) FURTHER DEVELOP THE SERVICE SECTOR, ESPECIALLY EDUCATION, OFFICES AND TOURISM;
  - (iv) ARE TARGETED AT AREAS OF ECONOMIC AND SOCIAL DEPRIVATION.
- THE DEGREE TO WHICH A LOCATION IS SUITABLE FOR BUSINESS USE AND ACCESS FOR THE WORKFORCE TOGETHER WITH THE IMPACT OF DEVELOPMENT ON THE LOCAL ENVIRONMENT WILL ALSO BE TAKEN INTO ACCOUNT.

## **EC2 THROUGH THE ALLOCATION OF SOME 1250HA, THE COUNCIL WILL SEEK TO ENSURE AN ADEQUATE SUPPLY OF LAND AND PREMISES TO MEET THE CITY'S ECONOMIC DEVELOPMENT NEEDS, MAXIMISING CHOICE BY IDENTIFYING A WIDE RANGE OF SITES (BY SIZE, TYPE AND LOCATION) INCLUDING:**

- (i) STRATEGIC SITES PRINCIPALLY FOR BUSINESS (B1) AND GENERAL INDUSTRIAL USES (B2) ;
- (ii) SITES FOR OFFICE DEVELOPMENT (A1) AND BUSINESS USES (B1);
- (iii) SITES FOR INDUSTRY(B2) AND WAREHOUSING (B8); AND
- (iv) SITES AND PREMISES FOR SMALL FIRMS, NEW BUSINESSES AND COMMUNITY ENTERPRISE INITIATIVES.

## **EC3 THE COUNCIL WILL SUPPORT NEW AND EXISTING ECONOMIC ACTIVITY BY:**

- (i) PROVIDING LAND AND PREMISES FOR BUSINESS AND INDUSTRIAL USE;
- (ii) ENCOURAGING INITIATIVES WHICH IMPROVE EMPLOYMENT OPPORTUNITIES FOR DISADVANTAGED GROUPS;
- (iii) CREATING A HIGHER QUALITY ENVIRONMENT FOR INDUSTRY, BUSINESS AND THE WORKFORCE;
- (iv) ENCOURAGING THE RE-USE OF LAND AND PREMISES;
- (v) DEVELOPING AND IMPROVING INFRASTRUCTURE.

## **EC4 EXISTING BUSINESS AND INDUSTRIAL LAND AMOUNTING TO SOME 1215 HA WILL BE RETAINED AND IMPROVED FOR THE FOLLOWING RANGE OF USES WHICH WILL BE DEFINED FOR EACH SITE IN PART II:-**

### **ACCEPTABLE PRIMARY USES**

OFFICES, RESEARCH & DEVELOPMENT, LIGHT INDUSTRY (B1)

GENERAL INDUSTRY (B2)

WAREHOUSES AND STORAGE (B8)

### **POSSIBLE ANCILLARY USES**

WHERE REQUIRED TO MEET THE NEEDS OF EACH SITE:

SHOPS UP TO 50 SQM ( ABOUT 500 SQ FT) INDIVIDUAL SALES AREA

OFFICES WHERE SERVICES ARE PROVIDED FOR THE GENERAL PUBLIC (A2)

FOOD AND DRINK OUTLETS (A3)

HOTELS (C1)

COMMUNITY FACILITIES (D1)

ASSEMBLY AND LEISURE (D2)

OPEN SPACE

### **UNACCEPTABLE USES (EXCLUSIONS) WOULD INCLUDE:**

OTHER SHOPS (A1)

RESIDENTIAL INSTITUTIONS (C2)

HOUSING (C3)

WAREHOUSE CLUBS

PROPOSALS INVOLVING INCOMPATIBLE OR BAD NEIGHBOUR USES WILL ALSO BE REQUIRED TO CONFORM TO EC16 OR EC17. PROPOSALS FOR USES NOT LISTED WILL BE DECIDED ON THEIR INDIVIDUAL MERITS.

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**EC5 MIXED USES WILL BE PERMITTED ON A LIMITED NUMBER OF SITES. USES ACCEPTABLE ON EACH SITE WILL BE DEFINED IN PART II BASED ON THE FOLLOWING RANGE:-**

**ACCEPTABLE PRIMARY USES**

**OFFICES, RESEARCH AND DEVELOPMENT, LIGHT INDUSTRY (B1)**

**GENERAL INDUSTRY (B2)**

**WAREHOUSES AND STORAGE (B8)**

**HOTELS (C1)**

**SPECIALISED OR INSTITUTIONAL HOUSING (C2)**

**CAR SHOWROOMS AND THOSE RETAIL OPERATIONS SUCH AS BULKY GOODS RETAILING WHICH COULD NOT EASILY BE ACCOMMODATED IN EXISTING SHOPPING CENTRES**

**POSSIBLE ANCILLARY USES**

**SHOPS UP TO 50 SQM (ABOUT 500 SQ FT) INDIVIDUAL SALES AREA**

**OFFICES WHERE SERVICES ARE PROVIDED FOR THE GENERAL PUBLIC (A2)**

**FOOD AND DRINK OUTLETS (A3)**

**COMMUNITY FACILITIES (D1)**

**ASSEMBLY AND LEISURE (D2)**

**OPEN SPACE**

**PROPOSALS FOR USES NOT LISTED WILL BE DECIDED ON THEIR INDIVIDUAL MERITS.**

**EC6 MAJOR NEW PROVISION OF LAND FOR ECONOMIC DEVELOPMENT USE WILL BE MADE, PRINCIPALLY AT SOUTH RYHOPE (20HA) AND SOUTH DOXFORD PARK (7HA).**

**EC10 THE COUNCIL WILL SEEK TO MAXIMISE THE POTENTIAL OF THE ENTERPRISE ZONES AND THE EMPLOYMENT OPPORTUNITIES THEY PRESENT BY PROMOTING THE TYPES OF USES CONSIDERED APPROPRIATE, AS DEFINED IN THE DESIGNATION DOCUMENTS.**

**EC11 PROPOSALS WHICH SUPPORT OR HELP TO DIVERSIFY THE RURAL ECONOMY WILL NORMALLY BE APPROVED PROVIDED THAT THE DEVELOPMENT CONFORMS WITH GREEN BELT AND COUNTRYSIDE POLICIES.**

## **The main effects of the Economic Development strategy and policies**

1.32 With the decline of traditional industries such as coal, shipbuilding and heavy engineering, a new, more broadly based economy is developing which builds on existing strengths - particularly in engineering (e.g. automotive components) and white collar services (e.g. the University).

- \* 1215ha of land is to be retained and improved for business and industrial use.
- \* almost 30ha of new land is allocated principally at Doxford International and South Ryhope.
- \* existing offices will be retained and new floorspace is proposed chiefly in the City Centre.

### *HOUSING*

1.33 Measures to ensure full use of the existing stock of housing, modernised and in attractive surroundings, are supplemented by allocations of land for all types of new housing in a wide range of locations. Special needs of minority groups are catered for. New development will be expected to be in accord with proper standards of layout and design and provide open space and other community facilities resulting from the housing provision.

- \* *A range of attractive new housing opportunities should be provided, distributed so as to maximise choice of location (subject to environmental and infrastructure constraints), and to assist the upgrading of particular areas. (HOi)*
- \* *Efforts will continue to be made to enhance existing residential areas and improve the overall conditions of dwellings. (HOii)*

**H1 NEW HOUSING WILL BE PROVIDED WHICH:**



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- (i) MAXIMISES LOCATIONAL CHOICE (SUBJECT TO ENVIRONMENTAL AND INFRASTRUCTURE CONSTRAINTS) WHILST ALLOWING FOR A VARIETY OF NEEDS IN APPROPRIATE ENVIRONMENTS;
- (ii) CATERS FOR REDUCED OUT-MIGRATION AND INCREASING HOUSEHOLD FORMATION;
- (iii) ASSISTS IN THE REGENERATION OF EXISTING RESIDENTIAL AREAS.
- (iv) SECURES THE RE-USE OF VACANT AND DERELICT LAND WHEREVER POSSIBLE.

**H2 HIGH PRIORITY WILL BE GIVEN TO THE CONSERVATION, MAINTENANCE AND IMPROVEMENT OF THE EXISTING HOUSING STOCK, AND, WHERE NECESSARY, TO THE IMPROVEMENT OF ITS ENVIRONMENT. HOUSING WHICH CANNOT BE IMPROVED TO PROVIDE SATISFACTORY LIVING CONDITIONS (AT A REASONABLE COST) COULD BE CLEARED.**

**H3 SUFFICIENT LAND IS ALLOCATED TO PROVIDE FOR UP TO 15,000 NEW DWELLINGS BETWEEN JANUARY 1988 AND DECEMBER 2006 THROUGH A PHASED RELEASE OF LAND RELATED TO INFRASTRUCTURE IMPROVEMENTS. SHOULD THE AMOUNT OF DEVELOPMENT APPROACH THE BASE FIGURE BEFORE THE END OF THE PLAN PERIOD, THE COUNCIL WILL REVIEW THE ALLOCATION IN ACCORD WITH POLICY H9. THE TOTAL NUMBER OF DWELLINGS IS EXPECTED TO BE ACHIEVED AS FOLLOWS:**

- \* SITES OF MORE THAN 10 UNITS FULLY COMPLETED BETWEEN JANUARY 1988 AND DECEMBER 1993 - 4800
- \* COMPLETION OF SITES WITH EXISTING PLANNING PERMISSION PROTECTED UNDER POLICY H11 - 1900
- \* DEVELOPMENT ON SITES OF MORE THAN 10 UNITS IDENTIFIED IN PART II - 5400
- \* UNIDENTIFIED SMALL SITES OF 10 OR LESS UNITS - 1000
- \* WINDFALL SITES 0.4HA TO 1HA - 900
- \* CONVERSIONS - 1000

**H7 PROVISION WHICH WIDENS THE RANGE OF HOUSE TYPES WILL BE MADE FOR RESIDENTIAL DEVELOPMENT OF HIGH QUALITY, LOW DENSITY HOUSING ON SITES IDENTIFIED IN PART II .**

## The main effects of the Housing strategy and policies

- \* provision is made for 15,000 additional dwellings in the period 1988 to 2006, thereby making available a wide range of locations and house types, including special needs housing, e.g. for elderly, disabled or single people and those on low incomes.
- \* new housing is proposed on nearly 200 ha of land, with some 40% being on recycled land.
- \* new housing sites are located throughout the City, numbers of dwellings being distributed as follows:
  - Urban South 21%
  - Southern Periphery 38%
  - Sunderland North 13%
  - Washington 6%
  - Houghton-Hetton 23%
- \* over 20 ha is reserved for 'executive' housing.
- \* the Plan encourages schemes to improve the condition of existing houses - both public and private - together with their surroundings. These include 17 Council estates to be 'restructured', 7 to be subject of major environmental improvements and environmental works to 28 older private areas.

## SHOPPING

1.34 The framework for shopping emphasises the City Council's commitment to supporting and enhancing existing shopping centres. Criteria are established against which new developments will be judged. In general new shopping provision will be associated with existing centres rather than free-standing in separate locations.

- \* *The shopping service should be accessible to all residents of the City. Developments should consolidate and enhance the shopping role of the City in Tyne and Wear and North Durham. (SOi)*

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- \* *The roles of the three main centres of Sunderland, Washington and Houghton should be recognised in meeting the shopping, leisure, civic, cultural and business needs of the community. (SOii)*
- \* *The continuing vitality and viability of existing shopping centres within the City and their contribution to economic regeneration will be sought. (SOiii)*

**S1 THE CITY COUNCIL WILL SEEK TO ENHANCE THE ROLE OF THE CITY'S SHOPPING SERVICE IN THE REGION AND ENSURE IT MEETS LOCAL NEEDS BY ENCOURAGING A WIDE RANGE OF ATTRACTIVE WELL DISTRIBUTED FACILITIES TO MEET FUTURE SHOPPING AND RELATED NEEDS. WHERE APPROPRIATE, NEW DEVELOPMENT WILL BE BASED ON EXISTING CENTRES WHICH WILL BE IMPROVED WHEREVER POSSIBLE; DEVELOPMENT ELSEWHERE SHOULD RESULT FROM APPLICATION OF THE SEQUENTIAL TEST, BE IN ACCORDANCE WITH OTHER POLICIES OF THE PLAN, AND COMPLEMENT EXISTING FACILITIES. CARE WILL BE TAKEN TO ENSURE THAT SHOPPING AND RELATED FACILITIES ARE ACCESSIBLE TO ALL GROUPS BY A VARIETY OF MODES OF TRANSPORT.**

**S2 THE CITY COUNCIL WILL GIVE FAVOURABLE CONSIDERATION TO PROPOSALS WHICH WILL SUSTAIN AND ENHANCE THE VITALITY, VIABILITY AND APPROPRIATE DIVERSIFICATION OF THE FOLLOWING EXISTING CENTRES AND THEREBY FACILITATE THEIR REGENERATION:-**

**SUNDERLAND CITY CENTRE  
WASHINGTON TOWN CENTRE  
HOUGHTON TOWN CENTRE  
CHESTER ROAD  
DOXFORD PARK  
SOUTHWICK GREEN  
SEA ROAD  
CONCORD  
HETTON CENTRE**

**SUBJECT TO OTHER POLICIES OF THE PLAN, THE FOLLOWING USE CLASSES WILL BE ACCEPTABLE IN THESE CENTRES:**

**SHOPS (A1)  
FINANCIAL AND PROFESSIONAL SERVICES (A2)  
FOOD AND DRINK (A3)  
NON-RESIDENTIAL INSTITUTIONS (D1)  
ASSEMBLY AND LEISURE (D2)**

**AND, WHERE THEY COMPLEMENT THE RETAILING FUNCTION OF THE CENTRES:**

**BUSINESS USES (B1)  
HOTELS (C1)  
HOSTELS  
DWELLINGS (ABOVE GROUND FLOOR LEVEL AND SUBJECT TO A SATISFACTORY RESIDENTIAL ENVIRONMENT BEING ACHIEVED).  
DEVELOPMENT PROPOSALS IN THESE CENTRES FOR USES NOT LISTED WILL BE DECIDED ON THEIR MERITS. THESE CENTRES WILL ALSO BE SUBJECT TO IMPROVEMENTS TO THEIR ENVIRONMENT UNDER S3.**

**S3 IN ADDITION TO CENTRES IDENTIFIED IN S2, THE CITY COUNCIL WILL SUPPORT THE RETENTION OF OTHER EXISTING SHOPPING CENTRES, LOCAL GROUPS AND SMALL SHOPS PROVIDING FOR EVERYDAY NEEDS (INCLUDING A2 AND A3 USES WHERE APPROPRIATE) AND WILL ALLOW NEW PROVISION IN ACCORD WITH S4, ESPECIALLY IN:-**

- (i) **AREAS WHICH DO NOT HAVE EASE OF ACCESS TO A RANGE OF LOCAL SHOPPING FACILITIES AT PRESENT, INCLUDING AREAS NOT WELL SERVED BY PUBLIC TRANSPORT; AND**
- (ii) **AREAS WHERE SUBSTANTIAL NEW RESIDENTIAL DEVELOPMENT HAS TAKEN PLACE OR IS PROPOSED.**

**HOWEVER, WHERE INDIVIDUAL UNITS AND/OR LOCAL GROUPS BECOME OF DOUBTFUL VIABILITY, CONSIDERATION WILL BE GIVEN TO THE CONVERSION OF UNITS TO NON-RETAIL USES, IN ADDITION TO CLASSES A2 AND A3, PROVIDING THAT:-**

- (a) **AN ACCEPTABLE LEVEL OF LOCAL EVERYDAY SHOPPING REMAINS;**

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**(b) THE PROPOSED USE WILL NOT CONFLICT WITH EITHER ESTABLISHED USES IN THE NEIGHBOURHOOD OR OTHER POLICIES OF THE PLAN.**

**S4 THE CITY COUNCIL WILL SEEK TO IMPROVE THE APPEARANCE, SAFETY AND EFFICIENCY OF THE EXISTING SHOPPING FACILITIES IDENTIFIED IN S2 AND PART II BY:-**

- (i) PROMOTING ENVIRONMENTAL IMPROVEMENTS TO FLOORSCAPES AND FACADES INCLUDING APPROPRIATE LANDSCAPING;**
- (ii) IMPROVING SERVICING ARRANGEMENTS;**
- (iii) TRAFFIC MANAGEMENT AND PROVISION OF SECURE CAR AND CYCLE PARKING FACILITIES;**
- (iv) IMPROVING FACILITIES FOR PUBLIC TRANSPORT, CYCLISTS AND PEDESTRIANS INCLUDING PEOPLE WITH DISABILITIES AND OTHERS WITH RESTRICTED MOBILITY; AND**
- (v) ENCOURAGING USES ON REDUNDANT UPPER FLOORS WHICH ADD TO THE VITALITY OF THE CENTRE BY EXTENDING THE RANGE OF FACILITIES AVAILABLE OR IMPROVE SUPERVISION WITHOUT CAUSING DEMONSTRABLE HARM TO ESTABLISHED USES.**

**S5 ALL NEW RETAIL DEVELOPMENT SHOULD:-**

- (i) PREFERABLY BE LOCATED WITHIN AN APPROPRIATE EXISTING CENTRE AND BE OF A SCALE AND TYPE WHICH IS APPROPRIATE TO THE CENTRE IN WHICH IT IS LOCATED. IF NO SUITABLE SITE IS AVAILABLE, A SITE IN PROXIMITY TO SUCH A CENTRE, AND ACCESSIBLE FROM IT MAY BE ACCEPTABLE. APPLICATIONS FOR OUT-OF-CENTRE DEVELOPMENT WILL HAVE TO DEMONSTRATE THE LACK OF A SUITABLE ALTERNATIVE LOCATION; AND**
  - (ii) SOLELY OR CUMULATIVELY WITH OTHER RECENT DEVELOPMENTS OR OUTSTANDING PERMISSIONS, NOT DIVERT INVESTMENT FROM EXISTING CENTRES SO AS TO THREATEN THEIR VITALITY AND VIABILITY; AND**
  - (iii) CONTRIBUTE TO A BALANCED DISTRIBUTION OF FACILITIES ACCESSIBLE IN SAFETY TO ALL SECTORS OF THE COMMUNITY (PARTICULARLY TO THOSE WITH LOW LEVELS OF PERSONAL MOBILITY) BY PUBLIC TRANSPORT, ON FOOT OR CYCLE, AS WELL AS BY CAR, AND**
  - (iv) NOT HAVE A SIGNIFICANT ADVERSE EFFECT ON OVERALL TRAVEL AND CAR USE.**
- WHEREVER POSSIBLE, DEVELOPMENT SHOULD BE ON SITES IDENTIFIED FOR SUCH USE IN PART II OF THE PLAN. EXCEPTIONS TO THIS POLICY MAY BE CONSIDERED WHERE A RETAILER SPECIALISES IN A COMMODITY WHICH HAS A SPECIFIC LOCATIONAL REQUIREMENT. NEW DEVELOPMENT WILL ALSO BE SUBJECT TO S6 AND S7 AND CONFORM WITH THE REQUIREMENTS OF CN18 AND T14.**

## **The main effects of the Shopping strategy and policies**

1.35 Emergent trends in retailing are leading to pressures on shopping activity in the City. These have an impact on both the demand for land and the need to protect existing centres. The policies will:

- \* promote the continued development of the City Centre as the strategic centre of the City, primarily by construction of Phase 2 of 'The Bridges' shopping centre (23,000 sqm gross) and by making other development sites available.
- \* promote further development at 'The Galleries' Washington, and Houghton Town Centre by making sites available.
- \* encourage retail/ environmental improvements to the 9 centres including those referred to above, which form the main elements of the City's shopping hierarchy; improvements to include enhancement of access, servicing and car parking.
- \* allow further convenience goods retail development where it reinforces existing centres or meets a local deficiency in service; new floorspace could be provided at Houghton, Hylton Lane/Washington Road, and Hedworth Terrace.
- \* allow comparison goods floorspace retail development from certain sites, including extensions to the Sunderland Retail Park, the Peel Centre, and at Armstrong.

## **COMMUNITY FACILITIES**

1.36 This section brings together policies relating to Health, Education, Social and Cultural facilities. Policies are linked to the known strategies of the various services, in particular those relating to hospital provision and the growth of the University. They seek to reserve sites essential for specific developments to proceed and stress the need to re-use for community purposes land surplus to the requirements of the agencies.

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- \* *The Unitary Development Plan will seek to ensure that the City's residents have access to an appropriate range of community, health and education facilities/services. (CFOi)*
- \* *It will be necessary to ensure that where new housing developments are built, they either support existing facilities, or else additional provision is made at the earliest opportunity to ensure that no one is disadvantaged by lack of access to these services. (CFOii)*
- \* *An effective system of pre-school, school, college and community provision has been developed, but provision needs to be made for more facilities to meet the needs of the Children Act, the continued replacement of old and sub-standard premises and for appropriate provision in areas of new development. Emphasis should be placed on projects which make the most effective use of resources, secure greater participation in education after statutory schooling and promote links with industry, employment and urban regeneration. (CFOiii)*
- \* *The UDP will support the provision of appropriate sites for the continuing development of Sunderland University, ensuring that adequate standards of parking and landscaping are met. The Planning Authority will work closely with the University regarding the provision of student accommodation in appropriate locations. (CFOiv)*
- \* *The Unitary Development Plan will support the provision of appropriate sites for the continuing development needs of the health/ welfare services, ensuring that these facilities are distributed so as to be accessible to all patients and that adequate standards of design, landscaping and car parking are met. (CFOv)*
- \* *The Unitary Development Plan will seek to enable the provision of a wide range of high standard community facilities to meet the requirements of local and central public authorities, religious, cultural and ethnic organisations in order to enhance the quality of life for all residents. (CFOvi)*

**CF1 THE CITY COUNCIL WILL SEEK TO ENSURE THAT LAND AND BUILDINGS ARE MADE AVAILABLE TO ENABLE THE CITY COUNCIL, OTHER PUBLIC BODIES AND STATUTORY UNDERTAKERS TO CARRY OUT THEIR RESPONSIBILITIES. WHEREVER POSSIBLE, SPECIFIC SITES ARE IDENTIFIED IN PART II OF THE PLAN.**

**CF2 WHERE LAND OR BUILDINGS CURRENTLY IN COMMUNITY USE BECOME SURPLUS TO REQUIREMENTS, PRIORITY WILL BE GIVEN TO ALTERNATIVE PUBLIC/ COMMUNITY USES UNLESS THE SITE IS IDENTIFIED FOR REDEVELOPMENT IN ACCORDANCE WITH ANOTHER PROPOSAL OF THE PLAN . OTHERWISE THE PROVISIONS OF POLICY EN10 WOULD APPLY**

**CF3 THE CITY COUNCIL WILL ALLOCATE SITES FOR USE BY OTHER PUBLIC BODIES WHERE THEY HAVE MADE A CLEAR COMMITMENT TO THE DEVELOPMENT. THESE SITES WILL BE PROTECTED FROM OTHER PROPOSALS UNLESS OF AN INTERIM NATURE.**

**CF4 PROVISION FOR NURSERY EDUCATION WILL BE MADE, SO FAR AS POSSIBLE, WITHIN SURPLUS ACCOMMODATION AT EXISTING SCHOOLS, OR IN NEW PREMISES ON EXISTING SCHOOL SITES WHERE SUFFICIENT LAND IS AVAILABLE. DEVELOPMENT OF NURSERIES OUTSIDE EXISTING SCHOOLS WILL BE ALLOWED WHERE THEIR IMPACT ON THE AMENITIES OF THE NEIGHBOURING AREA IS ACCEPTABLE AND THE TRAFFIC GENERATED CAN BE SAFELY ACCOMMODATED.**

**CF5 PRIMARY AND SECONDARY EDUCATION NEEDS WILL BE ACCOMMODATED PRIMARILY ON THOSE SITES IDENTIFIED IN PART II OF THIS PLAN, AND ON EXISTING SITES PROVIDED THAT THEIR IMPACT ON THE AMENITIES OF THE NEIGHBOURHOOD IS ACCEPTABLE AND THE TRAFFIC GENERATED CAN BE SAFELY ACCOMMODATED.**

**CF6 IF ADDITIONAL ACCOMMODATION IS REQUIRED FOR THE 16-19 YEAR OLD FURTHER EDUCATION SECTOR, CONSIDERATION SHOULD FIRST BE GIVEN TO THE USE OF SURPLUS PREMISES IN THE CONTROL OF EITHER THE LOCAL EDUCATION AUTHORITY, UNIVERSITY OF SUNDERLAND OR OTHER**

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**PUBLIC AUTHORITIES. IF NO SUITABLE ACCOMMODATION IS AVAILABLE FROM THESE SOURCES CONSIDERATION WILL BE GIVEN TO NEW SITES.**

**CF7 THE CITY COUNCIL WILL ASSIST THE UNIVERSITY OF SUNDERLAND TO SECURE THE IMPLEMENTATION OF ITS PROPOSALS TO CONSOLIDATE ITS EDUCATIONAL ACTIVITIES ONTO TWO CAMPUSES (IDENTIFIED IN PART II) AND TO PROVIDE AN ADEQUATE LEVEL OF STUDENTS RESIDENTIAL ACCOMMODATION TO MEET THE NEEDS IDENTIFIED IN ITS DEVELOPMENT PROGRAMME.**

**CF8 IN ALL EDUCATIONAL DEVELOPMENTS, THE CITY COUNCIL WILL ENCOURAGE THE PROVISION OF FACILITIES TO ENABLE THE WIDER COMMUNITY USE OF BOTH LAND AND BUILDINGS WITHOUT PREJUDICING EDUCATIONAL INTERESTS, WHERE THEIR IMPACT ON THE AMENITIES OF THE NEIGHBOURING AREA IS ACCEPTABLE AND THE TRAFFIC GENERATED CAN BE SAFELY ACCOMMODATED.**

**CF9 THE CITY COUNCIL WILL SUPPORT PROPOSALS TO IMPLEMENT THE HEALTH AUTHORITY'S STRATEGIC PLAN WHICH:**

- (i) CONCENTRATES HOSPITAL PROVISION AT THE SUNDERLAND ROYAL HOSPITAL,**
- (ii) PROVIDES ADDITIONAL LOCAL COMMUNITY HEALTH AND PSYCHIATRIC SERVICES IN FOUR LOCATIONS THROUGHOUT THE CITY AND**
- (iii) PROVIDES FOR LONG TERM REHABILITATION CARE IN A NEW UNIT IN SOUTHERN SUNDERLAND. SITES ARE SHOWN IN PART II**

**CF10 THE CITY COUNCIL WILL ENSURE THAT HEALTH AND SOCIAL CARE BUILDINGS, BOTH PUBLIC AND PRIVATE, ARE LOCATED AND DISTRIBUTED SO AS TO BE ACCESSIBLE TO ALL RESIDENTS OF THE CITY.**

**CF11 THE CITY COUNCIL WILL SEEK TO ENSURE THAT THERE IS AN ADEQUATE RANGE AND DISTRIBUTION OF SOCIAL, RELIGIOUS AND CULTURAL BUILDINGS TO SERVE THE PEOPLE OF SUNDERLAND, PARTICULARLY ETHNIC MINORITIES AND DISADVANTAGED GROUPS.**

**CF12 PROPOSALS FOR THE PROVISION OF SOCIAL, RELIGIOUS AND CULTURAL FACILITIES WHICH ARE NOT CURRENTLY AVAILABLE, PARTICULARLY THOSE WHICH PROMOTE THE PRESTIGE AND ATTRACTIVENESS OF THE CITY TO NON-RESIDENTS, WILL NORMALLY BE PERMITTED SUBJECT TO NORMAL PLANNING CONSIDERATIONS.**

## **The main effects of the Community Facilities strategy and policies**

- \* the Plan encourages the re-use of surplus public buildings for other community uses and promotes the dual use of school facilities;
- \* the Plan allows for the provision of a nursery place for every child in the City whose parents wish it, mostly on existing educational sites;
- \* sites for 13 new or replacement primary schools are identified, some on existing sites;
- \* the University is supported in its plans to consolidate onto two campuses - Chester Road and St. Peters Riverside, providing for some 20,000 full and part-time students by 2004/ 2005;
- \* the Health Authority's plans are assisted; these include concentrating hospital provision at the Sunderland Royal Hospital, providing additional local community health and psychiatric services in three locations as well as providing for long term rehabilitation care in a new unit in South Sunderland at Ryhope (12 ha.);
- \* six new or replacement community centres are proposed.

## *LEISURE*

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1.37 Standards of provision of sports facilities form the basis for policies to remedy deficiencies. The need for amenity space is related to achieving a hierarchy of provision to make such spaces accessible to all City residents. The protection of existing public and private open spaces receives high priority, whilst other policies seek to enhance regional, countryside, river and coastal recreational facilities, though not at the expense of environmental quality.

- \* *A wide range and high standard of recreational, sporting, cultural and community facilities should be encouraged to enhance the quality of life for the City's residents and visitors. These should respect the character of the urban open spaces, the rural landscape/ economy and the sensitive sites within them. (LOi)*
- \* *Opportunities for the public to enjoy the countryside and its wildlife should be improved and extended consistent with protecting agricultural areas and sensitive sites. (LOii)*

## **L1 IN THE PROVISION OF RECREATION AND LEISURE FACILITIES THE CITY COUNCIL WILL SEEK TO:**

- (i) **ENHANCE THE QUALITY OF LIFE FOR RESIDENTS AND VISITORS BY PROVIDING A RANGE OF HIGH STANDARD RECREATIONAL, SPORTING, CULTURAL AND COMMUNITY FACILITIES; AND TO ACHIEVE THE STANDARDS OF OPEN SPACE PROVISION IDENTIFIED IN L4, L5 AND L6 WHILST TAKING ACCOUNT OF THE ENVIRONMENTAL AND SUSTAINABLE POLICIES OF THE PLAN**
- (ii) **DEVELOP THE CITY'S PRESTIGE AND ATTRACTIVENESS IN ORDER TO ENHANCE ITS HERITAGE AND TOURISM POTENTIAL;**
- (iii) **IMPROVE AND EXTEND OPPORTUNITIES FOR PUBLIC ENJOYMENT OF THE COUNTRYSIDE (BOTH URBAN FRINGE AND RURAL) AND ITS WILDLIFE;**
- (iv) **PROMOTE THE DUAL USE OF EDUCATIONAL AND COMMUNITY FACILITIES,**
- (v) **RETAIN EXISTING PARKS AND RECREATION GROUNDS AND MAINTAIN AND UPGRADE THE FACILITIES IN LINE WITH MODERN REQUIREMENTS AND NATURE CONSERVATION CONSIDERATIONS.**

**L2 WHERE THERE IS A DEFICIENCY OF INDOOR SPORTS AND RECREATION FACILITIES THE CITY COUNCIL WILL SEEK TO IMPROVE PROVISION EITHER THROUGH NEW DEVELOPMENT, OR THE DUAL USE OF OTHER PUBLIC BUILDINGS.**

**L3 THE COUNCIL WILL ENCOURAGE RECREATIONAL DEVELOPMENTS OF A REGIONAL NATURE WHERE ADEQUATE ACCESS TO THE STRATEGIC ROAD NETWORK AND PUBLIC TRANSPORT FACILITIES CAN BE PROVIDED AND WILL, WHERE NECESSARY, PROTECT SITES FOR FUTURE DEVELOPMENT, SUBJECT TO AN ACCEPTABLE IMPACT ON THE ENVIRONMENT. (LOCATIONS FOR RECREATIONAL OPPORTUNITIES ARE IDENTIFIED IN PART II OF THE PLAN).**

**L8 THE COUNCIL WILL ENCOURAGE AND ENHANCE THE PROVISION OF ALLOTMENTS OF A HIGH STANDARD, DISTRIBUTED IN ACCESSIBLE LOCATIONS TO MEET A RANGE OF REQUIREMENTS BUT NOT NORMALLY THE KEEPING OF HORSES OR OTHER LARGE LIVESTOCK.**

**L10 COUNTRYSIDE RECREATIONAL ACTIVITIES AND ACCESS TO THEM WILL BE IMPROVED AND PROMOTED WHERE COMPATIBLE WITH EXISTING LAND USES, GREEN BELT POLICY AND THE NEED TO SAFEGUARD IMPORTANT LANDSCAPES AND AREAS OF NATURE CONSERVATION VALUE. THIS WILL BE ACHIEVED BY:**

- (i) **IMPROVING AND EXTENDING THE NETWORK OF FOOTPATHS, BRIDLEWAYS AND CYCLEWAYS;**
- (ii) **SIGNPOSTING AND INTERPRETATION;**
- (iii) **IMPROVING FACILITIES FOR PEOPLE WITH DISABILITIES;**
- (iv) **ENCOURAGING THE PROVISION OF FACILITIES FOR IMPROVED PUBLIC TRANSPORT;**
- (v) **PROVIDING CAR PARKING FACILITIES AT APPROPRIATE LOCATIONS;**
- (vi) **IMPLEMENTING PROPOSALS FOR THE GREAT NORTH FOREST;**
- (vii) **ONLY GRANTING PLANNING PERMISSION FOR NOISY SPORTS WHERE THERE WILL BE NO DEMONSTRABLE HARM TO LOCAL AMENITIES, DESIGNATED NATURE CONSERVATION SITES OR THOSE ROUTES THE SUBJECT OF POLICY T10 OR OTHER PUBLIC RIGHTS OF WAY;**
- (viii) **NORMALLY PERMITTING FACILITIES FOR EQUESTRIAN ACTIVITIES WHERE THEY HAVE ACCESS TO BRIDLEPATHS AND WHERE THEY WOULD NOT HAVE AN ADVERSE IMPACT ON THE LANDSCAPE OR CHARACTER OF THE SURROUNDING AREA; AND**

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(ix) INCREASING ACCESS TO WILDLIFE SITES WHERE THIS DOES NOT JEOPARDISE THE WILDLIFE INTEREST.

L12 THE COUNCIL WILL PROMOTE THE RECREATIONAL AND TOURIST POTENTIAL OF THE COAST AND THE RIVERSIDE BY IMPROVING ACCESS AND ENCOURAGING DEVELOPMENT WHICH PROVIDES FOR THE NEEDS OF VISITORS (INCLUDING HOTELS), WITHOUT ADVERSELY AFFECTING THE ENVIRONMENT AND CONSERVATION REQUIREMENTS.

## The main effects of the Leisure strategy and policies

1.38 Changes in lifestyles and the increasing popularity of new sports affect the demand for land and buildings;

- \* new or improved playing fields are proposed in 11 locations;
- \* 35 new and improved sites for District, Local and Neighbourhood open spaces are proposed;
- \* new or replacement children's play areas will be provided in over 50 locations;
- \* improved access to the countryside is planned by a variety of measures;
- \* Country Parks will be created at Herrington and Farringdon, totalling some 210 ha;
- \* The continued growth of regional leisure facilities will be encouraged at specific locations eg. Claxheugh, Hetton Lyons and Silksworth recreation complexes and through policy controls for the development of new golf courses.

## ENVIRONMENT

### ENVIRONMENTAL PROTECTION

1.39 The adverse environmental effects of development and vehicle use are controlled by policies which seek to minimise air pollution, noise and other problems, whilst complementary policies promote the use of renewable energy. The worst environments are proposed for upgrading; in particular the elimination of dereliction, a major blight on the landscape, is sought.

- \* *Land use and environmental policies should support efforts to reduce all forms of pollution, and in particular the effects of motor vehicles. (ENOi)*
- \* *Dereliction in both town and countryside should be eliminated. Derelict and vacant land should be brought into beneficial use, maximising development opportunities consistent with provision of sufficient open space and recreational opportunities. (ENOii)*

EN1 IMPROVEMENT OF THE ENVIRONMENT WILL BE ACHIEVED BY:

- (i) SEEKING TO MINIMISE ALL FORMS OF POLLUTION.
- (ii) ENCOURAGING, ASSISTING OR CARRYING OUT A WIDE RANGE OF ENVIRONMENTAL WORKS, INCLUDING THE ENHANCEMENT OF VACANT SITES AND BUILDINGS AND THE RECLAMATION OF DERELICT LAND.

EN10 ALL PROPOSALS FOR NEW DEVELOPMENT (INCLUDING CHANGES OF USE) WILL BE JUDGED IN ACCORDANCE WITH THE POLICIES AND PROPOSALS OF THIS PLAN. WHERE THE PLAN DOES NOT INDICATE ANY PROPOSALS FOR CHANGE, THE EXISTING PATTERN OF LAND USE IS INTENDED TO REMAIN; PROPOSALS FOR DEVELOPMENT IN SUCH AREAS WILL NEED TO BE COMPATIBLE WITH THE PRINCIPAL USE OF THE NEIGHBOURHOOD.

EN13 IN CONSIDERING THE DEVELOPMENT OR OTHER USE OF LAND WITHIN THE DEFINED COASTAL ZONE, THE CITY COUNCIL WILL SEEK TO ENSURE THAT THE PROPOSAL:

- (i) SPECIFICALLY REQUIRES A COASTAL LOCATION, OR ACCORDS WITH PART II POLICIES AND PROPOSALS;
- (ii) WILL NOT SIGNIFICANTLY INCREASE THE LIKELIHOOD OF FLOODING, COASTAL EROSION OR LAND INSTABILITY;

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- (iii) **MAKES A POSITIVE CONTRIBUTION TO THE APPEARANCE OF THE PARTICULAR SECTION OF THE ZONE;**
- (iv) **CONFORMS WITH OTHER POLICIES OF THE PLAN, IN PARTICULAR TAKING ACCOUNT OF NATURE CONSERVATION POLICIES CN18 TO CN23.**

**EN15 THE COUNCIL WILL PROMOTE AND ENCOURAGE THE RECLAMATION OF DERELICT LAND FOR APPROPRIATE USES (INDICATED IN PART II). PRIORITY WILL BE GIVEN TO:**

- (i) **CONTAMINATED LAND WHICH IS A THREAT TO PUBLIC HEALTH OR SAFETY, OR TO THE NATURAL ENVIRONMENT;**
- (ii) **LAND WHICH REDUCES THE ATTRACTIVENESS OF AN AREA AS A PLACE IN WHICH TO LIVE, WORK OR INVEST;**
- (iii) **LAND WHOSE DEVELOPMENT CAN RELIEVE PRESSURE ON GREENFIELD SITES;**
- (iv) **LAND WHOSE AFTERUSE CAN BRING ABOUT A SIGNIFICANT DEVELOPMENT BENEFITTING THE REGENERATION OF THE CITY;**
- (v) **SCHEMES WHICH ASSIST THE CREATION OF THE GREAT NORTH FOREST;**
- (vi) **SCHEMES WITH SIGNIFICANT NATURE CONSERVATION BENEFITS.**

**SUBJECT TO THE ABOVE, RECLAMATION OF SITES WHICH ARE HIGHLY VISIBLE WILL TAKE PRECEDENCE OVER THOSE WHICH ARE LESS PROMINENT.**

## **The main effects of the Environmental Protection strategy and policies**

- \* Energy conservation will be promoted whilst pollution of ground, air and water will be minimised.
- \* Derelict land (289 ha in 1997) will be reclaimed for appropriate uses.

### *BUILT ENVIRONMENT*

1.40 Concentrating on the built environment of the City, the emphasis is on preserving the best buildings, Sunderland's historic legacy, townscapes and other important features and open spaces. As well as preservation, policies seek to secure improvement of the urban fabric, allying this to the encouragement of high standards of design. The visual qualities of the City are important both at a detailed architectural level and in panoramic views; policies seek to protect the best and encourage quality in new schemes. The human needs of the City are also not forgotten in seeking a user friendly environment, particularly for the less mobile and disabled.

- \* *efforts should be continued to enhance existing functional areas, particularly the residential and shopping environment; (BOi)*
- \* *whilst employment opportunities are optimised, they should not detract from the local environment; (BOii)*
- \* *the distinctive physical characteristics of the City's constituent communities should be maintained and enhanced; (BOiii)*
- \* *the built heritage should be conserved and improved; (BOiv)*
- \* *the attractiveness of the City should be promoted for its residents and visitors, particularly where it would assist tourism, through conservation, new design and artistic initiatives coupled with policies to control those aspects detrimental to the environment. (BOv)*

**B1 THE CITY COUNCIL WILL IMPLEMENT A PROGRAMME OF ENVIRONMENTAL IMPROVEMENTS. IN GENERAL, PRIORITY WILL BE GIVEN TO SITES WHICH ARE VISUALLY PROMINENT AND/OR IN THE AREAS OF GREATEST ENVIRONMENTAL DEGRADATION. PARTICULAR EMPHASIS WILL BE GIVEN TO SECURING IMPROVEMENTS WITHIN AND ADJACENT TO:-**

- (i) **OLDER HOUSING AREAS WITH POOR QUALITY SURROUNDINGS;**
- (ii) **AREAS WITH A CONCENTRATION OF DERELICT LAND AND POOR QUALITY BUILDINGS;**
- (iii) **OLDER INDUSTRIAL AREAS AND MAIN SHOPPING CENTRES;**
- (iv) **MAIN TRANSPORT ROUTES AND ENTRY POINTS;**
- (v) **DEGRADED LAND ON THE URBAN FRINGE AND PROMINENT EDGES OF THE BUILT UP AREA.**

**B2 THE SCALE, MASSING, LAYOUT AND SETTING OF NEW DEVELOPMENTS AND EXTENSIONS TO EXISTING BUILDINGS SHOULD RESPECT AND ENHANCE THE BEST QUALITIES OF NEARBY PROPERTIES AND THE LOCALITY, AND RETAIN ACCEPTABLE LEVELS OF PRIVACY; LARGE SCALE**



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**SCHEMES, CREATING THEIR OWN INDIVIDUAL CHARACTER, SHOULD RELATE HARMONIOUSLY TO ADJOINING AREAS.**

**B3 PUBLIC AND PRIVATE OPEN SPACE WILL BE PROTECTED FROM DEVELOPMENT WHICH WOULD HAVE A SERIOUS ADVERSE EFFECT ON ITS AMENITY, RECREATIONAL OR NATURE CONSERVATION VALUE; PROPOSALS WILL BE CONSIDERED IN THE LIGHT OF THEIR CONTRIBUTION TO URBAN REGENERATION AND TO THE IMPORTANCE OF SUCH SPACE TO THE ESTABLISHED CHARACTER OF THE AREA.**

**B4 ALL DEVELOPMENT WITHIN AND ADJACENT TO CONSERVATION AREAS WILL BE REQUIRED TO PRESERVE OR ENHANCE THEIR CHARACTER OR APPEARANCE. TO THIS END THE COUNCIL WILL ISSUE PLANNING/DESIGN GUIDANCE FOR THE VARIOUS AREAS FROM TIME TO TIME.**

**B5 THE CITY COUNCIL WILL PURSUE THE DESIGNATION OF NEW CONSERVATION AREAS, WHICH ARE INDICATED IN PART II AND ON THE PROPOSALS MAP.**

**B8 THERE WILL BE A PRESUMPTION IN FAVOUR OF RETAINING LISTED BUILDINGS. DEMOLITION IN WHOLE OR SUBSTANTIVE PART WILL ONLY BE GIVEN CONSENT WHEN ALL OTHER AVENUES FOR RETENTION (INCLUDING PRESERVATION IN CHARITABLE OR COMMUNITY OWNERSHIP) HAVE BEEN EXPLORED AND FOUND NOT TO BE FEASIBLE OR IT IS CONSIDERED THAT REDEVELOPMENT WOULD PRODUCE SUBSTANTIAL BENEFITS FOR THE COMMUNITY WHICH WOULD DECISIVELY OUTWEIGH THE LOSS RESULTING FROM DEMOLITION. CONSENT WILL ONLY THEN BE GIVEN WHEN PLANNING PERMISSION FOR AN ACCEPTABLE REPLACEMENT DEVELOPMENT HAS BEEN GRANTED, WHICH WILL ALSO BE SUBJECT TO CONDITIONS REQUIRING THE LETTING OF A CONTRACT PRIOR TO DEMOLITION.**

**B11 THE CITY COUNCIL WILL PROMOTE MEASURES TO PROTECT THE ARCHAEOLOGICAL HERITAGE OF SUNDERLAND AND ENSURE THAT ANY REMAINS DISCOVERED WILL BE EITHER PHYSICALLY PRESERVED OR RECORDED.**

## **The main effects of the Built Environment strategy and policies**

- \* priorities for improvement of the urban fabric are referred to in the previous Urban Regeneration sections;
- \* the City's 13 existing Conservation Areas will be protected and enhanced. A further 7 areas - amounting to an additional 62 ha - will be considered for declaration;
- \* the City's 600+ listed buildings will be conserved and enhanced where appropriate;
- \* the 7 scheduled Ancient Monuments and many other sites of archaeological importance will be protected from the harmful effects of development;
- \* the plan conserves those features which give the City its own special character. It promotes high quality in design which must cater for the disabled and reduce the fear of crime.

## **COUNTRYSIDE AND NATURE CONSERVATION**

1.41 These aspects complement urban policies by protecting rural and urban fringe land from inappropriate development via designation of an extended Green Belt. The visual qualities of the City are important and policies seek to protect the best views from intrusive development. Sites of natural interest, of which Sunderland has many, are given protection; the ability for wildlife to spread and multiply is promoted by protection of 'wildlife corridors'. Substantial emphasis is given to greening the City by policies to encourage development of the Great North Forest, protection of trees and hedges and new planting in development schemes.

- \* *The distinctive physical nature of the City's constituent communities and the open breaks between them are maintained and enhanced (CNOi)*
- \* *Natural heritage and important landscapes should be conserved and improved; (CNOii)*

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- \* *Opportunities to enjoy the countryside and its wildlife should be improved and extended consistent with protecting agricultural areas and sensitive sites; (CNOiii)*
- \* *Levels of tree cover should be increased having regard to the needs of the community, natural habitats and landscape quality, with particular reference to the Great North Forest initiative. (CNOiv)*

## **CN1 IN THE RURAL AREAS THE CITY COUNCIL WILL:-**

- (i) **PROTECT AND ENHANCE AS NECESSARY BUILDINGS OF CHARACTER, OTHER IMPORTANT STRUCTURES AND LANDSCAPE FEATURES (INCLUDING RIVERS, PONDS, AND WATERCOURSES), ARCHAEOLOGICAL AND SCIENTIFIC SITES, SIGNIFICANT WILDLIFE HABITATS AND STRATEGIC/ LOCAL WILDLIFE CORRIDORS, TREES AND HEDGEROWS;**
- (ii) **ENCOURAGE THE CONTINUATION OF THOSE ACTIVITIES AND PRACTICES (E.G. FARMING, LAND MANAGEMENT, FORESTRY) WHICH HAVE CONTRIBUTED TO THE NATURAL BEAUTY AND LANDSCAPE DIVERSITY OF THE COUNTRYSIDE;**
- (iii) **RESIST DEVELOPMENT THAT IS INAPPROPRIATE DUE TO THE LAND USE CONCERNED OR BECAUSE IT WOULD HAVE A HARMFUL IMPACT ON THE LANDSCAPE BECAUSE OF ITS SITING, MATERIALS OR DESIGN;**
- (iv) **MINIMISE THE ADVERSE EFFECTS OF DEVELOPMENTS WHICH HAVE A NEED FOR A PARTICULAR RURAL LOCATION (E.G. DWELLINGS ESSENTIAL FOR FARM OR FORESTRY WORKERS).**

## **CN2 A GREEN BELT WILL BE MAINTAINED WHICH WILL:**

- (i) **CHECK THE UNRESTRICTED SPRAWL OF THE BUILT UP AREA OF SUNDERLAND;**
- (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;**
- (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.**

**CN6 IMPORTANT OPEN BREAKS AND WEDGES WITHIN AND BETWEEN SETTLEMENTS WILL BE RETAINED AND ENHANCED.**

**CN7 THE CITY COUNCIL WILL UNDERTAKE AND ENCOURAGE MEASURES TO ENHANCE AND PROTECT THE LANDSCAPE AND AGRICULTURAL LAND ON THE URBAN FRINGE. MEASURES WILL INCLUDE:-**

- (i) **THE DEVELOPMENT OF BUFFER USES BETWEEN RURAL AND RESIDENTIAL AREAS;**
- (ii) **THE RECLAMATION OF DERELICT LAND FOR RECREATION, AGRICULTURE, HABITAT CREATION OR OTHER APPROPRIATE DEVELOPMENT;**
- (iii) **LANDSCAPE IMPROVEMENT WORKS INCLUDING TREE PLANTING.**

**CN8 DEVELOPMENT WHICH RESULTS IN THE IRREVERSIBLE LOSS OF THE BEST AND MOST VERSATILE AGRICULTURAL LAND (GRADES 2 AND 3A) WILL NOT BE PERMITTED UNLESS IT CAN BE DEMONSTRATED THAT NO OTHER SITE EXISTS UPON WHICH THE DEVELOPMENT COULD REASONABLY BE LOCATED.**

**CN13 THE CITY COUNCIL WILL PROTECT AND ENHANCE IMPORTANT PUBLIC VIEWS OF TOWNSCAPE, LANDSCAPE AND OTHER FEATURES OF VALUE (AS IDENTIFIED IN PART II), IN PARTICULAR AS PERCEIVED FROM TRANSPORT CORRIDORS AND WELL USED OUTDOOR VENUES. NEW DEVELOPMENT SHOULD BE LOCATED AND DESIGNED SO AS NOT TO UNDULY INTERRUPT OR PREJUDICE VIEWS OF RECOGNISED VALUE; OPPORTUNITIES TO ENHANCE SUCH VIEWS WILL ALSO BE TAKEN INTO ACCOUNT WHEN CONSIDERING PROPOSALS.**

**CN15 THE CITY COUNCIL WILL PERMIT DEVELOPMENTS, SCHEMES AND OTHER INITIATIVES WHICH ASSIST IN CREATING THE GREAT NORTH FOREST (ON LAND BETWEEN AND AROUND THE MAIN URBAN AREAS) AND WHICH ARE IN ACCORDANCE WITH OTHER POLICIES OF THIS PLAN.**

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**DEVELOPMENTS WHICH WOULD ADVERSELY AFFECT THE CREATION OF THE FOREST WILL BE RESISTED.**

**CN16 THE CITY COUNCIL WILL SEEK TO RETAIN AND ENHANCE EXISTING WOODLANDS, TREE BELTS AND FIELD HEDGEROWS. IT WILL UNDERTAKE AND ENCOURAGE PLANTING OF NEW TREE BELTS AND WOODLANDS, IN THE MAIN OF NATIVE SPECIES, IN ORDER TO:**

- (i) EMPHASISE AND ENHANCE THE BREAKS BETWEEN SETTLEMENTS IN ACCORDANCE WITH POLICY CN6;**
- (ii) SOFTEN THE HARD VISUAL EDGE OF THE URBAN AREAS;**
- (iii) ENHANCE THE MAIN TRANSPORT CORRIDORS, EMPLOYMENT AREAS AND WILDLIFE CORRIDORS (EXISTING AND PROPOSED);**
- (iv) FURTHER GREEN THE URBAN ENVIRONMENT, WHERE POSSIBLE;**
- (v) PROVIDE SHELTER AND SCREEN UNATTRACTIVE FEATURES, WHILST RETAINING AND ENHANCING PANORAMIC VIEWS;**
- (vi) ASSIST IN THE CREATION OF THE GREAT NORTH FOREST, ALSO THE ENHANCEMENT OF THE GREEN BELT.**

**CN18 THE PROMOTION OF THE INTERESTS OF NATURE CONSERVATION WILL BE SOUGHT THROUGHOUT THE CITY; THE COUNCIL WILL WORK TOGETHER WITH NEIGHBOURING AUTHORITIES AND OTHER AGENCIES IN REGARD TO ASPECTS AFFECTING THE WIDER AREA. AREAS OF NATURE CONSERVATION INTEREST, PARTICULARLY THOSE OF NATIONAL IMPORTANCE, WILL BE PROTECTED AND ENHANCED; MEASURES WILL INCLUDE:**

- (i) THE APPROPRIATE MANAGEMENT OF CITY COUNCIL OWNED LAND;**
- (ii) ENCOURAGING LANDOWNERS AND OCCUPIERS TO ADOPT MANAGEMENT REGIMES SYMPATHETIC TO NATURE CONSERVATION, ESPECIALLY IN WILDLIFE CORRIDORS**
- (iii) MAKING PROVISION IN DEVELOPMENT PROPOSALS PRESERVATION OF HABITATS OR CREATION OF COMPENSATORY HABITATS;**
- (iv) SEEKING OPPORTUNITIES IN DEVELOPMENT PROPOSALS OR OTHER SCHEMES FOR NEW HABITAT CREATION ON BOTH PUBLIC AND PRIVATE LAND;**
- (v) IMPROVING ACCESS AND PROVIDING INTERPRETATION TO APPROPRIATE SITES OF WILDLIFE INTEREST; AND**
- (vi) REFUSING INAPPROPRIATE DEVELOPMENT.**

## **The main effects of the Countryside and Nature Conservation strategy and policies**

- \* an additional 460 ha of Green Belt will be designated;
- \* the best and most versatile (Grades 2 and 3A) of the City's 53 km<sup>2</sup> of agricultural land will be protected from irreversible development;
- \* the Great North Forest initiative (covering some 80 km<sup>2</sup>) will be supported - this could result in an enhanced level of tree cover for almost half of the City;
- \* the City's 16 SSSI's will be protected from harm. Similar considerations will apply to the 68 SNCI's ;
- \* an additional five Local Nature Reserves (LNR's) and 4 Regionally Important Geological Sites (RIGS) will be declared
- \* the integrity of over 80 kms of wildlife corridor will be maintained.
- \* the Plan protects the identity of settlements by defending the following open breaks and enhancing their setting by afforestation.
  - Success/ Philadelphia/ Newbottle/ Sunnyside
  - Burnside/ Sedgelych/ Chilton Moor
  - West of East Rainton
  - East Rainton/ Low Moorsley
  - Gillas Lane/ Hetton Downs
  - East Herrington/ Gilley Law/ New Silksworth/ Doxford Park
  - Silksworth Sports Complex/ Tunstall Hills/ Hollicarrside

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- Doxford Park/ Tunstall/ Ryhope.
- \* Open views of features such as the coast, Wear Valley and Penshaw Monument will be protected and the appearance of major transport corridors improved.

## MINERALS AND WASTE DISPOSAL

1.42 The strategy and policies governing extraction of minerals emphasises that protection of the total environment will be a most important consideration, though it is accepted that some of Sunderland's mineral assets may have to be mined or quarried to meet the City's responsibilities in the wider region. Sites for waste disposal (including sewage treatment) will also be governed by considerations of environmental impact and, where approved, by requirements for the effects of the operation to be acceptable so as to maintain local amenity.

- \* *The UDP establishes criteria for evaluating proposals related to the extraction of energy minerals which:*
  - *particularly emphasise limiting the impact of opencast coal-mining; and*
  - *give regard to all land-use and environmental matters associated with the operation and restoration of coal, oil and gas extraction sites. (MOi)*
- \* *To protect the environment, the detrimental effects of non-energy minerals extraction and waste disposal should be minimised; though consistent with fulfilling Sunderland's role within the County and region; (MOii)*

**M1 EXTRACTION OF NON-ENERGY MINERALS WILL BE PERMITTED AS ALLOWED BY EXISTING PLANNING PERMISSIONS AND OTHER RIGHTS AND NORMALLY WHERE MINERALS ARE WORKED AS A SECONDARY PRODUCT TO OPENCAST COAL. OTHER PROPOSALS FOR EXTRACTION WILL BE TREATED ON THEIR MERITS IN ACCORDANCE WITH POLICIES M2, M3, M7, M8, M10 AND M11.**

**M2 THE CITY COUNCIL, IN CONJUNCTION WITH THE OTHER FOUR DISTRICTS IN TYNE AND WEAR AND WITH OTHER AUTHORITIES IN THE NORTHERN REGION, WILL AIM TO MAINTAIN, FOR THE APPROPRIATE AREA, LANDBANKS OF RESERVES (WITH PLANNING PERMISSION), OF SAND AND GRAVEL EQUIVALENT TO AT LEAST SEVEN YEARS EXTRACTION AND OF CRUSHED ROCK EQUIVALENT TO AT LEAST TEN YEARS EXTRACTION. THIS WILL BE DONE IN THE CONTEXT OF THE REGIONAL COMMENTARY AND ANNUAL REPORT OF THE NORTHERN REGION WORKING PARTY ON AGGREGATES.**

**M3 LAND WITH SPECIFIC MINERAL RESOURCES AT EPPLETON, GREAT EPPLETON, PITTINGTON HILL, SPRINGWELL AND WARDEN LAW (AS DEFINED IN PART II) WILL BE SAFEGUARDED AGAINST UNNECESSARY STERILISATION BY DEVELOPMENT. MINERAL WORKING IN THESE AREAS DURING THE PLAN PERIOD WILL NOT NORMALLY BE PERMITTED UNLESS ESSENTIAL TO MEET REGIONAL REQUIREMENTS (UNDER POLICY M2). ANY PROPOSAL FOR EXTRACTION WILL BE SUBJECT TO RIGOROUS SCRUTINY IN RESPECT OF THE CRITERIA OF POLICY M8.**

**M4 THE CITY COUNCIL WILL ENCOURAGE THE USE OF SECONDARY/RECYCLED AGGREGATES IN PREFERENCE TO PRIMARY AGGREGATES WHEREVER ECONOMICALLY AND TECHNICALLY FEASIBLE.**

**M5 WHERE NEED IS ADVANCED BY AN APPLICANT AS AN OVER-RIDING ARGUMENT FOR OPENCAST COAL EXTRACTION, THE MARKETABILITY OF THE PARTICULAR COAL ON A LOCAL, REGIONAL OR NATIONAL BASIS MUST BE ESTABLISHED.**

**M6 EXPLORATION FOR OIL OR NATURAL GAS WILL BE PERMITTED WHERE THIS WOULD NOT UNDULY OR PERMANENTLY HARM THE ENVIRONMENT OR AREAS OF NATURE CONSERVATION INTEREST, OR UNDULY AFFECT THE AMENITIES OF LOCAL RESIDENTS. PLANT AND OTHER SITE WORKS NECESSARY TO APPRAISE THE EXTENT OF A PROVEN DEPOSIT OF OIL OR GAS AND FOR COMMERCIAL PRODUCTION WILL BE CONSIDERED IN RELATION TO RELEVANT CRITERIA OF**

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**POLICY M8 AND ON THE BASIS OF A PRODUCTION STRATEGY TO BE AGREED WITH THE CITY COUNCIL.**

**M7 THE COUNCIL WILL, WHERE PRACTICABLE, ENSURE THAT MINERAL RESOURCES (NON-ENERGY AND ENERGY) ARE NOT UNNECESSARILY STERILISED BY BUILT DEVELOPMENT, OR WILL PERMIT MINERAL EXTRACTION WHICH ACCORDS WITH POLICY M8 BEFORE SURFACE DEVELOPMENT BEGINS.**

**M12 PROPOSALS TO DISPOSE OF WASTE ON EXTENDED OR NEW SITES, OR FOR THE CONSTRUCTION OF DISPOSAL OR TRANSFER FACILITIES (OTHER THAN SCRAPYARDS - SEE POLICY EC15), WILL BE ACCEPTABLE IF IT CAN BE SHOWN THAT:**

- (i) THE PRIMARY REQUIREMENT IS TO DEAL WITH WASTE GENERATED FROM WITHIN THE CITY;**
- (ii) THE METHOD OF DISPOSAL IS PROVEN, EFFECTIVE AND ENVIRONMENTALLY ACCEPTABLE FOR THE TYPE OF WASTE; AND THAT**
- (iii) CONSIDERATION HAS BEEN GIVEN TO WASTE REDUCTION BY MEANS OF APPROPRIATE, PRACTICAL AND ECONOMIC RECYCLING MEASURES.**

**M13 WASTE DISPOSAL APPLICATIONS NOT COMPLYING WITH POLICY M12(i) WILL BE CONSIDERED ON MERIT, PROVIDING THAT:**

- (i) THE PROPOSAL IS NEEDED TO SATISFY THE REQUIREMENTS OF A PLAN FOR SUNDERLAND PRODUCED BY THE ENVIRONMENT AGENCY; OR**
- (ii) THE PROPOSAL WILL BRING ABOUT EARLY AND NECESSARY RECLAMATION OF DERELICT OR DEGRADED LAND (INCLUDING THOSE RESTORATION PROPOSALS FOR QUARRIES IN PART II), WHICH COULD NOT BE EXPECTED TO BE RECLAIMED BY OTHER MEANS; OR**
- (iii) THERE IS A PROVEN REGIONAL OR NATIONAL NEED.**

**M20 THE CITY COUNCIL WILL ENSURE THAT APPROPRIATE STANDARDS OF SEWAGE TREATMENT CAN BE MET BY ALLOCATING SITES FOR EXTENDED OR NEW SEWAGE TREATMENT WORKS, SUITABLY LOCATED IN RELATION TO DRAINAGE PATTERNS AND TO EXISTING OR PROPOSED DEVELOPMENT.**

## **The main effects of the Minerals and Waste Disposal strategy and policies**

- \* mineral extraction and waste disposal are to be stringently controlled to protect nearby communities and to safeguard long term resources;
- \* around 240 ha of land containing longer term mineral resources are safeguarded;
- \* the recycling of waste is to be encouraged to reduce the need for landfill;
- \* a new sewage plant of 10 ha will be built, whilst improvements will be made to 2 others.

## **TRANSPORTATION**

1.43 Transport policies are particularly important to achieving a sustainable environment. High priority and encouragement is given to the development of better and more accessible public transport facilities, including the Metro rail link, as well as to improving and extending safe and convenient foot and cycle networks. New roads and car parking are only proposed where they provide substantial benefits for people, employment and the local environment; they are not intended to increase the use of the private car. Measures to 'calm' traffic flows and speeds will be increasingly introduced in existing areas and new development.

- \* *The authority should continue to develop a well-balanced and integrated transportation system. This will provide ease of access to areas of economic activity, main and local centres, leisure and social facilities whilst also minimising journeys, environmental problems and other hazards. (TOi)*
- \* *The UDP promotes policies which continue to cater for the development of the existing transport system including the enhancement of the Strategic Route Network and improvement of access to existing and proposed development opportunities. (TOii)*

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- \* *Emphasis is placed on proposals which improve the environment by reducing problems of pollution, congestion and hazards in residential and shopping areas. (TOiii)*
- \* *The UDP should further promote more environmentally friendly, efficient and comfortable public transport. (TOiv)*
- \* *Greater opportunities for pedestrians and cyclists should be developed. (TOv)*
- \* *A pattern of land use should evolve which minimises the need for increased traffic movements. (TOvi)*

**T1 THE CITY COUNCIL WILL PROMOTE THE DEVELOPMENT OF A BALANCED INTEGRATED AND SUSTAINABLE TRANSPORT SYSTEM WHICH MEETS THE ACCESSIBILITY NEEDS OF THE COMMUNITY BY ENCOURAGING A WIDE RANGE OF TRANSPORT MODES. THE COUNCIL WILL GIVE HIGH PRIORITY TO MEASURES WHICH PROMOTE WALKING, CYCLING AND PUBLIC TRANSPORT, STIMULATE ECONOMIC DEVELOPMENT AND REGENERATION, IMPROVE ROAD SAFETY, AND PROTECT AND IMPROVE THE ENVIRONMENT.**

**T2 THE COUNCIL WILL PROMOTE THE ROLE OF PUBLIC TRANSPORT BY SUPPORTING IMPROVEMENTS TO THE QUALITY, ATTRACTIVENESS AND RANGE OF SERVICES WHEREVER POSSIBLE, INCLUDING BUSES, A METRO EXTENSION/ OTHER INNOVATIVE TRANSPORT SYSTEM, HEAVY RAIL FACILITIES, AS WELL AS PROVISION OF TRANSPORT INTERCHANGES AND FACILITIES FOR TAXIS.**

**T3 THE CITY COUNCIL WILL SUPPORT THE DEVELOPMENT OF AN EXTENSION TO THE METRO SYSTEM BETWEEN THE HEWORTH INTERCHANGE, THE CITY CENTRE AND SOUTH HYLTON, AND WILL CONSIDER OTHER INNOVATIVE PUBLIC TRANSPORT SYSTEMS WHICH MAY BE PROPOSED TO SERVE THE CITY. LAND AFFECTED BY SUCH DEVELOPMENT WILL BE PROTECTED FROM ALTERNATIVE DEVELOPMENT.**

**T8 THE NEEDS OF PEDESTRIANS WILL BE GIVEN A HIGH PRIORITY THROUGHOUT THE CITY BY:**

- (i) **TAKING ACCOUNT OF THEIR REQUIREMENTS IN THE DESIGN OF HIGHWAY MAINTENANCE, TRAFFIC MANAGEMENT AND ROAD IMPROVEMENT SCHEMES AND IN THE PLANNING OF NEW DEVELOPMENT;**
- (ii) **PROMOTING SCHEMES WHICH PROVIDE A CONVENIENT, ATTRACTIVE AND INTEGRATED NETWORK OF ROUTES OFFERING A HIGH LEVEL OF PERSONAL SAFETY AND SECURITY;**
- (iii) **IMPROVING AND DEVELOPING PEDESTRIAN LINKS BETWEEN RESIDENTIAL AREAS AND EDUCATIONAL ESTABLISHMENTS, EMPLOYMENT AREAS, TRANSPORT INTERCHANGES RECREATIONAL AREAS AND SHOPPING CENTRES;**
- (iv) **IMPROVING FACILITIES FOR PEDESTRIANS WITHIN THE CITY CENTRE AND ALL OTHER AREAS WHERE PEDESTRIAN TRAFFIC IS CONCENTRATED;**
- (v) **DEVELOPING A NETWORK OF STRATEGIC RECREATION ROUTES TO AND WITHIN THE COUNTRYSIDE.**

**T9 SPECIFIC PROVISION WILL BE MADE FOR CYCLISTS WHERE APPROPRIATE ON THE EXISTING AND PROPOSED ROAD NETWORK, AND BY OFF ROAD FACILITIES. MEASURES TO ASSIST CYCLING WILL BE PROMOTED BY:**

- (i) **DEVELOPING A SYSTEM OF CYCLE ROUTES LINKING RESIDENTIAL AREAS AND OTHER CENTRES OF ACTIVITY;**
- (ii) **ENSURING THAT CYCLISTS' NEEDS ARE TAKEN INTO ACCOUNT IN THE DESIGN OF HIGHWAYS, TRAFFIC MANAGEMENT AND PUBLIC PARKING SCHEMES;**
- (iii) **ENCOURAGING CYCLISTS TO USE RECREATIONAL ROUTES BY IMPROVEMENTS TO ACCESS, SIGNING AND SURFACE TREATMENT AND THE DEVELOPMENT OF LONG DISTANCE CYCLEWAYS;**
- (iv) **ENCOURAGING THROUGH PLANNING CONDITIONS AND OBLIGATIONS THE PROVISION OF ACCESSIBLE SECURE CYCLE PARKING FACILITIES AT SHOPPING CENTRES, BUS AND RAILWAY STATIONS, SOCIAL AND COMMUNITY FACILITIES AND PLACES OF WORK.**

**T11 PARTICULAR ATTENTION WILL BE GIVEN TO THE NEEDS OF PERSONS WITH MOBILITY PROBLEMS AND SENSORY IMPAIRMENTS (INCLUDING THE ELDERLY, THOSE WITH DISABILITIES,**

# 1 Introduction and Strategy

**AND THOSE WITH YOUNG CHILDREN); SPECIAL PROVISION FOR THESE NEEDS WILL BE INCORPORATED INTO THE DESIGN OF HIGHWAY SCHEMES/TRAFFIC MANAGEMENT MEASURES AND IN THE PROVISION OF PUBLIC TRANSPORT FACILITIES.**

**T12 WHEREVER POSSIBLE, MAJOR TRAFFIC FLOWS AND HEAVY GOODS VEHICLES WILL BE ENCOURAGED TO USE THE STRATEGIC ROUTE NETWORK BY APPROPRIATE REGULATIONS, TAKING INTO ACCOUNT TRAFFIC MANAGEMENT POLICIES T17 AND T20.**

**T13 HIGHWAY IMPROVEMENTS, INCLUDING NEW ROAD CONSTRUCTION, WILL ONLY BE PROMOTED WHERE THEY FULFIL ONE OR MORE OF THE FOLLOWING CRITERIA:-**

- (i) IMPROVE THE STRATEGIC ROUTE NETWORK AND ENCOURAGE ITS USE IN PREFERENCE TO OTHER LESS SUITABLE ROADS;**
  - (ii) IMPROVE THE ENVIRONMENT AND SAFETY IN AREAS CURRENTLY ADVERSELY AFFECTED BY HEAVY TRAFFIC FLOWS;**
  - (iii) FACILITATE THE MOVEMENT OF INDUSTRIAL TRAFFIC AND ASSIST THE DEVELOPMENT OR REDEVELOPMENT OF EXISTING AND PROPOSED INDUSTRIAL AND COMMERCIAL AREAS;**
  - (iv) INVOLVE SCHEMES AND TRAFFIC MANAGEMENT MEASURES WHICH IMPROVE THE OPERATING CONDITIONS FOR PUBLIC TRANSPORT;**
  - (v) IMPROVE THE ENVIRONMENT AND SAFETY CONDITIONS WITHIN RESIDENTIAL AREAS BY TRAFFIC CALMING;**
  - (vi) PROMOTE ENVIRONMENTAL IMPROVEMENTS AND PROVIDE CAR PARKING/ IMPROVED SERVICING WITHIN SHOPPING, COMMERCIAL AND INDUSTRIAL AREAS;**
  - (vii) IMPROVE CONDITIONS FOR PEDESTRIANS, CYCLISTS AND PEOPLE WITH MOBILITY DISADVANTAGES;**
  - (viii) REDUCE ROAD ACCIDENTS BY APPROPRIATE TRAFFIC MANAGEMENT MEASURES.**
- THIS POLICY IS SUBJECT TO THE CONSTRAINTS OF POLICIES CN18, B4, B10 AND B12.**

**T14 PROPOSALS FOR NEW DEVELOPMENT, SHOULD:-**

- (i) BE READILY ACCESSIBLE BY PEDESTRIANS AND CYCLISTS AS WELL AS USERS OF PUBLIC AND PRIVATE TRANSPORT FROM THE LOCALITIES WHICH THEY ARE INTENDED TO SERVE;**
- (ii) NOT CAUSE TRAFFIC CONGESTION OR HIGHWAYS SAFETY PROBLEMS ON EXISTING ROADS. WHERE THIS CRITERION CANNOT BE MET MODIFICATIONS TO THE HIGHWAYS CONCERNED MUST BE PROPOSED TO THE SATISFACTION OF THE RELEVANT HIGHWAY AUTHORITY AND THE COST OF THESE MUST BE MET BY THE DEVELOPER;**
- (iii) MAKE APPROPRIATE SAFE PROVISION FOR ACCESS AND EGRESS BY VEHICLES (INCLUDING BUSES), PEDESTRIANS, CYCLISTS AND OTHER ROAD USERS, PAYING PARTICULAR ATTENTION TO THE NEEDS OF PEOPLE WITH MOBILITY IMPAIRMENT;**
- (iv) MAKE PROVISION FOR THE LOADING AND UNLOADING OF COMMERCIAL VEHICLES.**
- (v) INDICATE HOW PARKING REQUIREMENTS WILL BE ACCOMMODATED.**

**T17 MEASURES TO SECURE ENVIRONMENTAL IMPROVEMENTS AND REDUCE THE HARMFUL EFFECTS OF TRAFFIC CONGESTION WILL BE DEvised AND IMPLEMENTED WITHIN RESIDENTIAL AREAS, SHOPPING CENTRES, CONSERVATION AREAS, AROUND EDUCATIONAL ESTABLISHMENTS AND OTHER ENVIRONMENTALLY SENSITIVE LOCALITIES. MEASURES COULD INCLUDE:**

- (i) TRAFFIC CALMING AND OTHER TRAFFIC MANAGEMENT INITIATIVES, INCLUDING THOSE ON THE STRATEGIC ROUTE NETWORK;**
- (ii) FULL AND PARTIAL PEDESTRIANISATION (INCLUDING THE SENSITIVE TREATMENT OF HARD SURFACES);**
- (iii) CONSTRUCTION OF BY-PASSES AND OTHER NEW HIGHWAYS IN ACCORDANCE WITH THE CRITERIA INDICATED IN POLICY T13.**

**T21 THE PROVISION OF PARKING IN THE CITY WILL TAKE ACCOUNT OF THE NEED TO:**

- (i) MAINTAIN SAFE ROAD CONDITIONS;**
- (ii) REDUCE TRAVEL DEMAND TO A SUSTAINABLE LEVEL;**
- (iii) ENSURE THE ECONOMIC VIABILITY OF EXISTING RETAIL AND COMMERCIAL CENTRES;**
- (iv) PROMOTE MORE ENVIRONMENTALLY SENSITIVE MODES OF TRANSPORT.**

# 1 Introduction and Strategy

## The main effects of the Transportation strategy and policies

1.45 Transportation policies aim to ensure a high level of access to facilities by all sectors of the community by encouraging a wide range of modes of transport other than just the car. The policies:-

- \* provide for an extension to the Metro system to Sunderland and South Hylton, over a 10 km route with a total of 9 stations in the City;
- \* make provision for two new stations on the existing East Coast rail line in South Sunderland;
- \* give priority to buses on 6 main transport corridors;
- \* encourage improvements to bus stations etc. and make proposals for new interchange facilities, especially in conjunction with Metro and Park and Ride;
- \* encourage movement on foot and by bicycle providing safe and attractive routes by identifying strategic footpaths, cycleways and multi-user routes;
- \* result in a strategic route network of over 170 km offering a safe and attractive road system for longer distance journeys and major movements of heavy goods vehicles. It gives a high level of access to shopping and industrial/commercial areas, by-passing environmentally sensitive areas;
- \* envisage a new road bridge crossing the Wear and major new roads to bypass settlements, improve access to industrial sites or make existing roads safer in South Sunderland (Southern Radial/Grangetown-Ryhope Bypass (5.1km) and Houghton/Hetton (Central Route and Hetton Bypass (each 5.1km). These routes total about 15.5 km, less than 10% of the existing SRN;
- \* make provision for environmental improvements, including traffic management measures, in environmentally sensitive areas.
- \* introduce new guidelines for car parking provision which aim to reduce demand for travel without detriment to the viability of centres.

## FINANCE

1.45 The policies of the Plan take account of the following objective relating to public and private finance in order to secure best value in implementing development.

- \* *The effectiveness of the application of scarce public resources should be maximised. Partnership or private investment should be encouraged whenever appropriate. (Fi)*



## **2 Planning for People**

### **PART II**

# 2 Planning for People

## CHAPTER 2

2.1 The UDP is not only concerned with the land and environmental needs but also the aspirations of the City's present and future residents. The size and broad distribution of population therefore can, to an extent, be determined by the Plan's policies, which must seek to balance conservation of the environment with the needs of economic development and housing.

2.2 Strategic Guidance states that UDP policies should have regard to present projections of population (extrapolated from past trends), but should balance this by a realistic assessment of the success of policies in arresting decline. Government guidance however states that authorities may wish to consider the relationship of planning policies and proposals to their social needs and problems, including their likely impact on different groups in the population. This chapter therefore looks at the main aspects of the City's past, present and future population. More detailed background figures on certain aspects are included in the Appendix.

### POPULATION PAST AND PRESENT

2.3 On Census night 1991 the resident population of the City numbered 289,040 persons. Table 2.1 presents two sets of population figures for the City derived from the Census of Population and the Office of Population Censuses and Surveys (OPCS) 'mid-year' estimate. It is considered that the mid-year estimate of population is generally the most applicable basis for planning purposes in that it takes account of the total call on the services provided by the Council. This differs from the Census based population figure as it takes into account adjustments arising from:-

- \* An under count in the 1991 Census - as indicated in post-Census surveys;
- \* Adjustments to include certain groups e.g. students are included as resident at their term time address rather than at their parental home.

**Table 2.1 Historic Population of the City**

	<b>1971</b>	<b>1981</b>	<b>1991</b>	<b>1993</b>
1)	293,300	294,900	289,000	-
2)	<b>293,500</b>	<b>297,300</b>	<b>296,400</b>	<b>297,800</b>

Source: 1 - Census of Population;  
2 - OPCS Mid-year estimates

2.4 The 'mid-year' estimate for 1991 therefore shows that the overall resident population of the City stood at 296,400, less than 1000 below the equivalent 1981 population. The most recent estimate (1993) indicates that there has been an increase in the City's population to 297,800 persons.

2.5 Long term growth in Sunderland's population has largely been a result both of the attraction of new housing and jobs and to a relatively high birth rate. In 1991 this was 14.2 per 1,000 population - significantly higher than that for England and Wales (13.7 per 1000 population), and the regional rate (13.3). Whilst Sunderland's death rate is somewhat above both the regional and national levels (despite recent improvements to the City's health record), it is outweighed by the birth rate e.g. in 1991 there were 4,175 live births and 3,473 deaths, thereby creating a net increase in population.

**Table 2.2 Birth and Death Rates (1991)**

		<b>Sunderland</b>	<b>Northern Region</b>	<b>England &amp; Wales</b>
<b>Fertility (FMR)</b>	<b>Ratio</b>	102	100	100
<b>Mortality (SMR)</b>	<b>Ratio</b>	120	110	100

## 2 Planning for People

Source: OPCS (1991)

2.6 Changes in the population structure have implications for the provision of facilities and services - for instance the provision of new schools, recreational facilities or services for the elderly. The situation in the City at 1991 for various age groups showed that all groups up to retirement age had a greater representation than both the Tyne and Wear and national situation, whilst the retirement-age group was lower. Of the five Tyne and Wear Districts, Sunderland's relatively young age structure is unique.

- \* Pre-school age children (0-4) made up about 7% of the City's population. This group has grown slightly since 1981.
- \* The number of school age children (5-15) has declined by one-sixth since 1981, now representing almost 15% of the total population - a larger proportion, however, than any of the other local districts.
- \* The working population of the City, i.e. those in the 16 to OAP group, has grown moderately since 1981, to just over 61% of the total population.
- \* There has however, been quite substantial growth in the City's elderly population (over pensionable age). Over the period it increased by almost 7% to represent about 17% of the City's population.

**Table 2.3 Tyne & Wear Age Structure 1991 (% Figs.)**

	<b>G/H</b>	<b>N/T</b>	<b>S/T</b>	<b>N/CLE</b>	<b>S/LAND</b>
<b>0-4</b>	6.3	6.2	6.7	6.4	7.0
<b>5-15</b>	13.1	13.5	13.8	12.6	14.8
<b>16-OAP</b>	61.2	59.7	59.4	61.9	61.1
<b>OAP+</b>	19.4	20.6	20.1	19.1	17.1

Source: OPCS Mid-year Estimates

### Ethnic Groups

2.7 The needs of ethnic minority groups and households in some UK towns and cities can have a significant impact on local authority services and, to an extent, on future land use planning. The 1991 Census revealed that just over 1% of the City's population originated from outside the United Kingdom, numbering some 3,217, mainly India, Bangladesh and China.

### Students

2.8 The numbers of full and part-time students attending courses at the University has been growing steadily over recent years and in 1995 stood at some 15,600. This trend is expected to continue throughout the Plan period; numbers rising by a third to stand at about 20,000 by 2004/5.

### Ward Population

2.9 Geographically the wards north of the River appear to have suffered the greatest loss of population, falling by some 8% since 1981 to comprise 20% of the City's population. Sunderland South, constituting 11 wards and containing nearly half of the City's population, had a relatively small loss of around 2% as also did the outer area population of Houghton - Hetton (15% of the total). In Washington, due to the rapid expansion of the New Town, the population increased substantially by over one fifth to comprise 21% of the City's population.

**Table 2.4 Area Population 1981 and 1991**

	<b>1981</b>	<b>1991</b>	<b>Change</b>
<b>North</b>	65,840	60,380	-5,460
<b>South</b>	131,670	128,460	-3,210
<b>Houghton</b>	47,520	46,320	-1,200
<b>Washington</b>	52,260	61,260	+9,000

## 2 Planning for People

297,300	296,400	-900
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Source: T&WRIU Ward Estimates 1994

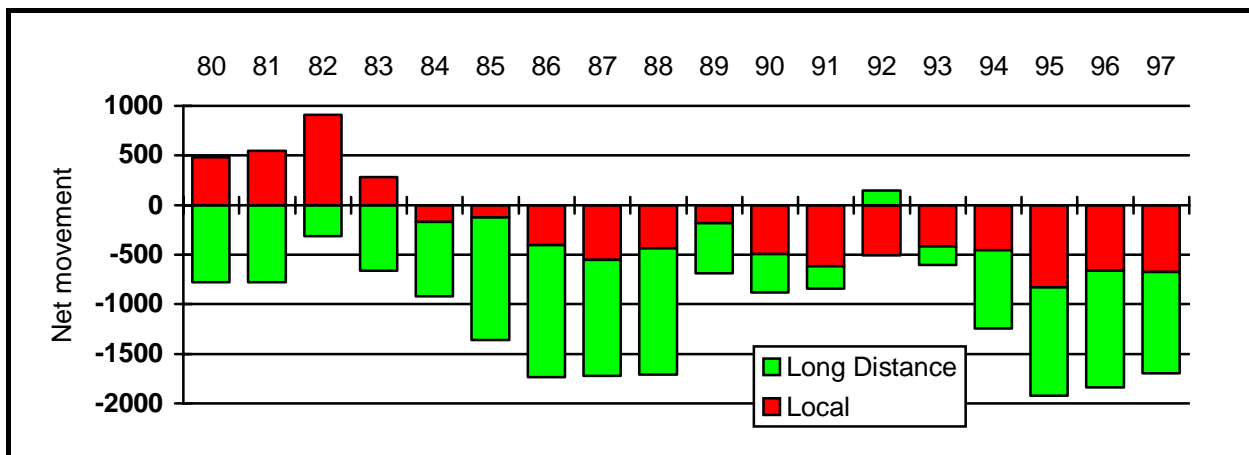
### Migration

2.10 The City's population would naturally grow but for the effects of migration, which reduces the numbers of economically active as well as those of child bearing age. Sunderland's growth has for many years been dampened by substantial net out-migration (being the difference between the number of people moving into and out of the area). In the 1980's this averaged about 800 persons per year, the net effect being the result of a dynamic movement in the order of 6-7,000 persons per annum both into and out of the City. In the main this was due to movement of the 16-24 and 25-44 age groups, those principally concerned with setting up household and employment moves.

2.11 Local migration involves short distance moves between the City and the adjacent Districts of Tyne and Wear and the County of Durham. Although assumed to be mainly for housing purposes, education and environmental factors could play a part. Net out-migration increased in the early 1980's, the trend reversing after 1987, possibly as a result of increasing house construction helping satisfy demand. Since 1991 local out-migration (i.e. to South Tyneside and County Durham) has been steadily decreasing.

2.12 Long distance, largely employment-related migration involves moves further afield than the adjacent Districts of County Durham and Tyne and Wear. In the City the closure of traditional industries leading to outward movement of workers obscured the in-migration generated by the growth of new industry. However, these closures have now largely ceased; the advent of Nissan and associated firms after the mid-1980's has brought about a local rejuvenation in prospects, in the context of a relatively static overall jobs level in Tyne and Wear. This enhancement has possibly been reflected in a rapidly reducing level of long distance out-migration in recent years.

**Fig. 2.1 Net migration 1980-1997**



Source: NHSCR 1980-1997 (mid year)

### Affluence and Deprivation

2.13 The economic structure of the population and relative levels of affluence and deprivation affect the City in two ways:-

- \* The skills of its workforce can determine the type and level of employment which can be attracted; the level of employment consequently has an effect on the level of retail and other services which develop.
- \* The amount and types of deprivation will affect the levels of provision of services required from the Local Authority, Central Government and others.

2.14 Between 1981 and 1991 there was an increase in the proportion of residents in managerial and technical occupations from 14% to 19%. Nationally, the change over the period was from 21% to 26%. The proportion of

## 2 Planning for People

the City's qualified workforce (i.e. those possessing a degree, professional or vocational qualification) nearly doubled over this period.

2.15 At the same time the proportion of skilled manual workers in the City reduced from 30% to 23%, primarily as a result of job losses associated with the closure of the City's shipyards and collieries - the fall at national level was from 25% to 21%.

2.16 Links have also been demonstrated between health and indicators of poverty, such as not having a car, having a lower level of educational achievement, being unemployed, living in overcrowded conditions, belonging to an ethnic minority and being a lone pensioner or single parent. Several health and economic factors considered together can be used to indicate relative deprivation. The individual health factors show Sunderland to be demonstrably poorer than the national and County picture. On economic factors, the City fares worse than the national average, but is similar to the County situation.

2.17 The overall level of deprivation within Sunderland, as measured by the DoE's recently published figures, placed the City in 33rd worst position among 366 English Districts. 'High' adverse scores were registered on the economic, social, health, educational and environmental indicators, but were offset to some extent by 'low' scores on the three housing indicators. The extent to which the latter influenced the City's overall final position is illustrated by the fact that, in their absence, Sunderland would have ranked as the fifth most deprived English District.

2.18 The City continues to have a significantly higher proportion of households without a car than the national average; 49% compared with 33%, though this could be lower due to the high incidence of public transport available.

2.19 When the Census years 1981 and 1991 are compared, an overall worsening in deprivation in the City is evident with 13 of the 25 electoral wards falling in their regional deprivation ranking. The areas exhibiting the **highest** relative levels of deprivation are the large council estates to the north and west of the Sunderland urban area. The same six wards were ranked in the ten percent most deprived in the region in 1981 as in 1991 - Castletown, Grindon, South Hylton, Southwick, Thorney Close and Town End Farm. In the decade since the 1981 Census, Silksworth and St. Chad's have shown the most improvement, primarily due to decreases in unemployment.

2.20 In 1981 the **least** deprived ward was Fulwell followed by St. Michael's. This continued to be the case in 1991, however, both wards have fallen in the regional ranking; the fall in Fulwell's position takes it out of the twenty percent of least deprived regional wards.

2.21 The rate of unemployment is a significant indicator in an area's deprivation ranking, moreover there is also a strong link between unemployment and ill-health. Efforts to increase employment opportunities -which is a fundamental aim of the Plan strategy - therefore has wide reaching benefits both in terms of alleviating deprivation and enhancing general health.

### Households

2.22 In 1991 there were 116,600 households in the City. These comprised the following groups:-

- \* Married Couple Households made up the largest single group, representing some 55% of the overall numbers. This group has declined in size since the 1981 Census due to the trend towards smaller and different types of households.
- \* The number of Lone Parent Households increased moderately to just over 7%.
- \* The most significant growth took place in the formation of One Person Households which accounted for about 27% of the total. The increase in the size of this group was due to the rise in the number of single pensioners and the trend towards young adults living alone.
- \* Other Household types, such as cohabiting couples, single persons with elderly dependants or students sharing a house, which, at 12%, made up the balance.

2.23 The net effect - particularly the substantial change from extended family households to smaller households - has seen a reduction in the average size from 2.79 persons in 1981 to a 1991 Census figure of 2.51. A similar decline also occurred at County and regional level, though Sunderland's average household size is still substantially higher than the County's due largely to its younger age structure.

## 2 Planning for People

**Table 2.5 Household Size 1981-1991**

	<b>Sunderland</b>	<b>Tyne &amp; Wear</b>	<b>Northern Region</b>
<b>1981</b>	<b>2.79</b>	<b>2.66</b>	<b>2.78</b>
<b>1991</b>	<b>2.51</b>	<b>2.39</b>	<b>2.46</b>

Source: T&WRIU

2.24 One of the major planning effects of reducing household size is that it generates a demand for an increasing number of dwellings even though overall population might be static or even in decline. Furthermore the changing characteristics which produce the smaller households require the housing market to respond with an increased proportion of smaller units. Within the existing stock household size reductions could cause problems by there being too many properties overlarge for the modern household, with sub-division required to fully utilise them. Additionally many houses are increasingly occupied by old people who might be more suitably accommodated in smaller units, releasing family dwellings onto the market.

### **FUTURE CHANGE**

2.25 There will be changes to the size and structure of the population and households over the period of the UDP. Since publication of the Draft Plan, further Census information has become available, including the 1991 mid-year population estimate and subsequent projection estimates. On the basis of recent trends, the population of the City has been projected to fall to 293,800 by 2006. However this does not include any effects related to the policies and proposals of this Plan; consequently, if migration was reduced to zero (through enhanced employment and housing opportunities) and growth was by natural change alone then, over the Plan period, the population could rise to 308,000.

2.26 The 1991-based population projection produced by the R&I Unit largely utilises migration figures from 1987 -1991. However, the mid 1980's was a period of high net out-migration when compared with both the early 1980's and 1990's, hence the R & I projection might be an over-estimate of out-migration - reflecting a situation which no longer pertains - and which the Plan strategy would aim to overcome. The latest mid year estimate and projections from OPCS (mid-1993) bear this out, showing the City's population as remaining static in the region of 298,000 over the period.

2.27 The latest detailed trend projection (i.e. providing a breakdown of age and household structure) also indicates broad changes within the different age bands. The late 1990's could see decreasing numbers of pre-school and school age children, a slight increase of working population and a marginal growth in the number of pensioners. Overall, the number of dependants (pre-school, school age and retirement age) could decrease, whilst the economically active age groups who help support them could remain static. In comparison if the population were more determined by natural change with decreasing net out-migration, an increase of economically active over a smaller number of additional dependants could result. It is concluded that a strategy which helps increase the proportion of economically active to dependants could therefore be beneficial.

### **Future Households**

2.28 The number and composition of households are important factors in deciding the City's future housing strategy and land needs. At both national and local level, over the next 10-15 years, it is expected that traditional 'married' couple households will decline in numbers to make up less than half the households, to a large extent being 'replaced' by the growing numbers of one person and lone parent households, the former increasing to over a third of all households.

2.29 The projected changes to the household structure of the City affect the average household size. Continued decline has been projected to 2.29 persons per household in 2006 by R & I, leading to an increase over the period of some 7,100 households. More recent projections would indicate that the future population may remain, or go above, the current level rather than decline.

### **POPULATION STRATEGY**

2.30 The agreed strategy of the Plan is based on seeking reduced out migration due to enhanced employment prospects together with the provision of a sufficient quantity and range of new houses. By these means it is hoped that the net level of out migration will have fallen to zero by the end of the Plan period. This aim was strongly supported by the house builders and business community in their UDP Consultation responses.

## 2 Planning for People

2.31 Other aspects of UDP strategy aim to ensure that the social and economic needs of the disadvantaged sections of the community are taken into account in development proposals; similarly regeneration schemes will aim to stem the decline of particular areas of the City through economic, housing and social policies.

2.32 Taking into account past levels of migration related to housing and employment provision, estimates of possible future population have been made, assuming success to varying degrees in attracting employment and providing new housing.

2.33 If the strategy is successful in reducing the components of out-migration to zero at 2006, a population of about 296,500 will result comprising 291,200 people in private households and a further 5,300 "institutional" population e.g. students in halls of residence. The latest OPCS projection, with only a 2,000 difference between this figure and the Plan's projected population, adds support to the approach adopted towards the achievement of a population of 300,000 by 2006.

2.34 The slight fall in overall population would be characterised by an increase in the number of economically active (16 - retirement age) combined with a significant decrease in the number of dependants.

2.35 The increase in households is wholly in 'small' households, with reductions in the number of those 'married'. It should be noted that both the trend and strategy projections show continued growth in household numbers beyond the Plan period. The components affecting migration, i.e. local movements for housing purposes, longer distance migration for employment, may improve at different rates whilst still resulting in the projected population. The local migration is more within the control of the UDP in that it is sensitive to the amount of new housing created which can be strongly influenced by land release policies.

**Table 2.6 Age Structure 1994 - 2006**

	<b>1994</b>	<b>2001</b>	<b>2006</b>
<b>0 - 4</b>	20,000	18,400	17,800
<b>5 - 15</b>	44,700	44,000	41,800
<b>16 - OAP</b>	181,400	181,400	183,900
<b>OAP+</b>	51,100	51,700	52,900
	<b>297,200</b>	<b>295,500</b>	<b>296,500</b>

Source: T&WRIU 1996 (UDP Strategy projection)

**Table 2.7 Household Structure 1994 - 2006**

	<b>1994</b>	<b>2001</b>	<b>2006</b>
<b>Married</b>	65,500	59,800	58,400
<b>Lone Parent</b>	7,900	9,200	9,300
<b>1 Person</b>	31,700	38,700	42,600
<b>Other</b>	13,900	16,000	16,900
	<b>119,000</b>	<b>123,700</b>	<b>127,100</b>

Source: T&WRIU 1996 (UDP Strategy projection)

**Table 2.8 Resident Population/ Institutional Population/ Private Households**

	<b>Base Year</b>	<b>2001</b>	<b>2006</b>
R & I 1994 Based Trend Projection	N/A	N/A	N/A
DOE 1993 Based Trend Projection	295,000 3,000 121,000	295,000 3,500 126,000	295,000 3,300 130,000
UDP 1994 Based Strategy Projection	291,900 5,300 119,000	290,200 5,300 123,700	291,200 5,300 127,100

# R 3 Resources for the Future

## CHAPTER 3

3.1 In the previous chapter the anticipated changes in the level of population and the number of households were discussed. Whilst the number of people in the City may vary, the amount of land available for them does not. This chapter addresses the issues involved in trying to ensure that in accommodating current needs, the limited amount of land is used in such a way as not to prejudice the needs of future generations. In achieving this aim, the Plan needs to make the best use of other key resources such as energy and the inherited service and social infrastructure of the City.

3.2 Recent years have witnessed a growing public awareness of, and concern for, environmental/ conservation issues, questioning previously accepted practices, notably matters concerning pollution and traffic. This concern will have far-reaching implications for the City overall; it is reflected in the Council's concern that it should achieve its regeneration objectives in an environmentally sustainable manner. This chapter sets out over-arching policies which provide a framework for all other policies and proposals of the Plan, allowing environmental resource issues to be fully integrated into the planning process.

## PLANNING POLICY CONTEXT

3.3 The 1990 White Paper on the Environment, 'This Common Inheritance: Britain's Environmental Strategy', presented guidelines towards a comprehensive review of every aspect of national policy. Its commitments have since been supplemented by those arising from the 1992 Rio Earth Summit. 'Sustainable Development: The UK Strategy' (1994) sets out what is being done in the UK to achieve 'sustainable development', which is defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

3.4 Local planning authorities have a key part to play in helping to achieve this vision, and many, including Sunderland, are preparing their own 'Local Agenda 21', following up locally the commitments made at Rio. Authorities have a particular responsibility to ensure that development plans are drawn up in such a way as to take environmental considerations comprehensively and consistently into account. Environmental improvement can thus be plan-led, individual development decisions being taken against an overall strategic framework that reflects environmental priorities (PPG12 (Development Plans), paras. 6.1, 6.14). Patterns of development therefore should be sought which use land effectively (but without resorting to "town cramming" (see Glossary)), which reduce the need to travel by car, and which give encouragement to walking, cycling and the use of public transport.

3.5 On a local level, broad guidance on the environment was provided by the Tyne and Wear Structure Plan. Its Strategy for the environment had two main elements:-

- \* the need to limit the spread of the built-up area;
- \* the need to improve the quality of the environment within this area.

More recently, the Tyne and Wear Nature Conservation Strategy (1988) detailed nature conservation aspects of the County's environment, whilst Strategic Guidance for Tyne and Wear stated that UDP's provide "a valuable opportunity to consider strategic environmental matters" (See para. 11.9).

## RESOURCES STRATEGY

3.6 To make the most sustainable use of resources, the spatial strategy aims to concentrate new development within the built-up area, allowing for extensions only where this is considered to be the best means of achieving other Plan objectives. Developments should be located and designed to make full use of existing/proposed service and social infrastructure. Full use should also be made of vacant and derelict land (See also para. 9.16). Developers should contribute fairly to the cost of new infrastructure or the replacement of valued features which their proposals would destroy.

3.7 Energy use can give rise to 'greenhouse' gases and other emissions harmful to the atmosphere. The spatial strategy can assist in reducing air pollution from motor vehicles by limiting the need to travel; other emissions could be reduced as a result of national policies promoting non-fossil fuel sources. The planning system can assist in limiting adverse effects through reducing the need for energy, by:

- \* locating new development to minimise the need for car travel;



## R 3 Resources for the Future

- \* encouraging walking, cycling and the use of public transport;
- \* influencing the layout and design of buildings, to maximise passive solar gain whilst minimising the effect of chill winds;
- \* encouraging the use of energy-saving technology such as solar panels and combined heat and power schemes.

The UDP will ensure that energy-saving and pollution considerations are included in the whole range of development opportunities from individual buildings to overall areas.

### POLICIES

#### Sustainable Development

**R1 THE CITY COUNCIL WILL WORK TOWARDS ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT WHICH MEETS THE ECONOMIC AND SOCIAL NEEDS OF THE CITY. ALL PROPOSALS FOR DEVELOPMENT WILL BE CONSIDERED IN RELATION TO ACHIEVING A SATISFACTORY BALANCE BETWEEN ACCOMMODATING CHANGE AND PROTECTING VALUED AND IMPORTANT ASPECTS OF THE NATURAL AND BUILT ENVIRONMENT.**

**THE IMPACT OF DEVELOPMENT WILL BE CONSIDERED AGAINST THE NEED TO RESPECT THE LONG TERM WELFARE OF THE ENVIRONMENT BY:**

- (i) MAKING THE MOST EFFICIENT USE OF LAND, ENERGY AND OTHER RESOURCES;**
- (ii) REDUCING RELIANCE ON THE USE OF THE PRIVATE MOTOR CAR;**
- (iii) AVOIDING THE RISK OF SERIOUS ENVIRONMENTAL DAMAGE, ESPECIALLY DAMAGE WHICH MAY BE IRREVERSIBLE OR VERY DIFFICULT TO UNDO.**

3.8 The environment in all its aspects is important to the quality of life for City residents and can affect other planning issues. An improved and well-conserved environment goes hand in hand with making strategies for regeneration a success, helping attract inward investment. The former Environment Secretary, John Gummer, stated (in a countryside context but of more general application), "Sustainable development is not unrestrained development by another name. Nor is it about unbending protectionism. The challenge of sustainable development is to accommodate the development we need, while being confident that we shall hand on a countryside in good order to future generations." 'Sustainability' considerations are therefore incorporated into many of the more specific policies of the Plan. Allied to this concept is the 'precautionary principle', which requires that particular care should be taken when assessing changes which may be difficult or impossible to undo (See STix). The environmental appraisal of the Plan indicates a measure of success in attaining sustainability (See Chapter 17).

3.9 'Sustainable Development: the UK Strategy' (1994) asserts five principles for giving effect to sustainable development through the land-use planning system:

- \* promoting attractive and convenient urban areas, in which people will want to live and work;
- \* encouraging new development in locations that are likely to minimise energy consumption;
- \* encouraging the regeneration of urban land and buildings, and the restoration to use for development or open space of derelict and contaminated land;
- \* integrating the development which is necessary to sustain the rural economy with the protection of the countryside for its landscape, wildlife, agricultural, forestry, recreational and natural resource value;
- \* promoting an understanding of sustainable development among all those who have an interest in the development process.

In addition, sustainable development needs to take into account the consequences of private motorised transport for urban air quality and energy use; to this end, the Council seeks to promote benign modes of transport (such as walking and cycling) and to reduce the overall need for travel (Policy T1).

3.10 Regeneration will require new development being encouraged within the City. However, it is important that such development should not proceed at the cost of harming the fine but finite heritage of buildings, views, townscape, areas of archaeological importance, nature conservation interest or landscape value. Therefore, the

## R 3 Resources for the Future

Council, whilst seeking major new developments to achieve its City Strategy and capital programmes, will ensure that they are not detrimental to cherished or sensitive features which enhance the City's overall appearance.

### Resource Utilisation

**R2 IN CONSIDERING PROPOSALS FOR NEW DEVELOPMENT, THE COUNCIL WILL TAKE INTO ACCOUNT THE EXTENT TO WHICH THEY:**

- (i) MAKE USE OF EXISTING AND PROPOSED SERVICE AND SOCIAL INFRASTRUCTURE, TAKING ADVANTAGE OF KNOWN SPARE CAPACITY (OF ROADS, PUBLIC UTILITIES, SCHOOLS, ETC.);**
- (ii) MINIMISE THE NEED FOR TRAVEL (BY EMPLOYEES, VISITORS AND RESIDENTS ALIKE); AND**
- (iii) MAKE USE OF VACANT AND DERELICT LAND.**

3.11 Government guidance advises that the capacity of existing infrastructure and the need for additional facilities should be taken into account in all development plans, also that likely infrastructure limitations can influence the pattern of new development (PPG12, paras. 5.22, 5.23).

3.12 In order to minimise the need for major new public investments, maximum use is to be made of service and social infrastructure such as roads, schools, sewerage and drainage systems. Where possible, new development will be located so as to take advantage of spare capacity in these systems or of proposals of the UDP, e.g. new roads. This not only has financial implications in terms of reducing capital costs, but also has the effect of limiting the spread of the urban area as new developments will therefore be closely located to the service network. Because this will result in a more compact urban form, the need for travel should be minimised (See PPG13). The re-use of vacant and derelict land, especially within urban areas, can also contribute to making the best use of resources.

3.13 Where sites not allocated in the Plan are proposed for development, they will be assessed in terms of their location relative to existing and planned infrastructure, existing and projected traffic patterns, and in terms of the extent to which they would enable derelict or vacant land to be re-used. Where the development proposed would generally accord with the Plan but objections remain, the scheme's ability to meet the provisions of this policy will be given special weight.

3.14 In considering the details of any development, the local planning authority will seek the views of the appropriate Council departments or other agencies before determining any planning application. Where the last previous use of vacant land was agriculture, and the site is large enough to meet the statutory criteria for consultation, MAFF will be consulted and the agricultural quality of the land assessed before proposals for any change of use are accepted.

### Infrastructure Provision

**R3 WHERE THE EFFECTS OF A DEVELOPMENT WOULD REQUIRE ADDITIONAL OFF-SITE INFRASTRUCTURE OR COMMUNITY FACILITIES (INCLUDING OPEN SPACE AND FORMAL RECREATION) OR WHERE CERTAIN IMPORTANT FEATURES OF THE SITE ARE AFFECTED WHICH CANNOT BE CONTROLLED BY PLANNING CONDITIONS, THE DEVELOPER WILL NORMALLY BE EXPECTED TO ENTER INTO A PLANNING OBLIGATION WITH THE CITY COUNCIL TO ENABLE SUITABLE PROVISION, PROTECTION OR INVESTIGATION TO BE MADE.**

3.15 The policy aims to cover matters which, while necessary in practical or planning terms for a proposed development to proceed, cannot be dealt with by way of planning conditions. Problems may arise:

- \* when development is proposed where the necessary infrastructure or community facilities are not available; or
- \* where development would result in the loss of an amenity already on the site the consequences of which would be unacceptable (for example, an area of nature conservation interest ought not to be destroyed without some alternative provision being made).

New developments can result in a greater burden being placed upon existing local authority facilities. Hence the City Council may seek to enter into a planning obligation (see Glossary) with the developer to ensure that suitable provision or replacement is made.

3.16 Examples of necessary infrastructure or community facilities include:

## R 3 Resources for the Future

- \* transport infrastructure, including highways, car parking and facilities to assist public transport, pedestrians and cyclists (T14);
- \* social, recreational and other community facilities (including schools);
- \* open space and access to countryside;
- \* community woodland;
- \* measures to protect or enhance the natural or built environment.

This list represents those needs identified by the City Council and which generally fall within current Government guidance (DoE Circular 1/97). It is not exhaustive and the Council may wish to add to it in the light of new guidance or other changes in circumstances. Other policies of the Plan indicate that developer contributions may be requested, rather than required, for items not on this list, e.g. public art (see B20). In respect of recreational facilities other than amenity open space it is anticipated that most planning obligations would relate to developer contributions to existing or proposed off-site buildings and pitches, as it is preferable to concentrate such provision in key locations where advantage can be taken of communal facilities such as changing rooms.

3.17 The aim of planning obligations is to assist in securing the best use of land and a properly planned environment. Circular 1/97 sets out the limits to the use of obligations to achieve planning objectives. It is likely to be held reasonable if what is sought or offered:

- \* is needed from a practical point of view to enable the development to go ahead, e.g. the provision of adequate access or car parking (this may involve a financial payment towards the cost of such work);
- \* is necessary from a planning point of view and is so directly related to the proposed development and to the use of the land thereafter, that the development ought not to be permitted without it, e.g. open space related to the development or other community provision the need for which arises from the development;
- \* is designed in mixed developments to secure an acceptable balance of uses;
- \* offsets the loss of or impact on any amenity or resource present on the site or nearby prior to development.

3.18 The Plan establishes the amount and location of new development and in some cases indicates the likely timing. This guides the providers of infrastructure, allowing them to plan their own investment programmes and to set out any requirements for land or other resources as early as possible. Developers wishing to proceed on a site before infrastructure has been provided will be expected to meet the cost of necessary provision. This will be the subject of a planning obligation before planning permission is granted. For large or significant sites, the City Council will normally wish to guide development by use of a master plan or a development brief. This process will lead to the identification of the necessary planning obligations and developer contributions in more detail than is possible in this Plan. Housing sites where this approach is likely to be applied are identified elsewhere in Part II (policies SA9, HA4) and in Appendix A, though it must be emphasised that the list cannot be considered exhaustive as future circumstances may prevail. Planning obligations will also apply to other forms of development as outlined elsewhere, e.g. shopping, minerals development, etc. (See chapters 6 and 12).

### Energy Conservation

**R4 IN ASSESSING PROPOSALS FOR DEVELOPMENT (INCLUDING CHANGES OF USE), THE COUNCIL WILL HAVE REGARD TO EVOLVING GOVERNMENT POLICY ON THE EFFICIENT USE OF ENERGY AND USE OF NON-FOSSIL FUEL SOURCES. DEVELOPMENT PROPOSALS WILL BE ENCOURAGED WHICH INCORPORATE ENERGY SAVING MEASURES BY VIRTUE OF THE GROUPING AND ORIENTATION OF BUILDINGS, THE PROVISION OF SHELTER AND ENERGY-SAVING TECHNOLOGY. COMBINED HEAT AND POWER SCHEMES WILL BE ENCOURAGED IN MAJOR NEW DEVELOPMENTS AND RESTRUCTURING SCHEMES.**

3.19 Government policy (PPG12 paras. 6.10-6.16, PPG13) encourages patterns of development which enable the wise use of energy so as to reduce harmful emissions to the atmosphere (see also Policy R2). As part of this overall approach, the Council will encourage the adoption of energy efficiency measures where practicable. These include passive design measures such as the careful layout and grouping of buildings within new developments, to maximise solar gain and minimise wind chill. The City Council will encourage developers to apply the advice in Development Control Guidance in new developments, particularly for housing, offices and industrial schemes. Energy-saving technologies such as solar panels will also be encouraged, though in developing schemes particular care should be taken in Conservation Areas and other sensitive locations where visual appearance may outweigh energy saving considerations.

## **R 3 Resources for the Future**

3.20 In a wider context, the Council will take account of evolving Government policy on the efficient use of energy, including measures to harness renewable energy sources and maximise the energy output of any heating and generation plant. CHP (combined heat and power) schemes, using surplus heat from electricity generation to provide central heating and hot water to residential and commercial areas, could make a significant contribution to energy efficiency. The introduction of such technology should be considered when major new developments or restructuring schemes are undertaken. Funding could be available from national and European sources for innovative schemes.

# **EC 4 Economic Development**

## **URBAN REGENERATION**

# EC 4 Economic Development

## CHAPTER 4

4.1. The health of the local economy depends on a number of factors, many of which are beyond the control of the City Council or the statutory planning system - not the least of which is the national economic situation. Within these constraints however, it is incumbent on the City Council to do everything in its power to protect and promote the local economy to the benefit of local residents. In this, the planning system can contribute by ensuring an adequate supply of suitable and convenient sites, an attractive physical environment and a choice of social and cultural facilities.

4.2. The Council has encouraged industrial and commercial growth in local firms and actively promotes the City as a location for new inward investment. Attracting inward investment is a central element in regional policy and an important source of new jobs for the City, particularly in manufacturing. The Council also works in partnership with other agencies to deliver the economic benefits of regeneration locally. For areas of severe deprivation (those with high rates of unemployment and benefit dependency) community-based initiatives such as co-operatives and community enterprises can provide a basis for new economic activity and investment. Economic development has a high priority in the Council's activities due to the City's above average levels of unemployment which persist, despite significant progress towards achieving a diversified, sustainable economic base.

4.3. There is also the need to ensure that economic regeneration is in a form which can be sustained and which will not prejudice the long term interests of future generations of residents. To do this, the UDP seeks to:

- \* minimise travel needs
- \* minimise pollution and ensure that all waste products undergo safe disposal
- \* promote advanced techniques and new style industries which have a long term sustainable future
- \* promote the acquisition and development of skills in the local workforce.

## ECONOMIC STRUCTURE

4.4. Like the economy, the City's workforce has undergone significant changes with a substantial drop in the male workforce being accompanied by an increase in the number of economically active women. These changes, along with the trend towards a 24-hour economy, have implications for the types of facilities required by the workforce. This is particularly so in relation to women's traditional areas of responsibility in the domestic sphere. There may be an increased demand for childcare or shopping facilities to be more closely linked to workplaces as women spend more of their working lives in paid employment and/or as parental and domestic responsibilities are shared.

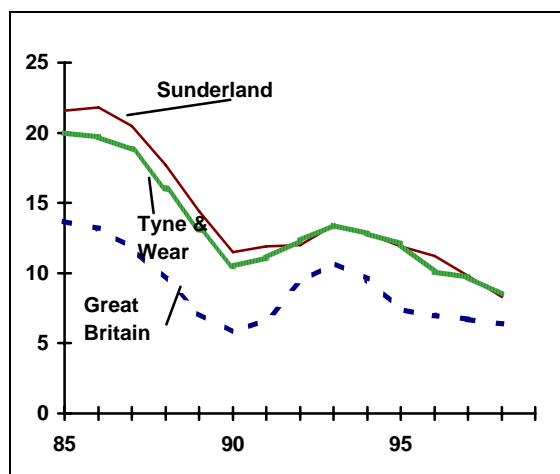
4.5. Employment in the City has undergone many changes:-

- \* the **primary sector** in Sunderland now provides very few jobs, compared to the heyday of the Durham coalfield.
- \* despite some decline, Sunderland's **manufacturing sector**, provides a relatively high proportion of jobs, contrary to national and regional trends. There has however been a major shift in the type and location of these jobs, away from shipbuilding and heavy engineering along the riverside towards sites with good access to the primary route network, particularly in Washington. A new, more broadly based sector is emerging, partly based on traditional strengths - for example in engineering, with Nissan and the automotive components sector.
- \* the **service sector** is also undergoing significant change from small-scale offices with a strongly local focus towards providing a diverse range of services for the local, national and international economy. This is demonstrated by the growth of the University, the Inland Revenue's presence in the City Centre and the location of the Nike corporate headquarters and others at Doxford International.

4.6. Unemployment has dropped from the high levels of the 1980's (see Fig 4.1) and the City is no longer above the average for Tyne and Wear. The gap between the City and national rates has also narrowed but it continues to be above the national average. Pockets of high male unemployment still acutely affect some localities such as wards on the western edge of Sunderland and in the inner area.

# EC 4 Economic Development

**Fig 4.1 Unemployment Rates (%)**

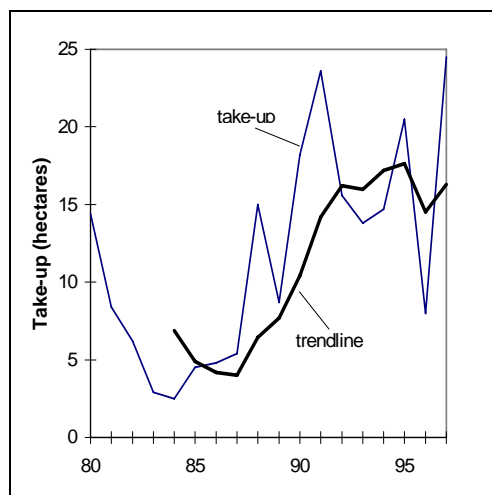


Source: Tyne & Wear R&I Unit

## LAND AND PREMISES

4.7. The City Council monitors the availability of land through the annual Industrial and Office Land Availability Registers. In 1997 some 1,180ha was already developed or allocated for industrial use on 48 estates with about 205ha. (17%) vacant, including 75ha. requiring preparation. Most industrial land is around the outskirts of Washington, along Sunderland's riverside and coast and along the primary road network. Industrial estates are accessible to most residential areas as well as having good road and rail links. Washington, with 56% of the City's industrial land allocation and 54% of all vacant sites, is a key location.

**Fig 4.3 - Land Take Up 1980 - 1997 (excluding Nissan)**



Source: Environment Department

4.8. Reflecting economic conditions, industrial land take up was generally low during the early 1980's but increased substantially from 1985 onwards (see Fig 4.3). The City's stock of industrial premises has grown steadily mainly in Washington but more recently in the Enterprise Zones and along the riverside.

## Nissan

4.9. The exceptional scale of Nissan's investment means that its development and future requirements should be considered separately from general industrial demand. The company occupies a 354ha site and less than 30ha of the original allocation now remains. Land requirements are expected to continue to grow in the longer term, due not only to expansion at Nissan itself but also to the need for suppliers to locate near to the factory in order to meet production requirements.

## EC 4 Economic Development

### Tourism

4.10. Tourism-related initiatives have promoted the City as a location for inward investment and for visitors. There has been a substantial growth in business tourism, for example through hosting events such as the Automotive International Conferences. High profile leisure events are also staged, such as the Sunderland International Airshow and the Football and Kite Festivals. New attractions have been developed such as the Glass Centre and the expansion of the City Centre will create the opportunity to attract further visitors.

### ECONOMIC DEVELOPMENT STRATEGY

4.11. In considering the present condition of the City's economy, together with expected developments, the main components of the Economic Development Strategy have been determined as:

- \* encouraging growth in manufacturing and services
- \* locating jobs and businesses at the most accessible points
- \* developing heritage and tourism in the City

4.12. Economic development policies take account of other City Council Strategies, especially those concerning employment-related land uses. The Plan allocates a range of sites for new industry and commerce with policies geared to growth over the plan period. It takes into account the increasing importance of services in maintaining the vitality and viability of town centres and it creates the conditions to attract regional and national headquarters. Industrial sites are retained for economic development purposes. In relation to both industrial and service sector uses, the Plan maximises the potential of the Enterprise Zones and the opportunities for job creation they represent. The environment of existing estates will be enhanced and new development should be of a quality which promotes the prestige and attractiveness of the City.

### POLICIES

#### General

#### **EC1 THE CITY COUNCIL WILL ENCOURAGE PROPOSALS AND INITIATIVES WHICH:**

- (i) DEVELOP THE CITY'S ROLE AS A MAJOR MANUFACTURING CENTRE, ESPECIALLY IN RELATION TO ADVANCED OR HIGH TECHNOLOGY PROCESSES;**
  - (ii) ASSIST THE CREATION AND GROWTH OF LOCAL BUSINESSES;**
  - (iii) FURTHER DEVELOP THE SERVICE SECTOR, ESPECIALLY EDUCATION, OFFICES AND TOURISM**
  - (iv) ARE TARGETED AT AREAS OF ECONOMIC AND SOCIAL DEPRIVATION.**
- THE DEGREE TO WHICH A LOCATION IS SUITABLE FOR BUSINESS USE AND ACCESS FOR THE WORKFORCE TOGETHER WITH THE IMPACT OF DEVELOPMENT ON THE LOCAL ENVIRONMENT WILL ALSO BE TAKEN INTO ACCOUNT**

4.13. This policy outlines in general terms how the Economic Development objectives will be achieved. 'Encourage' means that sympathetic consideration will be given to planning applications for the types of development indicated, subject to the constraints outlined in EC4 and 5.

4.14. Even though the structure of the economy has undergone fundamental changes in recent years, manufacturing is, relatively, a greater source of employment in Sunderland than elsewhere in the County and the skills base of the local workforce is attractive to potential new industries. The City has a remarkable record of achievement for attracting inward investment, particularly from the Far East and USA amounting to some £1,000 million worth of investment and 10,000 new jobs. This strengthens the City's claim to be the Advanced Manufacturing Centre of the North.

4.15. Service sector growth can be encouraged by identifying new sites which are well located and attractive to business users particularly in the City Centre and along main transport corridors. Expansion related to the University and further education is also providing a significant boost to the service sector locally. As well as responding to the needs of industry for particular skills, education and training has in fact been an important source of economic growth in its own right. For example, the University generates significant direct and indirect employment, income and investment. It provides employment for some 1,400 FTE staff and has some 15,600 students - thus proving to be a significant actor in the local economy. Through further expansion, the University expects to create up to a further 1,100 jobs by the year 2000.



## EC 4 Economic Development

4.16. As noted in Chapter 2, a recent analysis of 1981 and 1991 Census data showed that the same six Sunderland electoral wards were ranked in the 10% most deprived wards in the Region in 1991 as had been in 1981 (Castletown, Grindon, South Hylton, Southwick, Thorney Close and Town End Farm). Because there are spatial concentrations of unemployment and deprivation, there is a need for specific local initiatives such as through support for co-operatives and community enterprises.

4.17. Planning applications will also be assessed on whether a location is suitable for the use in question, in accordance with Central Government guidance (PPG4) which states that, through the UDP, the Council can take account of the locational needs of industry whilst also working towards wider objectives, notably:-

- \* minimising the length and number of trips, especially by road
- \* discouraging development which would add to congestion
- \* encouraging more energy-efficient modes of transport
- \* directing development requiring access to mainly local roads away from trunk roads. This approach also receives further support in PPG13 Transport.

4.18. The Council can acquire land and make it available for developers although most proposals and initiatives are expected to originate within the private sector. Wherever necessary the Council will seek to co-operate with the private sector in appropriate partnership arrangements to secure the implementation of projects which support this policy. The non-land use aspects of this policy are implemented through the Council's collaboration in the City of Sunderland Partnership which promotes the Business Start-up scheme, encourages research and development related to the needs of local companies and promotes the Wearside Business and Education Council (WearBEC). The following Part I and Part II policies will give additional details of the initiatives which will help to implement this policy.

### Business Support

**EC2 THROUGH THE ALLOCATION OF SOME 1250HA THE COUNCIL WILL SEEK TO ENSURE AN ADEQUATE SUPPLY OF LAND AND PREMISES TO MEET THE CITY'S ECONOMIC DEVELOPMENT NEEDS, MAXIMISING CHOICE BY IDENTIFYING OF A WIDE RANGE OF SITES (BY SIZE, TYPE AND LOCATION) INCLUDING:**

- (i) STRATEGIC SITES PRINCIPALLY FOR BUSINESS (B1) AND GENERAL INDUSTRIAL USES (B2) ;
- (ii) SITES FOR OFFICE DEVELOPMENT AND BUSINESS USES (B1);
- (iii) SITES FOR INDUSTRY (B2) AND WAREHOUSING (B8); AND
- (iv) SITES AND PREMISES FOR SMALL FIRMS, NEW BUSINESSES AND COMMUNITY ENTERPRISE INITIATIVES

**EC3 THE COUNCIL WILL SUPPORT NEW AND EXISTING ECONOMIC ACTIVITY BY:**

- (i) PROVIDING LAND AND PREMISES FOR BUSINESS AND INDUSTRIAL USE;
- (ii) ENCOURAGING INITIATIVES WHICH IMPROVE EMPLOYMENT OPPORTUNITIES FOR DISADVANTAGED GROUPS;
- (iii) CREATING A HIGHER QUALITY ENVIRONMENT FOR INDUSTRY, BUSINESS AND THE WORKFORCE;
- (iv) ENCOURAGING THE RE-USE OF LAND AND PREMISES;
- (v) DEVELOPING AND IMPROVING INFRASTRUCTURE.

4.19. These policies set out the Council's approach to development for economic purposes. The figure of 1,250ha comprises the following allocations:- some 1,215ha under EC4; 27ha under EC6; and smaller sites identified in the area chapters. The total is based on an assessment of past and expected rates of take up (see Fig 4.3) and should be adequate to meet the demand for manufacturing and commercial sites as well as providing employment opportunities for Sunderland's residents. Choice is essential to the health of the local economy because firms have differing requirements, depending on the type of activity - from those generating noise or heavy traffic to more prestigious office developments.

**Table 4.1 - Sites Available, 1997**

Size Band	Sunderland North	Sunderland South	Washington	Houghton - Hetton	Total
under 1ha	15	18	13	9	55
1 - 4 ha.	3	7	18	9	37

## EC 4 Economic Development

4 - 10 ha.	0	2	5	0	7
10 + ha.	0	0	3 (incl Nissan)	1	4
<b>Total no of sites</b>	18	27	39	19	103

Source: Environment Department

4.20. The provisions in these policies also reflect Government guidance which states that local planning authorities should ensure there is a variety of sites available to meet differing needs. These should have ready access to transport networks and be capable of accommodating specialised forms of development which can contribute to the country's economic well-being and inward investment. Encouragement will be given to enable people to live near their work. This is particularly important for sites and premises suitable for small or community businesses which should be situated as close as possible to the residential areas they are intended to serve.

4.21. A strategic site should provide:-

- \* good access to the primary road network
- \* optimum accessibility for the workforce
- \* good links by existing or potential public transport services
- \* reasonably level topography
- \* the minimum need for off-site drainage and other infrastructure requirements
- \* sufficient separation from residential and other sensitive areas so as to be able to operate without undue adverse consequences
- \* measures to minimise any impact on features of natural or archaeological interest and good quality agricultural land.

4.22. A proposal for a separate strategic site in the Green Belt north of Nissan was included in previous stages of this plan to provide for possible demand either from a major inward investor or in the event of a major expansion of Nissan. The Inspector referred in his report to Government advice (PPG2) that detailed Green Belt boundaries defined in adopted local plans should be altered only exceptionally. Although he found that the allocation was essentially speculative, he also stated:

“Whilst I accept the desirability of making provision for a major inward investor, it is my view that the selection of a strategic site should ... be considered on a regional basis. Updated Regional Planning Guidance is being prepared and it would be unwise to pre-empt its outcome. Site selection could therefore form part of the first review of the UDP, or an earlier update, if necessary.”

The Council will review the need for a strategic allocation north of Nissan in the light of Regional Guidance.

### Land

4.23. An assessment can be made of the total amount of land likely to be needed on the basis of projecting past levels of demand. This would not necessarily be adequate however in that sites of different sizes, characteristics and locations are needed to meet varying demands.

**Table 4.2 Projected Land Take Up**

Option	Take-Up Rate	1998 - 2006	
		demand	balance
1 (lower)	12.7	114	91
2 (higher)	31.4	283	-78

4.24. The lower option assumes that the pattern of demand since 1980 will continue largely unchanged. It excludes the development of Nissan's own site together with its associated factories. On this basis, a further 114ha. could be required to 2006, well within the 205ha presently available. One of the City's key assets in attracting investment has been the readily available supply of relatively cheap industrial land and this should be maintained as far as possible. Option 2 is a straightforward projection of demand on the basis of total take-up

## **EC 4 Economic Development**

1980-97 which includes Nissan. If another large scale investment were attracted to the City, present allocations could be inadequate, with a shortfall of up to 80ha by 2006.

4.25. The current supply of land approximately matches expected demand to 2006. The main concern of the UDP is therefore one of quality not quantity in terms of site size, type and location. To ensure an adequate supply of land is available for incoming and expanding economic developments, approximately 30ha of new land is allocated for employment generating uses. This, with the 205ha of vacant land on existing sites, is expected to provide sufficient land for the plan period, giving a choice of size and location as well as allowing for more generous landscaping.

### **Nissan**

4.26. The story of Nissan's location in Sunderland is one of continuing expansion and growth. There has also been a significant multiplier effect with almost 3,000 people employed by Nissan suppliers within the City area, as well as the 4,000 or so who are directly employed. Following Nissan's decision to locate in the North East in 1984, some 28 Japanese companies have chosen to settle here, forming the largest concentration of Japanese engineering investment in Europe. Despite market fluctuations, sales of Nissan cars in Western Europe are expected to increase. Nissan is now one of the UK's largest car manufacturers with a substantial proportion of production going for export. It claims to contribute some £500million annually to the Region's economy.

4.27. The company operates a lean production system keeping stocks to a minimum, requiring regular and frequent deliveries of parts, meaning that suppliers often need to be physically close to their customer. Some, such as Ikeda Hoover, are literally at the factory gate. This track record of rapid development and expansion is exceptional and the Council recognises the important role which the Nissan company plays in the economy. An extension into other land north of the A1290 by Nissan itself or for an associated business which needs to be located close to the Nissan complex may be considered. Because of the area's Green Belt status, any proposal will have to demonstrate exceptional need and include appropriate nature conservation measures.

### **Premises**

4.28. In the past, the main providers of industrial premises have been public sector bodies such as the Council and English Partnerships. Although public sector support will need to continue, the interest shown by private developers for example at Doxford Park is an encouraging indicator of the growing strength of the local industrial property market. The Council will continue to provide sites and promote the development of factories, workshop units and Enterprise Centres, using partnership arrangements with the private sector.

### **Other Issues**

4.29. Some parts of the City, particularly the western edge of Sunderland and inner city areas, are more seriously affected by unemployment and present few investment opportunities for the benefit of local residents. In these cases, community-based initiatives could be a major means of regenerating the local economy and providing job opportunities for those who are most disadvantaged in employment terms. Additional help is given through the training programmes of Sunderland TEC.

4.30. Improvement Area legislation has been a successful tool in restoring the economic viability of some older urban areas. However changes in Government funding regimes have created uncertainty amongst potential beneficiaries of grant schemes. The Council will, where possible, continue to identify those areas which could benefit from improvement schemes and direct its remaining resources accordingly.

4.31. The re-use of land and premises helps maintain a range and choice of sites for economic development purposes as well as reducing pressure on previously undeveloped sites or for the allocation of further land. It is important for the regeneration of an area and encourages the re-use of sites which are already well served by public transport. For example, the new University campus at St. Peter's Riverside has been instrumental in the regeneration of the North Sands area.

4.32. Where necessary, works can be undertaken to provide or improve infrastructure such as highways and utility services. This can be done in response to the needs of existing firms or to make estates more attractive to potential investors.

4.33. In order to monitor and implement these policies the Council will continue to produce the Office Sites and Industrial Land Availability Registers. Where the supply is not adequate and there are gaps in provision, the

## EC 4 Economic Development

Council will act to remedy this through preparing existing vacant sites and identifying and assembling new ones, where necessary through using its compulsory purchase powers. It will continue to work with other agencies for example through the City of Sunderland Partnership, to encourage and facilitate private sector investment in the City. It will also continue to channel funding from other bodies such as the European Commission and Central Government for infrastructure and preparatory works.

### LAND FOR ECONOMIC DEVELOPMENT

#### Existing Areas

**EC4 EXISTING BUSINESS AND INDUSTRIAL LAND AMOUNTING TO SOME 1215 HA WILL BE RETAINED AND IMPROVED FOR THE FOLLOWING RANGE OF USES WHICH WILL BE DEFINED FOR EACH SITE IN PART II:-**

**ACCEPTABLE PRIMARY USES**

**OFFICES, RESEARCH & DEVELOPMENT, LIGHT INDUSTRY (B1)  
GENERAL INDUSTRY (B2)  
WAREHOUSES AND STORAGE (B8)**

**POSSIBLE ANCILLARY USES WHERE REQUIRED TO MEET THE NEEDS OF EACH SITE**

**SHOPS UP TO 50 SQM (ABOUT 500 SQ FT) INDIVIDUAL SALES AREA  
OFFICES WHERE SERVICES ARE PROVIDED FOR THE GENERAL PUBLIC (A2)  
FOOD AND DRINK OUTLETS (A3)  
HOTELS (C1)  
COMMUNITY FACILITIES (D1)  
ASSEMBLY AND LEISURE (D2)  
OPEN SPACE**

**UNACCEPTABLE USES (EXCLUSIONS) WOULD INCLUDE:**

**OTHER SHOPS (A1)  
RESIDENTIAL INSTITUTIONS (C2)  
HOUSING (C3)  
WAREHOUSE CLUBS.**

**PROPOSALS INVOLVING INCOMPATIBLE OR BAD NEIGHBOUR USES WILL ALSO BE REQUIRED TO CONFORM TO EC12 -EC15. PROPOSALS FOR USES NOT LISTED WILL BE DECIDED ON THEIR INDIVIDUAL MERITS.**

4.34. Development plans are required to give industrial and commercial developers and local communities greater certainty about the types of development that will or will not be permitted in a given location. This policy sets out the principal uses expected on land allocated for economic development purposes. It provides the general framework for more specific proposals contained in the relevant Part II area proposals. These may also specify certain areas of an industrial estate e.g. where it borders housing, where the range of uses may be restricted.

4.35. An acceptable use is one which the Council could be expected to approve in principle, though detailed matters would still be subject to negotiation. The primary use would be that which constitutes the main land use, as stated on a planning application or in the original allocation. An ancillary use is a subsidiary one which would contribute to the improved functioning of the primary use, for example by creating better conditions for employees or providing minor additional services to support the economic viability of the site.

4.36. The Council's priority is to reduce unemployment through protecting existing jobs and enabling the creation of new ones. It is important therefore to ensure that areas are available where enterprises can operate without causing nuisance to other, more sensitive uses such as housing. Also, industrial land is a scarce resource. It is expensive to prepare for development and the need for additional industrial land should be kept to a minimum, limiting its intrusion into the countryside. Existing industrial allocations are generally well related to housing areas and transport infrastructure. They are suitable for their purpose and should be retained.

4.37. In some circumstances an applicant may wish to include provision which would not normally be considered appropriate in an industrial area because of wider social changes - more women in the workforce, more single parent families. Some limited provision of other facilities on industrial estates may become economically attractive as well as socially desirable. Where provision can be shown to:

- \* meet proven needs in the locality

## EC 4 Economic Development

- \* improve facilities for employees
- \* support the economic viability of the enterprise

and providing it does not interfere with the primary purpose of the estate, the use may be permitted. This could include the provision of sport and recreation facilities by employers, a long-standing tradition which the Council will continue to encourage; it may also include childcare or very limited shopping facilities either as part of a specific industrial/ office development proposal or aimed at serving the needs of workers in the general locality.

4.38. Retail uses, especially those which attract a large number of visiting members of the public, are not considered acceptable because of the potential impact on the operations of other firms as well as the vitality/viability of shopping centres. Adequate provision for other uses, such as housing and retailing, is made elsewhere in this Plan.

4.39. The Council as local planning authority will implement this policy through the exercise of its development control and land ownership powers.

### Mixed Use Sites

**EC5 MIXED USES WILL BE PERMITTED ON A LIMITED NUMBER OF SITES. USES ACCEPTABLE ON EACH SITE WILL BE DEFINED IN PART II BASED ON THE FOLLOWING RANGE:-**

**ACCEPTABLE PRIMARY USES**

**OFFICES, RESEARCH AND DEVELOPMENT, LIGHT INDUSTRY (B1)**

**GENERAL INDUSTRY (B2)**

**WAREHOUSES AND STORAGE (B8)**

**HOTELS (C1)**

**SPECIALISED OR INSTITUTIONAL HOUSING (C2)**

**CAR SHOWROOMS AND THOSE RETAIL OPERATIONS SUCH AS BULKY GOODS RETAILING WHICH COULD NOT EASILY BE ACCOMMODATED IN EXISTING SHOPPING CENTRES**

**POSSIBLE ANCILLARY USES**

**SHOPS UP TO 50 SQM (ABOUT 500 SQ FT) INDIVIDUAL SALES AREA**

**OFFICES WHERE SERVICES ARE PROVIDED FOR THE GENERAL PUBLIC (A2)**

**FOOD AND DRINK OUTLETS (A3)**

**COMMUNITY FACILITIES (D1)**

**ASSEMBLY AND LEISURE (D2)**

**OPEN SPACE**

**PROPOSALS FOR USES NOT LISTED WILL BE DECIDED ON THEIR INDIVIDUAL MERITS.**

4.40. Mixed Use Areas are those where no single land use is dominant. They can fulfil an important role in the community by providing opportunities for jobs and services that are difficult to create in areas with a single dominant use - activities such as car showrooms or caravan sales and servicing would fall into this category. As with EC4, this policy provides the general framework for those mixed use areas identified in the appropriate Part II area proposals, which define the actual uses acceptable for each site. The definitions of primary and ancillary are as set out in paragraph 4.35 above.

4.41. Where a mixture of uses has evolved, these are not necessarily mutually exclusive. Most sites reflect past decisions either by the Council or on appeal; others represent established uses not subject to planning control. In such areas a mixture of uses will be allowed, with planning conditions or obligations being used as appropriate to achieve the following aims:-

- \* to prevent subsequent intensification from becoming unacceptably intrusive, thus safeguarding local amenity
- \* to ensure that retailing is confined to specific uses such as bulky goods or retail warehousing which, by their scale and nature, may be inappropriate within existing shopping areas
- \* to control changes of use within use classes such as from car showrooms to convenience retailing in order to protect the vitality and viability of centres protected under S1.

Where retailing is permitted or is already present, it will not be allowed to an extent where it could undermine the mixed use nature of the site. Convenience retailing may be permissible if it is needed to ensure a balanced provision of facilities in accordance with policies S1 and S4. In such cases, the applicant should be able to show that there are no other, more appropriate sites available and there would be no adverse effect on existing facilities.

## EC 4 Economic Development

4.42. The Council as local planning authority will implement this policy through the development control process and, where appropriate, the exercise of its land ownership powers. Some developments may also require planning agreements to curtail the indiscriminate spread of uses.

### Major Sites

**EC6 MAJOR NEW PROVISION OF LAND FOR ECONOMIC DEVELOPMENT USE WILL BE MADE, PRINCIPALLY AT SOUTH RYHOPE (20HA) AND SOUTH DOXFORD PARK (7HA).**

4.43. Although over 200ha. is potentially available Table 4.2 shows that there are only 4 sites above 10ha. in the entire City area. Of these, only Rainton Bridge South is immediately available for general industrial development - two sites require preparation and the other is under option to Nissan. Thus in order to offer a choice of larger sites, additional land is required.

4.44. The Council proposes these sites with regard to:-

- \* the increased need for new jobs in the wake of closures of shipyards and the last coal mine
- \* analysis of past patterns of industrial land take-up, which indicates the level of demand could remain high in the future
- \* the need to strengthen the City's role as a regional manufacturing centre - ensuring the Council can continue to offer a range of site size, type and location to potential investors
- \* the demand for employment in terms of the number of economically active in the City
- \* the long lead-in time between identifying a site and it becoming available for development

4.45. With the completion of Leechmere industrial estate and allowing for the development of Doxford International, there will be no site of any significant size (over 4ha) in the southern part of Sunderland, yet substantial sites for new housing have been allocated. South Ryhope was originally included in the Structure Plan, though it was not brought forward for development due to the need for road improvements. The site would strengthen the City's longer term economic strategy, particularly in Sunderland South. It also has the potential for a link to the rail network.

4.46. The Enterprise Zone at Doxford International was declared in 1990 and has assisted in the rapid development of the Business Park. It has attracted strong tenants and currently provides for B1 uses only. Building on this success, a further area of 7ha has been identified as an extension making maximum use of existing infrastructure. These two sites will improve the portfolio available in this part of the City as well as offering employment in locations easily accessible from those areas with relatively high rates of unemployment.

4.47. Any development proposals will be expected to protect environmentally sensitive sites, particularly at Ryhope and to address the impact on the road network as set out in Policy T14 and the supporting text. Development may involve some consolidation of ownership, requiring the financial support of the Council.

## SERVICES AND TOURISM

### Offices

**EC7 OFFICE DEVELOPMENT AND REFURBISHMENT SCHEMES WILL BE PARTICULARLY ENCOURAGED IN THE CENTRES OF SUNDERLAND AND WASHINGTON AND IN THE ENTERPRISE ZONES. ELSEWHERE OFFICES AND OTHER USES WITHIN CLASS B1 WILL BE TREATED IN ACCORDANCE WITH POLICY EC4.**

4.48. EC4 addresses the provision of offices on industrial estates. However, the Council is also seeking to maintain the vitality and viability of the main centres in the City. Office employment contributes greatly to the general viability of these, as well as making a more sustainable use of public transport provision, existing premises and service infrastructure. Sites are also available for those office uses which may be more appropriate to a business park location such as in the Enterprise Zones.

4.49. The structure plan identified Sunderland city centre as second in the hierarchy of office provision in Tyne and Wear after Newcastle. However with a city-wide total of 273,000m<sup>2</sup> in 1994, Sunderland is still substantially smaller than Newcastle which has over 500,000m<sup>2</sup> in its city centre alone. Although floorspace has increased since 1984, Sunderland has not matched the rate of growth in Newcastle, nor the rapid rate of development in Gateshead's Enterprise Zone.

## EC 4 Economic Development

4.50. In order to secure a higher rate of growth in the office sector, more decentralised government offices, research and development activities (such as Nissan's European Technology Centre) and national and regional headquarters (e.g. Nike) need to be attracted. The City Centre is well situated in relation to public transport which will be enhanced by the proposed extension of the Tyne & Wear Metro. The designation of the Enterprise Zones, combined with the potential for office development at Washington, presents further opportunities to diversify and extend the office sector in the City.

### Tourist Facilities

EC8 THE COUNCIL WILL SUPPORT THE EXPANSION OF ACTIVITIES CATERING FOR TOURISTS AND OTHER VISITORS BY:

- (i) IDENTIFYING, CONSOLIDATING AND SAFEGUARDING ATTRACTIONS;
- (ii) REFUSING PROPOSALS WHICH WOULD HAVE AN ADVERSE IMPACT ON TOURIST ATTRACTIONS (AS IDENTIFIED IN THE AREA CHAPTERS);
- (iii) ACTIVELY ENCOURAGING OPPORTUNITIES FOR NEW TOURIST INITIATIVES, ESPECIALLY WHERE THEY ARE NEAR EXISTING AREAS OF VISITOR INTEREST;
- (iv) PROVIDING CYCLE AND CAR PARKING FOR VISITORS, AND FOOTPATHS AND INTERPRETATIVE FACILITIES AT TOURIST ATTRACTIONS.

THE ENVIRONMENTAL IMPLICATIONS OF ANY PROPOSALS, PARTICULARLY IN THE DEFINED COASTAL AREAS, WILL BE TAKEN INTO CONSIDERATION.

EC9 HOTELS, CONFERENCE CENTRES AND SIMILAR FACILITIES WILL NORMALLY BE PERMITTED WITHIN THE CENTRES OF SUNDERLAND AND WASHINGTON, ON SITES WELL RELATED TO THE PRIMARY ROAD NETWORK AND IN ASSOCIATION WITH MAJOR RECREATION AND LEISURE DEVELOPMENTS. THEY MAY ALSO BE ACCEPTABLE ON INDUSTRIAL/COMMERCIAL LOCATIONS DEFINED ELSEWHERE IN THE PLAN PROVIDED THAT THERE IS A SIGNIFICANT ELEMENT OF JOB CREATION AND AN OVERALL SATISFACTORY ENVIRONMENT.

4.51. Tourism and leisure activities are increasingly being recognised as valuable contributors to the local economy. These include hotels, guest houses, restaurants, cafes, public houses, clubs, cultural facilities such as libraries museums and art galleries, and sport. Because most tourist provision is leisure-related, it is expected that hotel development will largely take place adjacent to leisure or tourist facilities. However Sunderland is experiencing a growth in industrial tourism - visits which are related to business activities - where visitors may need accommodation close to factories. In such a case, it may be appropriate to locate a hotel on an industrial estate, though any such development would be required to ensure that general amenities for visitors and employees alike were acceptable.

4.52. In 1991 over 31,000 jobs in Tyne and Wear were in tourism and leisure, with perhaps a further 2,000 self employed. Almost a quarter of these were in the City of Sunderland. As well as providing jobs, tourism and leisure can help in the following ways:-

- \* by increasing spending in the locality
- \* improving the local quality of life through environmental and leisure projects
- \* enhancing the image of the city, thus assisting with industrial promotion and inward investment
- \* developing cultural activities

Tourist-related activities are particularly notable around Sunderland city centre, the seafront area and Washington.

4.53. In addition to the high level of business visitors staying overnight in hotels and guest houses, Sunderland's tourist trade generally consists of people on academic and sporting visits. There is also a strong 'visits to friends and relatives' (VFR) market with visitors overspilling into serviced accommodation. Major factors which will influence the local tourism sector are the expansion of the University and the continued growth of the Nissan car company. The potential impact of new facilities such as the Sunderland Glass Centre and the new football stadium need to be considered. Whilst the Council is keen to support developments which would improve facilities - through promotion and marketing, or grants where applicable - it is also aware of the need to protect the original characteristics of the attraction.

4.54. Recently there has been substantial interest in developing hotel provision. The tourism strategy for the Northumbria region identified the need for the development of an additional 3,000 bed-spaces in a variety of accommodation together with the creation of showpiece developments. There are a number of sites in the City

## EC 4 Economic Development

which are available for major hotel developments. Implementation will be through the development control system and negotiation with developers.

### SPECIAL PLANNING AREAS

#### The Enterprise Zones

**EC10 THE COUNCIL WILL SEEK TO MAXIMISE THE POTENTIAL OF THE ENTERPRISE ZONES AND THE EMPLOYMENT OPPORTUNITIES THEY PRESENT BY PROMOTING THE TYPES OF USES CONSIDERED APPROPRIATE, AS DEFINED IN THE DESIGNATION DOCUMENTS.**

4.55. The Enterprise Zones consist of three sites made up of:-

- \* Hylton Riverside/ Southwick (35ha.) designated as part business park, part general industrial use
- \* Castletown (6.5ha.) designated for business, industry and warehousing
- \* Doxford International (40ha. in total, of which 20ha. has enterprise zone status) designated for B1 and B2 uses together with an hotel.

4.56. The benefits available for industrial and commercial properties in enterprise zones include:

- \* exemption from rates
- \* capital allowances of 100%
- \* relaxed planning regime/ speedy handling of remaining planning controls

4.57. Sunderland's Enterprise Zones came into force in April 1990 and last for ten years. They were identified in response to the closure of the shipbuilding yards and the resultant loss of 2,400 jobs. Hylton Riverside currently has 400,000 sq. ft of business and industrial space providing employment for almost 500 people. The successful development of all three zones could create up to 4,200 jobs.

#### The Rural Economy

**EC11 PROPOSALS WHICH SUPPORT OR HELP TO DIVERSIFY THE RURAL ECONOMY WILL NORMALLY BE APPROVED PROVIDED THAT THE DEVELOPMENT CONFORMS WITH GREEN BELT AND COUNTRYSIDE POLICIES.**

4.58. Government guidance encourages diversification and the accommodation of change while continuing to conserve the countryside for the benefit of residents and visitors. It emphasises the need to accommodate changes in agriculture following revisions to the European Community's Common Agricultural Policy (CAP) and the current reduced emphasis on food production. Clearly this will affect the rural parts of Sunderland where agriculture is a major land use (29% of the City's area is in agricultural use). However it is also important in the context of Sunderland to consider the consequences of coalfield closures, which have particularly affected the southern, rural part of the City, and the consequent pressures for diversification and job creation.

4.59. This policy therefore reflects Government advice whilst respecting local environmental constraints. It seeks to allow farmers and landowners to continue managing the countryside for the benefit of the whole community and to offer local employment opportunities to residents in the rural area. The Council as local planning authority will implement this policy through the exercise of its development control powers in the context of advice from FRCA/ MAFF.

### DEVELOPMENT CONTROL

#### Incompatible Industries

**EC12 PROPOSALS FOR THE DEVELOPMENT OF POTENTIALLY POLLUTING INDUSTRIES WILL NORMALLY BE REQUIRED TO:**

- (i) HAVE ADEQUATE PHYSICAL AND VISUAL SEPARATION FROM OTHER DEVELOPMENTS TO ENSURE BOTH SAFETY AND GENERAL AMENITY (ESPECIALLY IN RESPECT TO RESIDENTIAL AREAS);
- (ii) HAVE TRANSPORT ROUTES AVAILABLE TO THE PRIMARY ROAD/ RAIL NETWORK WHICH AVOID DENSELY BUILT-UP AREAS AND PROVIDE FOR THE SAFE PASSAGE OF HAZARDOUS MATERIALS;



## EC 4 Economic Development

(iii) PROVIDE FOR THE RESTORATION OF THE SITE SHOULD THE USE BE DISCONTINUED;  
(iv) BE DESIGNED TO MINIMISE ANY ADVERSE IMPACT ON THE ENVIRONMENT.  
IN CONSIDERING PROPOSALS, THE COUNCIL WILL PAY SPECIAL REGARD TO ADVICE RECEIVED FROM THE HEALTH AND SAFETY EXECUTIVE, THE NATIONAL RIVERS AUTHORITY AND HER MAJESTY'S INSPECTORATE OF POLLUTION. IT WILL ALSO TAKE INTO ACCOUNT THE MEANS OF DISPOSAL OF ANY TOXIC WASTE GENERATED.

4.60. Local authorities are required to make realistic provision for industries which may be detrimental to amenity or a potential source of pollution - sometimes described as 'bad neighbour uses'. These do not necessarily pose any threat to public health or safety, but can give rise to unpleasant effects and annoyance through noise, vibration, airborne particles or other sources of nuisance. Some business sites identified in Part II are sufficiently separate from residential and other sensitive uses to be considered as suitable locations for special industries.

4.61. This policy lists those planning requirements which any proposal would be expected to meet. Separation from residential uses in particular is necessary to protect local amenity. Where a development requires access to the primary road network, defined routes shall, as far as possible, avoid built up areas in order to minimise any danger to other road users and residents.

4.62. Implementation will be through the use of development control powers and S106 agreements, in consultation with the authorities listed in the proposal.

EC13 PROPOSALS INVOLVING THE INTRODUCTION, STORAGE OR USE OF HAZARDOUS SUBSTANCES WHICH WOULD CREATE POTENTIAL RISK TO SURROUNDING AREAS WILL NOT NORMALLY BE PERMITTED.

4.63. Hazardous or unpleasant uses can cause problems for others in the locality. A special form of planning control applies to the keeping of hazardous substances (gases, liquids or powders which are explosive, flammable or poisonous) at or above certain quantities, known as hazardous substances consent. The substances and their controlled quantities are specified in the Planning (Hazardous Substances) Regulations 1992. Hazardous Installations and explosives sites must also be registered with, or licensed by, the Health and Safety Executive (HSE). Any development nearby must follow the prescribed consultation procedure.

4.64. Under the Planning (Hazardous Substances) Act 1990 the local planning authority is also the authority for hazardous substances. In Sunderland this is the Council. This policy is intended to minimise the risk to residents and other nearby land users whilst acknowledging the presence of and need for certain hazardous installations. The Council will implement this policy in consultation with the Health and Safety Executive.

### Bad Neighbour Uses

EC14 THE COUNCIL WILL SEEK THE RELOCATION OF THOSE USES WHICH HAVE A SERIOUS DETRIMENTAL EFFECT ON SURROUNDING AREAS PARTICULARLY WHERE THEY ARE ADJACENT TO RESIDENTIAL OR COMMERCIAL AREAS OR ARE ON OBTRUSIVE SITES.

4.65. Although a great deal of progress has been made, there are still some premises which are inappropriately located. The Council recognises that this can cause a nuisance to neighbouring residential and commercial areas or to neighbouring industry of a sensitive nature. For example, most scrap yards are located along the River Wear corridor and within the inner urban area of Sunderland. A Council report identified three main problems presented by the existing distribution which are still relevant. These are sites which:

- (i) occupy physically constricted sites which deny their owners the opportunity to expand;
- (ii) are affected by planning and/or reclamation proposals or constitute non-conforming uses;
- (iii) are "unsightly" in their appearance.

4.66. Continued rationalisation (including re-location where appropriate) and environmental improvements will be sought. Relocation will be encouraged through the identification of suitable new sites, premises or designated land. Compulsory purchase procedures may be considered to achieve removal of certain uses/users.

EC15 DEVELOPMENT OR EXTENSION OF SITES FOR BAD NEIGHBOUR USES INCLUDING SCRAP YARDS AND THE SORTING AND STORAGE OF WASTE MATERIALS WILL ONLY BE PERMITTED IN AREAS IDENTIFIED AS SUITABLE IN PART II PROVIDED THAT:

- (i) THERE WILL BE NO SIGNIFICANT NUISANCE TO ADJACENT PREMISES OR HIGHWAY USERS BY VIRTUE OF DUST, SMELL, VIBRATION, SMOKE, NOISES, POLLUTION OF CONTROLLED WATERS MUD OR SLURRY;
- (ii) THE SITE IS ADEQUATELY SCREENED OR IS NOT VISUALLY PROMINENT;

## EC 4 Economic Development

- |  |
|--|
| <p>(iii) APPROPRIATE FACILITIES ARE PROVIDED FOR THE STORAGE AND TREATMENT OF BY-PRODUCTS AND FOR WASTE DISPOSAL;</p> <p>(iv) THE SITE IS OF SUFFICIENT SIZE FOR OPERATIONS AND HAS ADEQUATE CAR PARKING AND SERVICING .</p> |
|--|

4.67. The increase in concern for environmental issues has, to some extent, lent greater support to the process of recycling and re-using waste materials - including scrapyards. The Council's intention is to provide for the continuance of this activity and limited expansion of the recycling industry where this is consistent with wider planning and environmental objectives and the well-being of the community. New or improved facilities should have adequate perimeter fencing and landscaping, parking, servicing and loading/unloading facilities, with covered or well-screened storage areas. These operations will be tightly controlled through the use of conditions and appropriate S106 agreements as well as being regulated through the waste disposal licensing system.

# H 5 Housing

## CHAPTER 5

5.1 To meet the changing needs and aspirations of the population, the provision of an adequate and continuous supply of land for housing is one of the key functions of the UDP. However, improvements to the existing stock and its environment are equally important because it provides, by far, the greater part of the choice available. Housing also plays its part in urban regeneration, by provision in those areas where jobs are being created, as well as by giving a direct stimulus to the construction industry.

5.2 With the advent of financial constraints on Council housebuilding, the private sector now accounts for the majority of completions (77% of completions in the City 1988-96), whilst housing associations provide the majority of the rest. The main function of local authorities is now to identify housing needs, thereby enabling provision to be made by housebuilders through partnerships with other agencies.

5.3 The 1980's also witnessed a change in the type of housing being provided. In the post-war period up to the 1980's, family dwellings were the norm through the construction of large Council and private estates. There has been a shift towards segmentation of the housing market, with particular housebuilders catering for specific demands, e.g. retirement homes. This has led to smaller housing developments offering a greater mix of dwelling types.

## HOUSING IN SUNDERLAND

5.4 City-wide, between 1981 and 1996, there was a net increase of 7,500 dwellings, from 114,000 to 121,500. Following the completion of Washington New Town, new development has become focused on the southern periphery of Sunderland and the Houghton-Hetton area. During the 1980's, measures aimed at urban regeneration have also succeeded in attracting private developers to inner area sites and run-down Council estates. However, as the existing stock makes up by far the greatest number of dwellings available, with new build only adding a very small percentage to the total each year, measures aimed at conserving and improving the existing stock are also essential.

5.5 The density of the City's housing stock varies; there are extensive areas of high density terraced housing in inner Sunderland and lower density suburban housing in the southern periphery and Washington New Town. The average density of all new development (1988-94) is 26 dwellings per hectare. It has tended to reflect the established pattern, the extremes being Urban Area South (40/ha) and Washington (20/ha). Flats have been developed at an average density of 76/ha and houses at 22/ha (See Appendix A).

5.6 **Council Housing** - Up to March 1996, over 14,000 Council dwellings in the City had been sold since 1980 under the Right to Buy, most being family houses. Council housing, 41,400 dwellings, now accounts for only 35% of the City's housing stock compared with 56% in 1981. The City Council's agreed priorities (Housing Strategy 1997/98) include:

- \* to bring empty homes back into use
- \* to restructure existing stock in order to match supply with demand
- \* to improve the amenities, security and energy efficiency of Council homes, and
- \* to improve the environment aesthetically.

All Council dwellings have basic amenities but there are problems with the design of certain types of property (e.g. flats and maisonettes). These will be improved through the Council's area regeneration programme. This involves restructuring and major improvement projects to revitalise unpopular housing or adapt housing which no longer meets local needs, also to improve areas of poor environmental quality or with problems of on-street parking. Other Council properties will be modernised when they become 30 years old.

5.7 **Housing Association** - The City's stock of Housing Association dwellings is 5,000 (4% of total stock). All have basic amenities. Sheltered accommodation, flats and houses have been built to meet identified needs in specific locations.

5.8 **Private Housing** - The number of private sector dwellings is 72,500 (61% of total stock). Over the years, a combination of area-based initiatives (General Improvement Areas (GIA's) and Housing Action Areas (HAA's)) with the availability of improvement grants has been used to improve several older private sector housing areas to great effect; additionally housing grants have been available generally for improvements to eligible properties. The vast majority of dwellings now have basic amenities. However, measured against new fitness standards (introduced by the Housing Act 1985 (as amended)), some 4% of private sector dwellings are unfit. These are

# H 5 Housing

concentrated within pre-1919 properties, which make up over 40% of the total private stock, being largely within the inner area of Sunderland (north and south of the river) and within the core of the coalfield communities - Houghton, Hetton, Newbottle, Penshaw and Shiney Row. The environment of many of these areas is relatively poor with little private or public open space. These older properties, however, provide an important source of inexpensive housing. Unfitness and poor environmental quality need to be tackled to ensure their continuing viability. The Local Government and Housing Act 1989 replaced GIA's and HAA's with Housing Renewal Areas (HRA's). There are no plans however to designate HRA's in the City at present, due to financial constraints, but the option of doing so will be kept under review.

**5.9 Houses in Multiple Occupation (HMO's)** - The trend towards smaller households - for young people, the aged, single parent families (see Chapter 2) - has created demand for sub-division of dwellings. The growth in the number of students attending Sunderland University is another contributory factor. Six categories of HMO have been identified by the Housing Committee - lodgings, bedsits, shared houses, hostels, nursing and rest homes, and flat blocks. There are estimated to be 1,500 HMO's in the City. All concentrations of HMO's are within the inner areas of Sunderland, the wards with the highest concentrations being Thornholme, Hendon, Central and St. Peter's. In particular, properties of three or more storeys lend themselves to conversion and sub-division.

**5.10** Certain categories of HMO - notably bedsits and shared houses - are known to lead to problems due to poor maintenance of dwellings and gardens, and on-street parking congestion, having an adverse impact on the surrounding residential area. There are other problems with HMO's relating to Housing legislation. These include properties not meeting fitness standards, lack of amenities and contravention of fire regulations. The extent to which planning can control HMO's is limited by the Town and Country Planning (Use Classes) Order 1987 and Section 55 of the Town and Country Planning Act 1990 (as amended).

**5.11 Fairground Travellers and Gypsies** - There are three established sites for travelling fairground workers, all of which are within the Houghton-Hetton area. They are used mainly as winter quarters. Sunderland does not attract substantial numbers of gypsies. Accordingly, the Council has not been under pressure to provide sites, with need being met by Durham County Council's site at West Rainton close to the City boundary.

## FUTURE HOUSING NEED AND SUPPLY

### Dwelling Requirements

**5.12** Chapter 2 identified an anticipated population at 2006 of some 297,000 if the Plan's policies achieve the aim of zero net migration by the end of its period. This is considered both a realistic assessment to arrest decline and is in line with economic prospects. The number of households could thereby grow to around 127,000. Even if population growth does not occur, the continuing fall in household size (expected throughout the Plan period) will increase the dwelling requirement significantly above the level of the existing stock. After making allowances for replacements to offset demolitions and conversions, as well as an element of vacant dwellings (4%) - normal to the housing market - some 14,300 additional dwellings could be required to meet the forecast need between January 1988 and December 2006 (See Appendix A).

**Table 5.1 : Household Projections and Dwelling Requirements 2001 and 2006**

Year	Households	Dwellings
2001	123,700	10,100
2006	127,100	14,300

### Completions and Commitments

**5.13** Between January 1988 and the end of December 1996, new housing completions averaged some 650 units per year (1997 Land Availability Review: Housing Development). Around 7,800 dwellings (including conversions) were either completed or committed through a grant of planning permission or equivalent. This is significantly more than the forecast requirement of 6,700 units included in the Secretary of State's Strategic Guidance for the whole period 1988-2001. (See Appendix A3 - sites schedule)

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**Table 5.2 : Housing Completions and Commitments January 1988 to December 1996**

Area	Sites fully completed Jan 88 - Dec. 96	<sup>2</sup> With permission at Dec. 96	Total
<b>Sunderland - Urban</b>	<b>812</b>	<b>68 (60)</b>	880
<b>South - S. Periph.</b>	<b>823</b>	<b>325 (189)</b>	1148
<b>Sunderland North</b>	<b>998</b>	<b>598 (560)</b>	1596
<b>Washington</b>	<b>855</b>	<b>339 (210)</b>	1194
<b>Houghton-Hetton</b>	<b>1285</b>	<b>604 (479)</b>	1889
Sub-Total	4773	1934 (1498)	6707
<sup>1</sup> Small Sites	399/483	181 (181)	580/664
Conversions	488	-	488
City Total	5660/5744	2115 (1679)	7775/7859

<sup>1</sup> Small sites are those of 10 dwellings or less. Two figures for completions are presented - the first relates to sites started and completed since Jan. 1988, the second to sites completed since Jan. 1988.

<sup>2</sup> Outline, full, or, in the case of Washington, Section 7.1 permissions, including sites already started but not completed and permissions granted since 1.1.88 which have now lapsed. Figures in brackets are those dwellings remaining to be completed on permitted sites as at December 1996.

Source: Housing Land Availability Register

5.14 Over the period 1988-1996 completions on small sites (10 or less units) averaged 40-50 per year. Since the base date given in Strategic Guidance (January 1988) and December 1996, some 500 completions have also come about as a result of sub-division of properties and conversions to residential use.

## The Private Housing Land Study 16th Review

5.15 The Tyne and Wear Private Housing Land Availability Study (PHLS), chaired by the Government Office for the North East, brings together the housebuilders' assessment of market demand and the development potential of sites with the planning authorities' assessment. The study examines the suitability of sites and the builders'/planning authorities' views as to the rate of development, and what market each site might meet.

5.16 The study is reviewed on an annual basis. The 16th Review was published in October 1997 and takes 1st January 1997 as its base date. It identifies sites for private housing thought to be available and capable of development within five years. (See Table 5.3)

**Table 5.3 : Sites for Private Housebuilding (Category 1)<sup>1</sup>**

Price Band	1997-2001	Post 2001
Low - to £50,000	622 (462)	446 (301)
Medium - £50,000 to £90,000	1494 (1414)	982 (917)
High - £90,000 to £130,000	295	310
Very High - £130,000+	40	40
<b>Total</b>	<b>2451 (2211)<sup>2</sup></b>	<b>1778 (1568)<sup>2</sup></b>

<sup>1</sup> Category 1 : Sites where there are no constraints to prohibit development

<sup>2</sup> Housebuilders' assessment

Source: PHLS 16th Review

5.17 The study classifies housing into four price bands. In the period 1997-2001, 25% of completions are expected in the low price category. The majority of completions (73%) are expected in the medium and high price categories. In Tyne and Wear as a whole the proportions are 22% and 75%, reflecting lower house prices in the City. Very high price dwellings account for 3% of expected completions in Tyne and Wear between 1997 and 2001, a figure which has been increasing in recent years. For Sunderland the proportion is significantly lower, at 1.6%.

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## Planning Policy Context

5.18 Government planning guidance on housing (PPG3) emphasises that a balance has to be struck between the need for development and the interests of conservation, whilst continuing to reflect the encouragement of home ownership. Development plans should show how future requirements for new housing can best be met, having regard to other planning objectives, such as Green Belt policy and the need to conserve land and energy resources, as well as protecting the natural and built heritage. PPG13 adds new objectives arising from consideration of 'sustainable development' issues. Housing development should be located, wherever possible, so as to provide a choice of means of travel to other facilities, e.g. through increasing densities and by juxtaposing employment and residential uses.

5.19 Strategic Guidance exhorts the public sector to work with the private sector and other agencies to increase housing development in the inner and other urban areas (RPG1, para. 2). Towards fostering this urban regeneration:-

- \* account should be taken of the extent to which successful strategies will be dependent upon the quality and location of sites;
- \* land allocations should provide realistic choice but not to the extent that regeneration of inner urban housing or the revitalisation of peripheral Council estates are frustrated, or excessive consumption of greenfield sites is promoted;
- \* the UDP should provide for a basic requirement of 6,700 dwellings to be built between the beginning of 1988 and the end of 2001 (14 years); this figure is neither prescriptive nor inflexible and the City Council may propose variations due to changed circumstances, new evidence or specific policy proposals.

5.20 Additionally, more recent government guidance given in PPG3 states that development plans should:-

- \* indicate the scale of provision to be made for housing, taking account of Strategic Guidance, normally for a period of at least 15 years from the base date of the Plan where possible;
- \* ensure and identify at least a five year supply of land available for development;
- \* take account of a community's need for affordable housing.

## UDP HOUSING STRATEGY

5.21 The City Council's aim for housing is "to ensure the continuing provision of an adequate supply of good quality, well managed homes which meet the requirements and aspirations of the people of the City of Sunderland" (Housing Strategy 1997/98). To pursue this strategy, the UDP's overall strategic aims and objectives set out in Part I aim to:

- \* assist in reducing out-migration by providing a sufficient number, diversity and quality of homes;
- \* continue to enhance existing residential areas and dwellings.

Land requirements should incorporate an element of flexibility by considering phasing of housing land, with appropriate monitoring and review.

5.22 A large proportion of the new housing allocations are to be provided in Houghton-Hetton and the southern peripheral area of Sunderland, where there are fewer constraints and where existing and planned infrastructure can accept further development. In Sunderland north of the river, land allocations largely reflect the previous local plans and the strategy of the former UDC. Most new land allocations in Washington are based on meeting the need for higher priced housing or to accommodate specialised need resulting from the changing characteristics of the New Town's population.

5.23 Whilst enough land should be made available for new housing, its release should be regulated so that improvement programmes are not undermined and large scale vacancies, which might lead ultimately to clearance becoming necessary, are avoided. Policies to ensure that the existing stock continues to meet local needs are necessary to complement those for new housing development. Improvements to poor housing environments also have a role to play in encouraging the retention of the existing stock.

5.24 The location of sites is to take into consideration possibilities for reducing local migration to nearby parts of County Durham and South Tyneside; this strategy may also serve as a pressure release should adjacent districts meet difficulties in the longer term due to environmental constraints in catering for their growing numbers of households.

5.25 The following factors have thus influenced the selection of specific sites for new housing development:

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- \* **Housing Demand** - Sites are allocated taking into account suggestions made by the building industry and landowners at the Draft for Consultation stage and a further review of the sites has taken place.
- \* **Choice** - A range of sites has been provided to meet market requirements (e.g. an analysis of the notional capacities of new housing sites identified in the Plan shows that 41% of dwellings are on sites of less than 5ha in size, 35% on sites between 5ha and 15ha, and 24% on sites of over 15ha).
- \* **Land Ownership** - Land availability is determined by knowledge of both public and private interest in marketing land.
- \* **Land Preparation** - The current availability and ease of provision of infrastructure and services has been taken into account - though some sites may have to be phased to accommodate the timetable for new infrastructural works or require finance to advance this. The likely availability of funding from English Partnerships has also been taken into account.
- \* **Reducing Need to Travel** - Sustainability implies a greater integration of planning and transport policies, specifically the re-use of derelict and vacant land and increased densities near to transport corridors, helping maximise existing services.
- \* **Urban Regeneration** - Some two-thirds of proposed dwelling plots use land which is either recycled, derelict or unused, thus fulfilling urban regeneration and sustainability objectives.

## POLICIES

### General

#### **H1 NEW HOUSING WILL BE PROVIDED WHICH:**

- (i) **MAXIMISES LOCATIONAL CHOICE (SUBJECT TO ENVIRONMENTAL AND INFRASTRUCTURE CONSTRAINTS) WHILST ALLOWING FOR A VARIETY OF NEEDS IN APPROPRIATE ENVIRONMENTS;**
- (ii) **CATERS FOR REDUCED OUT-MIGRATION AND INCREASING HOUSEHOLD FORMATION;**
- (iii) **ASSISTS IN THE REGENERATION OF EXISTING RESIDENTIAL AREAS;**
- (iv) **SECURES THE RE-USE OF VACANT AND DERELICT LAND WHEREVER POSSIBLE.**

#### **H2 HIGH PRIORITY WILL BE GIVEN TO THE CONSERVATION, MAINTENANCE AND IMPROVEMENT OF THE EXISTING HOUSING STOCK, AND, WHERE NECESSARY, TO THE IMPROVEMENT OF ITS ENVIRONMENT. HOUSING WHICH CANNOT BE IMPROVED TO PROVIDE SATISFACTORY LIVING CONDITIONS (AT A REASONABLE COST) COULD BE CLEARED.**

5.26 Policies for new housebuilding and the treatment of existing housing cannot be separated. New housing over the Plan period will only form some 12% of the total stock at 2006, hence existing dwellings form by far the greater part of the choice available. Therefore measures aimed at improving the existing housing to make it compatible with modern needs, and environmental enhancement, should continue to have high priority. Overall, improvements have kept the stock compatible with current needs and normal vacancy levels (3-4%). In 1991, less than 1% of households lacked a bath or w.c., compared with over 3% in 1981; over the same period, overcrowding (more than one person per room) was reduced from 5.5% of households to under 2%, the largest number of those remaining (nearly 1,200) being in the public rented (Council/ Housing Association) sector. A City-wide survey of housing conditions is planned to determine the condition of the stock. Whilst there is as yet no evidence of the need for wide scale demolition, some pockets which cannot be improved to the Council's fitness requirements may require selective clearance. New housebuilding should provide for those needs not met by the existing stock.

5.27 The provision of housing sites in a variety of locations suitable for a wide range of housing types will develop the strategy of the Plan, catering for household growth and reduced out-migration; and suitable locations will assist in retaining population currently moving to adjacent districts. It has earlier been discussed (see para. 5.12) that a minimum requirement of some 14,300 dwellings will be required by the end of the Plan period. Policy H3 seeks land to accommodate up to 15,000 dwellings so as to cater for this demand, provide a choice of location and flexibility for the market (see para. 5.34), though without creating an artificial demand which might lead to underuse of existing stock, with higher than normal vacancy rates.

5.28 New housing can help to assist in the regeneration of existing residential areas and communities and can help to solve imbalances between the type of housing available and the needs of the population, e.g. the

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increasing number of one person households requiring small units (see Chapter 2). The choice of location is however constrained by other environmental policies of the Plan and the desire to minimise the need for new infrastructure. The Plan also seeks to make full use of recycled, derelict and unused land (see Policy R2).

5.29 New housing will mainly be provided by the private sector with a limited amount by housing associations. The City Council may provide a limited number of dwellings subject to availability of finance. Improvements to the existing stock and its environment will be carried out by the private sector, as well as the Council, where appropriate, in partnership with the latter. Finance is available through the Council's HIP and possibly from area initiatives, such as 'City Challenge'. Recent expenditure on housing renovation grants has not however kept pace with demand, there being 1,200 applicants currently on the waiting list (Housing Strategy 1997-98).

5.30 The level of success of these policies will be measured by closely monitoring new housing development, through the City Council's annual Housing Land Availability and the PHLS Reports (see para. 5.15), together with reports on existing stock in the City Council's Housing Services Strategy Review.

### Land for Housing

**H3 SUFFICIENT LAND IS ALLOCATED TO PROVIDE FOR UP TO 15,000 NEW DWELLINGS BETWEEN JANUARY 1988 AND DECEMBER 2006 THROUGH A PHASED RELEASE OF LAND RELATED TO INFRASTRUCTURE IMPROVEMENTS. SHOULD THE AMOUNT OF DEVELOPMENT APPROACH THE BASE FIGURE BEFORE THE END OF THE PLAN PERIOD, THE COUNCIL WILL REVIEW THE ALLOCATION IN ACCORD WITH POLICY H9. THE TOTAL NUMBER OF DWELLINGS IS EXPECTED TO BE ACHIEVED AS FOLLOWS:**

- \* **SITES OF MORE THAN 10 UNITS FULLY COMPLETED BETWEEN JANUARY 1988 AND DECEMBER 1996 - 4800**
- \* **COMPLETION OF SITES WITH PLANNING PERMISSION PROTECTED UNDER POLICY H11 - 1900**
- \* **DEVELOPMENT ON SITES OF MORE THAN 10 UNITS IDENTIFIED IN PART II - 5400**
- \* **UNIDENTIFIED SMALL SITES OF 10 OR LESS UNITS - 1000**
- \* **WINDFALL SITES 0.4HA TO 1HA - 900**
- \* **CONVERSIONS - 1000**

5.31 The Plan's strategic aim to reduce the net level of migration to zero by the end of the Plan period depends particularly upon successful policies for economic regeneration and more especially on the provision of an adequate supply of land for housing. The latter should therefore meet the requirements of a projected population of some 297,000 persons at 2006.

5.32 Strategic Guidance provided for 6,700 new dwellings between January 1988 and December 2001 (14 years). The guidance allows for higher housing numbers based on consideration of new evidence. For Sunderland this evidence is threefold:

- \* population estimates and trend projections indicate a higher population than previously foreseen, but with a continuing substantial decline in household size and consequential growth in their number
- \* overall net out-migration, whilst still occurring, is diminishing (See Fig. 2.1); the Plan strategy aims to reduce this factor to zero by the end of the Plan period
- \* house building since January 1988 has averaged some 650 units per year compared with less than 500 per year foreseen by Strategic Guidance.

Sunderland is not alone in reconsidering its Strategic Guidance dwelling requirements. Current population estimates and recent projections have also resulted in other districts in Tyne and Wear reviewing upwards their population's housing needs.

5.33 The likely range of households indicated above (see para. 5.12) would result in a minimum new dwelling requirement of 10,100 from the Strategic Guidance base date of January 1988 to the end of 2001, and 14,300 to the end of 2006. (It should be noted that over 7,800 dwellings have already been completed or committed since January 1988 (see Table 5.2)). The figures include an allowance for demolition of outdated housing and for 4% of dwellings being vacant at any one time, as is usual to facilitate movement in the market.

5.34 It is proposed to make allowance for up to 15,000 new dwellings during the Plan period, providing a working surplus of some 5% over the minimum requirement at 2006. This surplus will give an element of choice in development of sites; it will also allow for the possibility of certain sites being developed for alternative uses where these are proposed (e.g. Russell Street West is also allocated for office use); for the likelihood that



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provision of some necessary infrastructure may delay a start on housing to beyond 2006; also that the numbers allowed for by small sites, windfalls and conversions (see below) may not be attained, for whatever reason.

5.35 The overall figure of some 15,000 dwellings is to be made up from various components (see Table 5.4). These are:

- \* housing sites (over 10 dwellings) fully completed between January 1988 and December 1996 (nearly 4,800 dwellings on such sites)
- \* unidentified small sites - a capacity of 10 dwellings or less has been used to define these sites (normally occupying 0.4 ha or less). Assuming that the recent rate of small site completions is maintained (40-50 per year), then over the 19 year period 1988-2006, some 1,000 dwellings could be expected to be constructed.
- \* windfall sites - on the basis of recent trends, some 900 units might be expected to come about on sites of 0.4 ha-1 ha. between January 1997 and December 2006. This may be a high figure because windfalls have occurred in areas where there has been no up-to-date policy coverage prior to the UDP, which will provide greater control over the incidence of such sites. Larger sites (above 1 ha), though possible, are less likely to comply with the Plan's policies and no allowance for such sites has been calculated in determining the figures in H3. This is in line with PPG3, Annex B.
- \* conversions - between 1988 and 1996, conversions of dwellings and other properties to flats accounted for some 500 additional units. Based on this, a figure of 1,000 has been projected for the period 1988-2006, which takes account of increasing demands for such small units.
- \* larger developments on sites of more than 10 units, providing the bulk of provision - around 7,300 units - of which sites for over 1,900 dwellings already have planning permission current or lapsed (granted since January 1988).

**Table 5.4 : New Dwellings January 1988 to December 2006**

Area	<sup>1</sup> Sites fully completed Jan 88 - Dec. 96	<sup>4</sup> With permission at Dec. 96	Proposed in UDP	Total
Sunderland - Urban	812	68	1100	1980
South - S. Periph.	823	325	2053	3201
Sunderland North	998	598	685	2281
Washington	855	339	300	1494
Houghton-Hetton	1285	604	1215	3104
<b>Sub-Total</b>	<b>4773</b>	<b>1934</b>	<b>5353</b>	<b>12060</b>
<sup>2</sup> Small Sites	399/483	181	420/336	1000
<sup>3</sup> Windfalls	-	-	900	900
Conversions	488	-	512	1000
<b>City Total</b>	<b>5660/5744</b>	<b>2115</b>	<b>7185/7101</b>	<b>14960</b>

<sup>1</sup> Figures for the four areas are for sites of more than 10 units.

<sup>2</sup> Small sites are those of 10 dwellings or less. Two figures for completions are presented - the first relates to sites started and completed since Jan. 1988, the second to sites completed since Jan. 1988.

<sup>3</sup> Windfall sites of 0.4 ha - 1 ha are not specifically identified in the Plan; the number is estimated from past records.

<sup>4</sup> Outline, full, or, in the case of Washington, Section 7.1 permissions, including sites already started but not completed and permissions granted since 1.1.88 which have now lapsed.

5.36 Strategic Guidance requires that the UDP should provide realistic choice, but not so as to severely damage the environment of urban or rural areas or frustrate the regeneration of inner urban housing and peripheral Council estates. The numbers proposed are attainable without putting pressure on land retained for the separation of settlements, or on urban open space, marginal areas of agriculture, or Green Belt. However, planning for a higher amount would create pressures on these areas.

5.37 It is considered that the housing requirement is suitably justified in relation to the Plan's population strategy; therefore there is no need to phase releases of land to constrain the market artificially. Nonetheless, certain sites will not be released without the appropriate off-site infrastructure being in place, e.g. necessary access roads, major sewerage and drainage, or even school provision.

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5.38 Rates of build will be monitored annually by the City Council (PPG3, para. 57). If the rate of take-up of building land is high and approaches the 15,000 base figure before the end of 2006 then a review of the allocation will be undertaken. In order to attain the UDP's housing allocation, the average annual building rate to complete sites with permission and new Plan proposals (1997-2006) would be just under 900 p.a. (including conversions), a figure above recent building rates, and more realistic than the rate to achieve the Strategic Guidance figure (see para. 5.32).

H4 HOUSING DEVELOPMENT WILL NORMALLY BE EXPECTED TO AT LEAST REFLECT THE DENSITY OF THE LOCALITY, CONSISTENT WITH PROTECTING AND ENHANCING THE CHARACTER OF THE AREA. WHERE APPROPRIATE, INCREASED DENSITIES WILL BE SOUGHT, PARTICULARLY WHERE THEY RELATE TO A PUBLIC TRANSPORT CORRIDOR.

5.39 PPG13, in pursuing sustainable development, seeks increased residential densities in urban areas. It would not be appropriate to apply the same density to all areas, particularly where there is a specific housing requirement (e.g. high density sheltered accommodation or low density 'executive' dwellings), or where the character of an area would be adversely affected. An example of the latter might be the introduction of a more intensive form of development into a locality characterised by trees and large gardens. Where such constraints do not exist, there is scope for seeking higher densities near main roads serving as bus routes or near railway and Metro stations and designing layouts so as to provide easy access to them. There are also benefits to be gained from locating higher density housing close to shops and community facilities as this also minimises the need to travel by car. Increasing the population of urban areas will make it easier to maintain or re-establish important services such as schools and shops which are dependent upon there being an adequate catchment population. It can also enhance the practicality and viability of public transport services, whilst helping to minimise the need for new development on 'greenfield' sites on the urban fringes. In urban design terms, higher densities enable a return to the traditional street rather than suburban-style estates.

5.40 This policy will be implemented through negotiation with developers. The site schedule (see Appendix A) gives an indication of what could be attained, based upon those average densities actually achieved on new housing developments in each area of the City over recent years (see para. 5.5).

H5 NEW SITES AND OTHERS WITH PLANNING PERMISSION IDENTIFIED FOR MORE THAN 10 DWELLINGS ARE TO BE BROADLY DISTRIBUTED AS FOLLOWS:-

- URBAN AREA SOUTH - 1200
- SOUTHERN PERIPHERY - 2400
- SUNDERLAND NORTH - 1300
- WASHINGTON - 600
- HOUGHTON HETTON - 1800

PLANNING DECISIONS FOR SPECIFIC SITES MUST ACCORD WITH OTHER POLICIES AND PROPOSALS OF THIS PLAN PARTICULARLY R2, H6 AND T14.

H6 THE PROVISION OF LAND FOR HOUSING WILL TAKE INTO ACCOUNT THE FOLLOWING CONSIDERATIONS:-

URBAN AREA SOUTH - IN THE DENSELY DEVELOPED RESIDENTIAL AREAS DEFINED IN POLICY SA10 THE COUNCIL WILL SEEK TO MAXIMISE ENVIRONMENTAL AND LAND USE BENEFITS, IN THE FORM OF ADDITIONAL OPEN SPACE AND COMMUNITY FACILITIES, WHERE SITES ARE TO BE DEVELOPED OR REDEVELOPED. THE ALLOCATION OF SITES IN THE FORMER URBAN DEVELOPMENT AREA REFLECTS THE REGENERATION STRATEGY OF THE TYNE AND WEAR DEVELOPMENT CORPORATION.

SOUTHERN PERIPHERY - LAND WILL BE ALLOCATED SUITABLE FOR A BROAD RANGE OF ACCOMMODATION. SITE LOCATIONS WILL RESPECT THE NEED TO MAXIMISE USE OF EXISTING AND PROPOSED INFRASTRUCTURE (R2), MAINTAIN OPEN BREAKS BETWEEN SETTLEMENTS (CN6), AND MINIMISE INTRUSION INTO OPEN COUNTRYSIDE.

SUNDERLAND NORTH - HOUSING DEVELOPMENT WILL LARGELY REFLECT FORMER LOCAL PLANS AND THE REGENERATION STRATEGY OF THE FORMER TYNE AND WEAR DEVELOPMENT CORPORATION. IN THE DENSELY DEVELOPED RESIDENTIAL AREAS DEFINED IN POLICY NA8 THE COUNCIL WILL SEEK TO MAXIMISE ENVIRONMENTAL AND LAND USE BENEFITS, IN THE FORM OF ADDITIONAL OPEN SPACE AND COMMUNITY FACILITIES, WHERE SITES ARE TO BE DEVELOPED OR REDEVELOPED.

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WASHINGTON AREA - GENERAL HOUSING NEED WILL LARGELY BE MET BY SITES ALREADY COMMITTED. NEW ALLOCATIONS WILL GIVE PARTICULAR ATTENTION TO MEETING THE NEED FOR HIGHER PRICED AND SPECIAL NEEDS HOUSING.

HOUGHTON-HETTON - IN THE SHORT/MEDIUM-TERM, NEW SITES WILL BE CONCENTRATED IN THE NORTHERN PART OF THE AREA. ADDITIONAL PROVISION IN HETTON/ EASINGTON LANE WILL BECOME AVAILABLE FOLLOWING PROVISION OF FURTHER INFRASTRUCTURE AND IMPROVEMENTS TO THE ENVIRONMENT PLANNED TO TAKE PLACE DURING THE EARLIER PART OF THE PLAN PERIOD.

5.41 A range of sites and locations are needed that are suitable for a variety of types of market housing. The UDP identifies the large sites capable of accommodating more than 10 units to make up the overall requirements included in Policy H3. New sites are allocated by specific proposals in the Area chapters (19 to 22); those with unimplemented planning permissions granted between January 1988 and December 1996 (including those that have lapsed) are identified on the Proposals Map as protected by Policy H11. The numbers of houses distributed between areas in H5 are not prescriptive; they indicate the broad spread of development across the City. To meet the strategic aims and objectives of the Plan, Policy H6 sets out major considerations which apply in considering specific locations (in the Area Proposals).

5.42 Housing played an important part in the TWDC's strategy for the riverside, which takes in parts of Urban Area South and Sunderland North. Nearly 100 dwellings have been built at the former Sunderland Forge site at Pallion as part of a mixed development of University student accommodation, private and social housing. North of the river, the North Dock and North Sands/ St. Peter's developments will total some 500 dwellings.

5.43 *Urban Area South* comprises the middle third of Sunderland between the river and the southern peripheral estates and villages. Over 800 dwellings were built in this area, on sites of more than 10 units, between January 1988 and December 1996. A further 70 were awaiting development on committed sites of more than 10 units. Four large housing sites are identified in the Plan, providing land for some 800 dwellings, mostly on recycled land. (See Tables 5.2 and 5.4)

5.44 In this largely developed area there are inadequate amounts of open space against current City minimum standards, particularly for playing fields (See Chapter 8). Although all but one (Hendon) of the inner wards meet the minimum standard for amenity open space there is a lack of local provision, particularly in Millfield and Hendon. This situation is not fully rectifiable by the proposed open space policies of this Plan. In addition, the inner urban areas exhibit high unemployment and other deprivation, which could require support from additional social and community facilities, where generally little land is available. The inner area policy therefore concentrates on seeking additional open space or other community facilities in the development of disused or derelict land and the redevelopment of sites. It is expected that these improvements will be brought about as a condition of planning permission or by planning obligation agreements. In addition to sites with planning permission, sites for a further 1100 dwellings can be identified without conflict with this approach.

5.45 The *Southern Periphery* of Sunderland (generally south of a line between Grangetown and the A19/A183 junction) has, along with Washington, been the main growth area since the late 1960's. It contains large tracts of open land adjacent to or within the built up area. About 800 dwellings have been constructed on sites of more than 10 since January 1988, whilst committed sites (totalling 330 dwellings) still have a further 190 units awaiting construction (see Tables 5.2 and 5.4). It is an objective of the Plan to maintain major open breaks between settlements, to protect nature conservation areas and to minimise the impact of new development on the countryside. In responding to the Draft for Consultation, the House Builders Federation identified in addition to proposed sites the area between Doxford Park and Ryhope as suitable for the development of a new residential settlement. However, although not currently in Green Belt, land south of Silksworth and Ryhope is good quality agricultural land. It is considered that land for a further 2,050 dwellings can however be identified without seriously compromising the Plan's objectives, whilst allowing for a level of development and choice which reflects the popularity of the area. There is no overriding need for the development of a large-scale new neighbourhood within the Plan period. The allocations proposed take account of new roads planned in this area to ease existing traffic problems; these offer also the possibility of accessing sites which are presently difficult to develop. This will enable full use to be made of existing and planned infrastructure.

5.46 In *Sunderland North*, a range of housing sites were allocated in the former Monkwearmouth and North Area Local Plans. The aim of the North Area Plan was to stabilise or reduce out-migration through concentrating housing sites within the western outer estates, where population loss (12% between 1981-1991) has been at its highest. This would also have the effect of improving the viability of existing services and infrastructure. Since the adoption of both plans, further sites have come forward in the former UDA at North Dock (300) and North Sands/ St. Peter's (190). Sites comprising 1000 dwellings have been fully completed since January 1988, whilst a further 560 of the 600 with permission await construction or completion. Additionally 690 are proposed (most of

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which were allocated in the local plans but do not have planning permission - see Tables 5.2 and 5.4). Any further additions to provision would involve a loss of Green Belt or major public open space, and would require substantial new infrastructure (particularly sewerage and drainage), especially in the north west sector of the town.

5.47 The inner areas of Sunderland North, similar to Urban Area South, lack sites for open space and community needs. Hence the same policy will apply in the identified areas, for the same reasons.

5.48 In *Washington* (including Springwell Village) completions have dropped from an average of over 700 per year in the late 1970's/early 1980's to 150 per year since 1988. This is as a result of the planned completion of the New Town. Over 850 dwellings have been built between January 1988 and December 1996. On committed sites of more than 10 units (340), 210 are awaiting construction (see Tables 5.2 and 5.4). Existing commitments in Washington are largely for family dwellings; they represent the final phases of the planned New Town and to allocate substantial new housing land would require the use of open space or land held for industrial/business use. A review of industrial allocations was undertaken as a result of a request by house builders in response to the Draft UDP, leading to identification of some further land. However, as discussed in Chapter 4, the long term industrial needs of the City require retention of most sites, those in Washington being important to the City's overall future prosperity. Notwithstanding, further non-industrial sites have since been identified for housing off Northumberland Way and at Fatfield School. In all, new uncommitted sites have been identified to accommodate 300 dwellings. However, the housing allocation proposed for the northern part of Houghton-Hetton aims to meet part of the demand now met by Washington. Except for infill development in Springwell Village and windfall sites of between 0.4 ha and 1ha, new allocations should largely concentrate on specific areas of the market, namely the very high price sector and special needs housing. The former is a sector which Washington has almost solely provided for over the last two decades, being seen as an attractive location. Currently there is a dearth of identified sites in the City. The latter, special needs, will become increasingly necessary as Washington's population ages, with increasing demand for smaller dwellings for the elderly or infirm within their local communities.

5.49 Given that Washington is no longer a growth point there is an opportunity to attain a broader spread of development across the City. This will benefit areas where population has declined with consequent effects on services. Investment in new housing in these areas will therefore assist the regeneration strategy of the Plan, whilst still maintaining conservation policies.

5.50 *Houghton-Hetton* With the completion of Washington New Town, this locality is becoming an increasingly important nearby source of land. Completions averaged only 44 per year between 1979 and end of 1987, but were 155 per year for 1988-1996. This area has potential to provide a growing part of the City's housing requirement; it accounted for less than 3% of completions between 1979 and 1983, 8% between 1984 and 1987, but increased to 24% between 1988 and 1996. The total number of dwellings now being sought is made up of 600 on committed sites of more than 10 units and a further 1,220 on new sites (see Tables 5.2 and 5.4). This reflects continuing development interest and provides an appropriate proportion of new housing in relation to other areas of the City. Development is initially to be concentrated in the northern part of the area (some 1,200 at Shiney Row, Penshaw, Herrington and Newbottle) and subsequently around Easington Lane (380), utilising spare capacity of infrastructure, local schools and giving a boost to existing shops and services. Land on the edges of the more northerly settlements has the potential to absorb demand which would formerly have been met by development in Washington New Town; land at Easington Lane is allocated to further the economic and social regeneration of this part of the former coalfield. All these settlements are presently on major traffic routes. The Plan's proposals for new roads to ease existing traffic problems will enhance both their attractiveness (by removing through traffic from town and village centres), and their accessibility, offering the possibility of opening-up sites which are presently difficult to develop. The proposed pattern of development will also enable full use to be made of existing and planned infrastructure.

### Executive Housing

**H7 PROVISION WHICH WIDENS THE RANGE OF HOUSE TYPES WILL BE MADE FOR RESIDENTIAL DEVELOPMENT OF HIGH QUALITY, LOW DENSITY HOUSING ON SITES IDENTIFIED IN PART II.**

5.51 There is a limited market for high quality, low density ('executive') housing, which is regional rather than local in character. This Plan takes 'executive' housing to be equivalent to the 'very high' price category used in the PHLS 16th Review, i.e. above £130,000 (1996 prices). It is also taken to be low density, around 10-15 dwellings per hectare (quarter to sixth acre plots) and located in very attractive environments. Such housing could also be built on small sites in accordance with Policy H3.

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5.52 Analysis of the PHLS 16th Review reveals that, of the five Tyne and Wear Districts, Sunderland has the lowest proportion of its housing land identified as suitable for very high price dwellings. There is evidence that over two-thirds of moves from the City to South Tyneside were to Boldon and Cleadon, areas of very high price housing ('Aspects of Housing Demand in South Tyneside', 1990). An appropriate proportion of executive housing will allow senior management a wider choice of housing locations. Additionally, it will benefit the City by encouraging a greater social mix of population, creating demand for more diverse shopping, leisure and cultural facilities. Builders, the New Towns Commission and the University supported such housing provision at the Draft for Consultation stage. In order to increase the proportion of new executive housing up to the Tyne and Wear average, around 250 such dwellings would need to be constructed between 1997 and 2006. In the sites proposed elsewhere in Part II, dwellings of this nature can be accommodated on a variety of sites spread between Washington and South Sunderland.

### Windfall Sites

H8 PROPOSALS FOR HOUSING DEVELOPMENT, ADDITIONAL TO THOSE REFERRED TO IN POLICY H3, MUST NORMALLY BE IN ACCORD WITH OTHER POLICIES AND PROPOSALS OF THIS PLAN (NOTABLY R2, H6, AND EN10). WHERE A PROPOSED DEVELOPMENT WOULD CONFLICT WITH ANOTHER POLICY OR PROPOSAL, OR WOULD RESULT IN HOUSING PROVISION OVER THE PLAN PERIOD SIGNIFICANTLY EXCEEDING THE REQUIREMENTS IN H3 AND H5, THE COUNCIL WILL ALSO TAKE INTO ACCOUNT ANY SPECIAL NEED OR BENEFIT FOR WHICH THE DEVELOPMENT PROVIDES.

5.53 It is recognised that there will be instances where 'windfall' sites come forward for housing development, e.g. surplus school land and buildings or non-conforming industrial locations. Based on past performance, Policy H3 anticipates that some 900 dwellings could be developed on such unidentified sites of 0.4ha-1ha between January 1997 and December 2006. This policy, which relates to housing sites of more than 10 dwellings, therefore aims to control the number of unidentified, unexpected proposals which receive planning permission. This is to ensure the broad achievement of the UDP's overall policies. The Council has allocated enough land to meet the basic requirement of Policy H3 and will seek to ensure, by monitoring land release and construction of units, that a five year supply of land is always available (H9) in line with the requirements of PPG3. Where proposed housing development is in conflict with Policy H3 (and H5), in that it would result in provision over the Plan period significantly exceeding the requirement, it will need to show that it satisfies other policies of this Plan by meeting some special need or benefit. Examples could include development which provides much-needed specialised housing for local needs or brings back into use an area of land that has remained derelict for a lengthy period of time (and which is not required for open space or other use), or significantly assists other aspects of urban regeneration.

### Five Year Land Supply

H9 THROUGHOUT THE PLAN PERIOD THE COUNCIL WILL ENSURE THAT A FIVE YEAR LAND SUPPLY IS AVAILABLE.

5.54 Local authorities should aim to ensure that at all times land capable of being developed for housing is either available or will become available within a five year period (PPG3, para. 46). The Council will ensure that an appropriate amount of land is realistically capable of development, i.e. is free, or readily freed, from planning, physical or ownership constraints for development within five years, e.g. by ensuring that infrastructure is complete - or is able to be provided by developers - to allow development to go ahead, or by suitably timing the release of its own land. Monitoring of the amount of available land will be assisted by the PHLS process. Where sites, particularly in private ownership, do not come forward as foreseen, leading to problems in satisfying the five year availability requirement, then the Council will consider allocating new sites as part of a review of this Plan.

### Phasing

H10 WHEN CONSIDERING PLANNING APPLICATIONS FOR HOUSING, THE COUNCIL WILL (AS NECESSARY) REQUIRE THE PHASING OF DEVELOPMENT OF INDIVIDUAL LARGE SITES OR LOCALLY GROUPED SITES IDENTIFIED ELSEWHERE IN PART II TO MINIMISE THEIR ADVERSE IMPACT ON LOCAL INFRASTRUCTURE, AGRICULTURAL OPERATIONS, SERVICES AND COMMUNITY FACILITIES.

5.55 There may be instances where the full provision of local infrastructure, e.g. sewerage or local/ primary road access, cannot be undertaken in the required timescale of development. There may also be instances where the

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increase in population brought about by a potential development may put undue pressure on other services and community facilities, particularly local schools. Furthermore, an orderly progression of development enables agricultural use to be retained on areas of land for a longer period of time. In these instances, the phasing of development could be appropriate or the developer could choose to make a contribution towards the infrastructure needs of an area. In such cases, a planning obligation (see Glossary) will be sought in line with Policy R3, where it assists in undertaking the development.

### Past Permissions

H11 WHERE PERMISSION LAPSES ON SITES WHICH ARE THE SUBJECT OF A PLANNING PERMISSION FOR RESIDENTIAL DEVELOPMENT GRANTED SINCE 1ST JANUARY 1988, RE-APPLICATIONS FOR RESIDENTIAL DEVELOPMENT WHICH MEETS WITH THE REQUIREMENTS OF OTHER POLICIES OF THE PLAN WILL BE APPROVED UNLESS THERE HAS BEEN A MATERIAL CHANGE IN CIRCUMSTANCES.

5.56 Housing sites with planning permission cannot be proposals of the Plan as they can be open to objection. However, it is desirable to clarify what status these sites would have if permissions subsequently lapse. Policy H11 recognises that such sites remain suitable for residential development; therefore will ease the renewal of permissions which expire without construction commencing. Permission may occasionally be refused should a need arise for a local facility which is considered to be a more pressing substitute and for which the site is a suitable location.

5.57 Policy H11 also ensures that sufficient sites remain available to meet the total dwelling requirement. At the end of 1996, some 600 dwellings had either outline or detailed planning permission on sites where no start had yet been made. A further 260 dwellings were accounted for by sites which had received planning permission since January 1988 but which had since lapsed.

## IMPROVEMENT OF HOUSING

### Council Housing

H12 THE COUNCIL WILL SEEK TO MAINTAIN AND IMPROVE ITS HOUSING STOCK BY:

- (i) RESTRUCTURING THE MIX AND VARIETY OF DWELLINGS TO MEET LOCAL NEEDS;
- (ii) MODERNISING DWELLINGS IN THE OLDER ESTATES, WITH PRIORITY BEING GIVEN TO PARTICULAR LOCATIONS AND RELATIVELY UNPOPULAR HOUSE TYPES, E.G. FLATS AND MAISONNETTES;
- (iii) BRINGING LONG TERM VACANT PROPERTIES BACK INTO USE BY WORKING WITH PRIVATE DEVELOPERS TO IMPROVE DWELLINGS FOR SALE OR RENT;
- (iv) PROVIDING OFF-STREET PARKING AND SERVICING FACILITIES;
- (v) CARRYING OUT ENVIRONMENTAL WORKS IN ASSOCIATION WITH MODERNISATION.

5.58 Over time, the needs and characteristics of the resident population change. As they do so, some types of property prove functionally or structurally unsuited to meet the new demands placed upon them. Restructuring schemes aim to rebalance the mix of housing to cope with young single people, families and the elderly and also reduce the number of difficult-to-let dwellings. Such schemes can include major environmental and functional improvements, to ensure the longer term attractiveness of the area, e.g. new off-street parking, fencing, tree planting and landscaping.

5.59 The Council follows a policy of modernising dwellings when they become 30 years old. In addition, it assists tenants through the "Tenants 50/50 Scheme", contributing 50% of the cost of approved improvements which help to maintain a high standard of property, particularly where the dwelling is not due to be included in the Council's programme of modernisation for some while.

5.60 The Council has worked and will continue to work closely with private developers to bring long term empty and unpopular properties back into use. The involvement of both the private sector and housing associations in renewal of the Council's housing stock will increase the range of tenure and choice across estates. Partnerships with the private sector will provide a source of inexpensive home ownership (e.g. the Wimpey flats in Town End Farm), and increase confidence in an area.

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5.61 Many Council estates were designed for a low level of car ownership which has now led to on-street parking and servicing problems. New off-street parking facilities to remedy this situation are being provided where possible. Many estates are also becoming "tired" with properties lacking fencing, with poorly maintained gardens and public spaces. Comprehensive landscaping can present opportunities to enhance the wildlife value of such spaces (see CN18). The Council is committed to improving these to ensure their long term use and popularity.

5.62 The policy was welcomed by the general public. The schemes outlined above help, by cost-effective maintenance and redevelopment, to sustain the quantity of good quality housing stock by matching unit type with need. Whereas much of the Council's stock is family housing, general needs account for a minority of the waiting list. Single people make up 28% and elderly people make up a further 22% (Housing Strategy 1997-98).

5.63 The Council's restructuring and modernisation schemes are carried out with funds from the Single Regeneration Budget, the Housing Investment Programme and in partnership with the private sector, assisted where necessary by City Grant. The various aspects will be monitored through the City Council's annual Housing Services Strategy Review.

### Private Housing

H13 THE COUNCIL WILL ENCOURAGE CONTINUED INVESTMENT IN THE IMPROVEMENT AND UPGRADING OF THE CITY'S EXISTING PRIVATE HOUSING STOCK. ACTION WILL BE TAKEN TO DEAL WITH UNFITNESS AND DISREPAIR THROUGH:

- (i) THE ENCOURAGEMENT OF THE TAKE UP OF AVAILABLE GRANTS;
- (ii) TARGETING RESOURCES TO THOSE AREAS THAT HAVE CONCENTRATIONS OF THE ABOVE FACTORS;
- (iii) ENCOURAGING AND CARRYING OUT ENVIRONMENTAL WORKS IN AREAS OF POOR QUALITY.

5.64 In accord with Objective HOii and Policy H2, this policy aims to continue tackling the problems of unfitness, disrepair and poor environmental conditions by various means, including, as a last resort, demolition. The Council, through its Housing Investment Programme and other financial programmes, will identify those neighbourhoods for which concentrated action may be appropriate with a view to targeting resources to improve both the quality of the dwellings and their environment. Priority will be given to the older housing areas which have the poorest environmental quality (see policy B1). To this end, the scope for declaring Housing Renewal Areas may be investigated (see para 5.8), though in the immediate future the City's Housing Services Investment Plan is too restricted by Central Government to finance such schemes.

5.65 Both PPG3 and Strategic Guidance exhort local authorities to draw up policies for the maintenance/improvement of the existing stock. The retention and improvement of the existing stock helps to minimise the need for new housing and assists the achievement of environmental sustainability by making the fullest use of existing resources. Older housing is also a source of inexpensive home ownership, especially the Wearside 'cottage'. Concerted action in areas of poor quality housing and environment will help increase private sector confidence in these areas, hence achieve associated investment.

5.66 Unfit housing may be improved in a number of ways:

- \* private house renovation grants
- \* public sector estate improvement programmes (e.g. Single Regeneration Budget)
- \* urban housing renewal undertaken by housing associations.

Renovation grants - encompassing repairs and improvement - are targeted at those households in the worst properties, giving favour to those lacking basic amenities, followed by structural alterations and major repairs. Elderly people applying for grants are currently given additional priority. During 1995/96, 356 grants were awarded totalling £1.6m; there are however currently some 1,200 properties on the waiting list. City Health and Housing Services also operate the Approved Landlords' Partnership Scheme and the Housing Partnership Scheme. Both of these target unfit housing in the private rented sector, combining private sector resources with money from the City Council, assisted in the case of the Housing Partnership Scheme by English Heritage. The effectiveness of this policy will be monitored through the annual Housing Services Strategy Review. Advice for those submitting planning applications for residential improvements and alterations will be published in the Council's Development Control Guidance.

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## SPECIAL NEEDS HOUSING

H14 ON MAJOR HOUSING SITES FOR WHICH PLANNING PERMISSION HAS NOT YET BEEN GRANTED, THE CITY COUNCIL WILL NEGOTIATE WITH DEVELOPERS (ON THE BASIS OF AN ASSESSMENT OF LOCAL NEEDS, THE SUITABILITY OF THE SITE AND ITS LOCATION, RELATED TO SHOPS AND OTHER SERVICES), FOR THE PROVISION OF DWELLINGS TO MEET ONE OR MORE OF THE FOLLOWING SPECIAL HOUSING NEEDS:

- (i) SHELTERED HOUSING;
- (ii) HOUSING FOR PEOPLE UNDER THE CARE IN THE COMMUNITY LEGISLATION, FOR EXAMPLE PEOPLE WITH LEARNING DISABILITIES OR MENTAL HEALTH PROBLEMS;
- (iii) HOUSING ADAPTED FOR THE ELDERLY OR DISABLED;
- (iv) SINGLE PERSON AND ONE PARENT HOUSEHOLDS;
- (v) THE SPECIAL REQUIREMENTS OF ETHNIC MINORITY COMMUNITIES.

5.67 'Major' housing developments are generally considered to be those of 50 units capacity or more. Too low a threshold would threaten the economic viability of a development; too high a threshold would deny potential opportunities for securing special needs housing. A figure of 50 has been adopted for affordable housing (see 5.78 below) and for consistency the same figure has been adopted here. This figure has been chosen as appropriate for Sunderland after consideration of DoE research ('Planning for Affordable Housing', 1994) and views of the House Builders Federation. Sites of this size are held to be large enough to enable a mix of dwellings; these could include some for special needs, thereby ensuring that homogenous areas of family dwellings do not occur to the exclusion of other needs. Sites of over 50 units identified in the Plan are also well-distributed throughout the City. There may be cases where mixed provision is not necessary due to the number of special needs sites already identified. This is particularly true of Sunderland North, where the previous local plans identified a large number of such sites.

5.68 The trend towards smaller households (see Chapter 2) is fuelling the demand for specialised housing. These trends are resulting in a severe mismatch of households to house types across large Council estates, particularly in Sunderland North. This problem is being partly remedied by restructuring of existing Council stock, although the reduced densities often resulting from these schemes put pressure on the Authority to identify further land for special needs.

5.69 Because circumstances may alter significantly over the Plan period it is not possible to state in advance how many special needs dwellings may be needed. Research as part of the annual Housing Strategy and Housing Services Investment Plan will help to identify areas of need and quantify numbers of units required at any particular time. In respect of individual sites, advice on the numbers of dwellings to be sought and the needs they are to cater for will be provided by the Council upon a request by a prospective developer. Some of the affordable housing to be negotiated under Policy H16 could be occupied by people from the special needs groups referred to above (in addition to any specific land use provision for these groups).

5.70 An assessment of local needs will have two elements:

- \* a City-wide target of the overall need for each class of development (elderly, single people, ethnic minorities, etc.)
- \* the particular needs of the locality within which the site is situated.

Ideally, these would be determined by a survey of housing needs, but until the latter is completed any assessment will use information contained within the City's Housing Strategy and Housing Services Investment Plan. These analyse the local Census statistics (e.g. number of single and lone parent households), the Council's housing waiting lists and other local sources such as the Register of Physically Disabled Persons. In addition, housing associations and charities involved in providing for special needs supply information as part of the overall Housing Strategy.

5.71 Advice on the standards of design in the provision of sheltered housing and that adapted for the elderly and disabled will be published in the Council's Development Control Guidance.

5.72 Where a site is in Council ownership, a development brief will specify any special requirements. In other cases, planning obligations will be sought to implement the policy. For certain classes of need, such obligations may be used to ensure that future occupancy is restricted to clients of the category for whom the dwellings are originally built.

H15 THE CITY COUNCIL WILL ENCOURAGE THE DESIGN OF NEW SINGLE-STOREY HOUSES, GROUND FLOOR FLATS AND FLATS WITH LIFT ACCESS TO APPROPRIATE MOBILITY STANDARDS. IN LARGER RESIDENTIAL DEVELOPMENTS (OF 20 OR MORE HOUSING UNITS) THE COUNCIL WILL NEGOTIATE FOR A



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PERCENTAGE, TO BE JUSTIFIED ACCORDING TO LOCAL NEED AND SITE SUITABILITY, TO BE SPECIFICALLY DESIGNED TO BE CAPABLE, WITHOUT FURTHER STRUCTURAL ALTERATION, OF ADAPTATION TO 'WHEELCHAIR' STANDARD. THESE UNITS SHOULD BE EVENLY DISTRIBUTED THROUGH THE DEVELOPMENT AND SHOULD CATER FOR A VARYING NUMBER OF OCCUPANTS.

5.73 One consequence of an increasing number of elderly people within the City's population will be a need for housing suitable for people with mobility difficulties. Policy H14 provides for elements of housing adapted for the disabled to be negotiated on suitable sites. In addition, wherever possible, it is desirable that dwellings are designed for use by people in wheelchairs. A proportion of dwellings on larger sites should therefore be capable of adaptation without further structural alteration. Design advice will be included in the Development Control Guidance. These standards will be indicative; planning control can only regulate in detail the external aspects of access for people with disabilities, internal design being controlled through the Building Regulations which are prescribed nationally.

5.74 Government guidance (PPG3, para. 7) allows plans to include a policy to seek to negotiate elements of housing, accessible to the disabled, on suitable sites, where justified by clear evidence of local need. While need can be shown to exist now, it cannot be quantified over the Plan period as a whole but will vary according to the numbers of people within the population who have disabilities (or are vulnerable on account of advancing age). Population projections for the very elderly can be used as a crude indicator of this but more refined measures will need to be applied at the time development interest is expressed. The number of persons aged 75 and over is expected to rise by some 4,000, from 16,500 in 1994 to 20,500 in 2006. In 1991 the number of persons with limiting long-term illness in the City was 47,655 and those who were economically inactive due to permanent sickness amounted to 16,928. Currently, there are approximately 40,000 people in the City aged 18-65 (13% of the population in this age range) who have a physical disability, though this figure encompasses a wide range of disabilities, not all of them impairing movement to the extent that a wheelchair is necessary. There are 133 households on the Council's waiting list for adapted properties but only seven became available for reletting in 1995-96. The Housing Strategy 1997-98, sets out City Health and Housing Services' objectives for new provision and records recent achievements.

5.75 It is important to note that the aim of the policy is not to provide directly for present needs (though it does provide the opportunity to catch up with any backlog through sales to disabled purchasers who then install the necessary adaptations) but to allow future needs to be met within the physical framework of the proposed housing stock. The evidence set out above demonstrates both that an unmet need for adaptable housing currently exists and that this need will grow. H15 will ensure that the housing stock will contain sufficient flexibility to respond not only to current needs but to the forecast future needs of an ageing population.

5.76 The policy was welcomed by the Access Committee for England, though housebuilders were concerned that, in the absence of defined local needs, the provision should be negotiable. An assessment of local need will be carried out by the City Council as part of the study undertaken in Policy H14.

H16 THE CITY COUNCIL WILL NEGOTIATE WITH DEVELOPERS, ON THE BASIS OF AN ASSESSMENT OF LOCAL NEEDS AND SITE SUITABILITY, FOR ELEMENTS OF AFFORDABLE HOUSING (SUITABLE FOR THOSE UNABLE TO BUY OR RENT IN THE OPEN MARKET) TO BE PROVIDED ON MAJOR NEW HOUSING SITES AND RESTRUCTURING SCHEMES (DEVELOPMENTS OF 50 DWELLINGS OR MORE (SEE PARA. 5.67)). SUITABLE ARRANGEMENTS TO ENSURE THAT THE HOUSING REMAINS AFFORDABLE WILL BE REQUIRED.

5.77 Affordable housing can be defined as that which is suitable for households unable to buy or rent in the open market, e.g. those having incomes below the level at which more than 25% would be needed to pay either the average local authority rent (May 1998 £35 per week) or for the mortgage of a low price property. (In June 1998, £145 per month would pay for a mortgage of £20,000 - £145 is about 25% of the earnings of a full time worker on the proposed national minimum wage of £3.60 per hour). Table 1 of Appendix A5 indicates the type of properties available in this price range in 1996. Because of the complexity of the interactions between the above variables, taken together with the recent fall in unemployment levels, the rise in mortgage interest rates and the changing impact of the Housing Benefit system it is considered unrealistic to assess for the period of the Plan, an indication of the numbers of households which fall into this category, and which are likely to be in need of housing. It is accepted that Sunderland continues to have a higher than average number of residents with low incomes, but it also has substantial amounts of inexpensive housing (70% of dwellings are classed in Council Tax Band A (compared with regional and national levels of 57.6% and 26.2% respectively) and just under 40% of its total housing stock is in the public sector (regional 31% - national 24%)). Whilst in April 1996 the Council's waiting list identified 1,870 households with incomes below the affordability thresholds there were in April 1996 only 2,003 applicants on the waiting list. Information on income is no longer collected, but if a similar proportion is assumed, it can be seen that the 1998 figure would be about 1,000. This decline is reflected in the increase in

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the number of voids over the last year (April 1997 1.63% - April 1998 2.43%) even though the overall level of vacancies remains low. There are substantial areas of physically sound Council housing where there is increasing difficulty in finding tenants. Schemes for low-cost housing promoted by a private sector builder supported with SRB funding in Easington Lane and the completion of a major Housing Association development in the East End are unable to proceed because of the shortage of applicants for the proposed dwellings. The Northern Consortium of Housing Authorities have developed a research project to examine the issue of the lack of demand for social housing. As long as these situations prevail it is unlikely that this policy will come into effect. It is accepted, however, that circumstances may change very rapidly, and for this reason, it is necessary to retain the policy, so that it can be brought into operation as and when the need arises. Nevertheless the Council will give high priority to a review of this policy, in the light of experience gained in its applicability.

5.78 'Major' housing developments are defined in para. 5.67 as those of 50 or more dwellings. Circular 6/98 advises that a threshold of 25 dwellings should be adopted, unless local circumstances justify otherwise. The larger site is considered reasonable in Sunderland given its existing stock of inexpensive housing, which is spread throughout the inner areas and coalfield settlements. Sites of this size are considered to be large enough to enable a sufficient mix of dwellings, also to ensure that homogenous areas of market priced family dwellings do not occur to the exclusion of other needs. Sites of 50 units or over identified in the Plan are also well-distributed throughout the City. Given the limited level of current demand, there would appear to be no reason why a lower threshold should be applied. Builders advise that in the light of the availability of a substantial number of low cost houses in the existing stock, there is almost no prospect of them being able to sell new affordable housing at a comparable cost, whilst Housing Associations generally prefer a scheme with better economies of scale than could be achieved on a smaller site. In any case, there are only 10 additional sites where this policy would apply, which would allow only a marginal increase in the potential supply of affordable houses.

5.79 Although the City has a large stock of Council and inexpensive private housing, City Health and Housing Services identified shortfalls in affordable accommodation to both buy and rent for the elderly, disabled and young single people. It should be noted that smaller households make up the majority of this need. A review of the assessment as part of the HIP Strategy will enable areas of need to be more accurately identified. Some of the affordable housing to be negotiated could be occupied by people from the special needs groups referred to in Policy H14, whilst some could be for low income families if such a need is established.

5.80 Because, as stated above, circumstances may alter significantly over the Plan period it is not possible to state in advance how many affordable dwellings may be needed. Research as part of the annual Housing Strategy and Housing Services Investment Plan will help to identify areas of need and quantify numbers of units required at any particular time, as described in paras. 5.69 and 5.70 above. As well as Census data and housing waiting lists, ward unemployment statistics will also be relevant. In respect of individual sites, advice on the numbers of dwellings to be sought, the intended beneficiaries, and the arrangements to secure the retention of affordability will be provided by the Council upon a request by a prospective developer.

5.81 Where a site is in Council ownership, a development brief will specify any special requirements. In other cases, planning obligations (see Glossary) will be sought to ensure that future occupancy is restricted to clients of the category for whom the affordable dwellings were originally built.

### Nursing and Rest Homes

H17 THE PROVISION OF NURSING HOMES AND OTHER RESIDENTIAL ACCOMMODATION FOR PEOPLE IN NEED OF CARE (USE CLASS C2) BY THE CONSTRUCTION OF BUILDINGS AND CONVERSION OF LARGE UNITS IN THEIR OWN GROUNDS WILL NORMALLY BE APPROVED, PROVIDED THEY ARE NOT DETRIMENTAL TO GENERAL AMENITY AND THE ESTABLISHED CHARACTER OF THE LOCALITY. PROPOSALS MUST DEMONSTRATE HOW PARKING AND SERVICING REQUIREMENTS WILL BE MET.
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5.82 Projected increases in the elderly over the Plan period will create demand for more nursing and rest homes (covered by Class C2 of the Use Classes Order). Depending on the scale and number of properties involved, such homes, when developed within residential terraces, can lead to a deterioration of amenity due to vehicle servicing, parking and other activities, also changes to the visual character of buildings and gardens. Schemes of this nature will be carefully considered in relation to the protection of the established residential amenity and character. Development Control Guidance relating to car parking, servicing, provision of residents' garden areas and other detailed matters will be published. Likely areas for conversions are Ashbrooke and Roker which have concentrations of such properties, often of three or more storeys. Homes would often be more appropriate where they are new build or the conversion of large units in their own grounds; otherwise, it may be difficult to accommodate servicing requirements without loss of amenity.

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### Flats and Buildings for Multiple Occupation

H18 PROPOSALS FOR THE PROVISION OR CONVERSION OF DWELLINGS INTO BED-SITTING ROOMS, SELF-CONTAINED FLATS, OR MULTIPLE SHARED ACCOMMODATION WILL NORMALLY BE APPROVED WHERE:

(i) THE INTENSITY OF USE WILL NOT ADVERSELY AFFECT THE CHARACTER AND AMENITY OF THE LOCALITY;

AND

(ii) APPROPRIATE ARRANGEMENTS ARE MADE TO SECURE THE MAINTENANCE OF GARDENS AND EXTERNAL SPACES.

THE CONVERSION OF NON-RESIDENTIAL BUILDINGS WHICH ARE VACANT OR UNDER-USED WILL NORMALLY BE APPROVED WHERE THEY WILL NOT CONFLICT WITH OTHER POLICIES AND PROPOSALS OF THE PLAN. IN ALL CASES, PROPOSALS MUST INCLUDE SATISFACTORY PROVISION FOR PARKING, SERVICING AND OTHER DESIGN ASPECTS.

5.83 Provision of additional self-contained flats and other forms of multi-occupied dwellings will make a valuable contribution to the supply of rented accommodation in the City, helping to house the expected increase in the numbers of single person and small households. However, problems can occur from the intensive use of a property as a result of more people inhabiting a house than would be the case of a single household, e.g.:

- \* increased noise and disturbance
- \* hard surfacing of front gardens
- \* loss of front garden walls
- \* loss of street trees and shrubbery
- \* proliferation of crossovers
- \* proliferation of rear extensions
- \* excessive alterations to attractive buildings
- \* addition of incongruous features such as bin stores and meter boxes
- \* competition for on-street parking.

Houses in Multiple Occupation (HMO's) are also a cause of concern due to their poor maintenance (buildings and grounds), particularly within Conservation Areas.

5.84 Six categories of HMO's have been identified, houses divided into separate rooms, bedsits or flatlets, with some sharing of accommodation, being a particular problem. Many conversions are being carried out without appropriate permission. It should also be noted that planning policies cannot control sharing of a house by up to 6 people, as this does not require planning permission. It is estimated that there are more than 1,500 HMO's in the City, concentrated in the following areas:-

- \* the Ashbrooke Conservation Area
- \* around the Sunderland Royal Hospital
- \* Hendon (Toward Road, Tatham Street)
- \* Roker (seafront and Roker Avenue area).

5.85 There is pressure on the existing housing stock from the growth in student and other small households. The City Council would, in principle, support purpose-designed schemes to house students and nurses (e.g. by the University or the NHS Trusts), subject to detailed layout and design considerations. The University policy on provision of accommodation for eligible students has been partially satisfied by recent developments, e.g. Peacock Street and The Forge site. Some 2,750 other students are expected, however, to be accommodated in private sector properties, i.e. not under the control of the University. Hence the conversion of dwellings into bedsits, flats and other forms of shared occupation will make a valuable contribution to meeting their housing needs (as encouraged by Government guidance).

5.86 However, conversions should provide satisfactory living accommodation without adversely affecting residential amenity or the character of an area. Development Control Guidance will set out the measures that will be expected to be met to make proposals for multi-occupation acceptable. Proposals will be considered to adversely affect the character and amenity of the locality where they will lead to any of the consequential effects identified in paragraph 5.83 above. This policy specifically requires appropriate arrangements to be made for the maintenance of gardens and external spaces, to ensure that these common areas do not deteriorate to the detriment of local amenity. This could be secured by means of a planning obligation.

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5.87 Non-residential buildings which are vacant or under-used can sometimes be suitable for conversion to flats or other forms of housing. The policy implications are that:

- \* pressure for such conversions is likely to be confined to individual buildings and small areas of commercial property
- \* the supply and type of housing provided by such conversions will be confined to specific niche markets, e.g. professional accommodation
- \* the physical/technical conversion constraints are likely to produce proposals for housing accommodation of a communal or semi-communal nature (e.g. student accommodation and hostels).

Such developments will increase densities in accord with Policy H4, introduce housing into mixed use locations, and create additional choice in the housing market whilst relieving HMO pressures elsewhere. Each application will be considered on individual merit; advice on the design standards expected will be given in the Council's Development Control Guidance.

5.88 In addition to receiving planning permission, all proposals for conversion will be required to meet the Council's Public Health minimum standards for the type of accommodation proposed.

### Fairground Travellers and Gypsies

H19 PROPOSALS FOR SITES TO MEET THE NEEDS OF TRAVELLING FAIRGROUND WORKERS AND THEIR FAMILIES WILL BE EXPECTED TO BE:

- (i) VISUALLY UNINTRUSIVE;
- (ii) ADEQUATELY SCREENED AND LANDSCAPED;
- (iii) ACCESSIBLE TO SHOPS, COMMUNITY FACILITIES AND OTHER SERVICES.

IN ALL CASES, PROPOSALS MUST INCLUDE A HARD-SURFACED VEHICULAR ACCESS (PREFERABLY SEGREGATING HEAVY GOODS VEHICLES FROM CARS AND PEDESTRIANS) AND MAKE PROVISION FOR PARKING, UTILITY SERVICES, SANITATION AND REFUSE STORAGE FACILITIES ADEQUATE FOR THE ANTICIPATED LEVEL OF USE. WHERE LOCAL AMENITY WOULD OTHERWISE BE ADVERSELY AFFECTED, APPROVAL WILL BE SUBJECT TO CONTROLS ON THE PERMITTED HOURS OF MAINTENANCE AND TESTING OF FAIRGROUND EQUIPMENT.

5.89 The three sites for travelling fairground workers in the City are all located in the Houghton-Hetton area, two being used as winter quarters. The largest site in Houghton houses some 70-80 caravans with a number of retired showpeople living there on a permanent basis. There is pressure for further accommodation to relieve congestion on the existing sites, also to provide further facilities. If any new sites are proposed, they will be considered in accordance with the provisions of this Plan and Government guidance contained in Circular 22/91 (Travelling Showpeople). Typically a site combines residential, storage and maintenance uses so does not fit easily into existing land-use categories. Sites should be reasonably flat, have good vehicular access, and be reasonably convenient for schools and other community facilities. Conditions to minimise visual impact and protect local amenity, particularly from noise, are likely to be appropriate. A planning obligation (see Glossary) may also be appropriate to restrict future occupation and use so as to ensure the continued availability of the site to fairground workers. Circular 22/91 advises that where sites have been provided, and a continuing need for them can be demonstrated, local planning authorities should take full account of this factor in considering planning applications for alternative forms of development which would deprive showpeople of such accommodation.

H20 PROPOSALS FOR THE DEVELOPMENT OF GYPSY SITES WILL NORMALLY ONLY BE APPROVED WHERE THERE ARE NO SERIOUS ADVERSE EFFECTS ON LOCAL AMENITY AND PROVIDED THAT THE SITES ARE:

- (i) VISUALLY UNINTRUSIVE;
- (ii) ADEQUATELY SCREENED AND LANDSCAPED;
- (iii) ACCESSIBLE TO SHOPS, COMMUNITY FACILITIES AND OTHER SERVICES.

IN ALL CASES, PROPOSALS MUST INCLUDE A HARD-SURFACED VEHICULAR ACCESS AND MAKE PROVISION FOR PARKING, UTILITY SERVICES, SANITATION AND REFUSE STORAGE FACILITIES ADEQUATE FOR THE ANTICIPATED LEVEL OF USE.

5.90 Under the Caravan Sites Act 1968, local authorities had a statutory duty to make adequate provision for gypsies residing in or resorting to their areas. In this respect, as there is little pressure for gypsy sites in the City, Sunderland Council have an agreement with Durham County Council to direct gypsies to the site at West Rainton. The Criminal Justice and Public Order Act 1994 repealed the duty of local authorities to make suitable provision. Government policy now emphasises private self-help provision, with gypsies obtaining land and applying for planning permission.

## H 5 Housing

5.91 Although Sunderland does not attract large numbers of gypsies it is considered prudent to provide criteria for assessing applications, to ensure that sites are in suitable locations, allowing access to shops, schools and other community facilities, and that development does not adversely affect local amenity or intrude visually in the landscape.

5.92 Circular 1/94 (Gypsy Sites and Planning) sets out Government policy on planning for gypsy sites and suggests factors to be considered when designing a site; the latter will be used in determining all planning applications.

### ANCILLARY PLANNING CONTROLS

#### Open Space in Residential Areas

H21 WITHIN NEW RESIDENTIAL DEVELOPMENTS OF MORE THAN 40 BEDSPACES:

(A) AMENITY OPEN SPACE/ CASUAL PLAYSPACE SHOULD BE PROVIDED AS FOLLOWS:

(i) A MINIMUM OF 0.4HA PER 1000 BEDSPACES WHERE THE SITE IS WITHIN 0.5KM OF A NEIGHBOURHOOD (OR LARGER) OPEN SPACE;

(ii) A MINIMUM OF 0.9HA PER 1000 BEDSPACES WHERE THE SITE IS NOT WITHIN 0.5KM OF A NEIGHBOURHOOD (OR LARGER) OPEN SPACE;

(B) ADDITIONALLY, IN THE CASE OF FAMILY DWELLINGS, FORMAL (EQUIPPED) CHILDREN'S PLAYSPACE SHOULD BE PROVIDED AT A MINIMUM OF 0.2HA PER 1000 BEDSPACES.

IN APPLYING THIS POLICY, THE COUNCIL WILL TAKE INTO CONSIDERATION EXISTING PROVISION IN THE LOCALITY.

5.93 This policy aims to provide open space in new residential developments appropriate to the needs of the local population, additionally to assist in creating more open space in areas of deficiency. Open space contributes to the quality of urban life, creating green lungs in urban areas and providing opportunities for new habitat creation. This is important within older residential areas where there are open space deficiencies and often little private open space associated with dwellings.

5.94 Existing neighbourhood open spaces, and equivalent larger spaces (district and local), are listed in Appendix A; the Plan proposes the creation of new open spaces in some localities. The policy will be applied on the basis of the distribution of open space at the time an application is considered.

5.95 The Council's report 'Open Space Recreation' (1994) adopted an amenity open space standard of 2ha/1000 population, such a standard to include casual children's playspace. In addition, standards are prescribed for the maximum distance each household should be from open spaces of a specified size, as incorporated in Policy L5. The upper levels of the open space hierarchy ('district' and 'local' open spaces) are intended to serve wider areas than individual housing estates. The levels which are more relevant to new housing development are 'neighbourhood' open spaces and pocket parks though suitably located 'district' or 'local' open spaces can act also as lower order spaces. Based on a calculation of site sizes and catchment areas, neighbourhood and pocket parks should account for some 45% of total amenity open space in the City (neighbourhood open spaces 28%, pocket parks 17%). Applying this to the 2ha standard gives a notional requirement of 0.9ha per 1000 bedspaces, where there is no provision of at least neighbourhood park status within 0.5km of a proposed development. A lower standard of 0.4ha /1000 applies to developments within 0.5km, where only a pocket park level of provision needs to be considered. Advice on the design of open spaces will be given in the Development Control Guidance to be published, concerning such matters as landscaping, pedestrian links, security, etc.

5.96 In the case of developments of family dwellings, formal equipped playspace will additionally be required (casual playspace is included as part of the amenity open space standard). A hierarchy of provision, similar to that used for amenity open space, is used for children's playspace (see L6). The National Playing Fields Association recommends that 5 sq.m. per dwelling should be formally laid out playspace with equipment provided; the equivalent of 0.2ha per 1000 bedspaces.

5.97 In the implementation of this policy the level of existing open space in the locality will be considered with a view to determining the amounts that should be provided. It may be appropriate, in some cases, for applicants to enter into a planning obligation with the Council to secure provision, in line with Policy R3. In the case of small developments (less than 40 bedspaces), a financial contribution towards providing nearby open space may be more appropriate. Housing development may be expected to give rise to a need for additional formal recreational facilities in addition to amenity open space, and developers will be expected to provide these, or contribute towards their provision, in accordance with Policy R3.

## H 5 Housing

5.98 Bedspaces can be notionally equated with types of dwellings as follows:

- \* one-bedroom dwelling - 2 bedspaces
- \* two-bedroom dwelling - 3 bedspaces
- \* three bedroom dwelling - 4 bedspaces
- \* above three bedrooms - 1 bedspace per bedroom.

### Development within Back Gardens

H22 NEW RESIDENTIAL DEVELOPMENT WITHIN THE CURTILAGE OF AN EXISTING HOUSE WILL ONLY BE ACCEPTABLE IF IT IS NOT DETRIMENTAL TO GENERAL AMENITY AND TO THE ESTABLISHED CHARACTER OF THE LOCALITY. PROPOSALS MUST DEMONSTRATE HOW PARKING AND SERVICING REQUIREMENTS WILL BE MET. 'TANDEM' DEVELOPMENT WILL NORMALLY BE REFUSED.

5.99 Policy H22 aims to regulate development in large gardens (normally to the rear of existing houses), which are a particular feature in Ashbrooke and in village locations. Where development of a back garden or back land is allowed there must be proper means of access for both vehicles and pedestrians, and adequate provision for car parking. Space between old and new buildings must be provided to avoid affecting the amenity of neighbouring houses (e.g. by overshadowing or loss of privacy) and proposals will need to be sensitively designed and landscaped to ensure that new buildings fit successfully into established residential areas.

5.100 'Tandem' development, consisting of one house immediately behind another and sharing the same access, is generally unsatisfactory because of the difficulties of maintaining access to the house at the back, particularly for emergency vehicles, also by reason of the disturbance and lack of privacy suffered by the house at the front. Hence proposals for such development will normally be refused.

5.101 Exceptions will be considered where unrestricted access can be ensured with no loss of amenity to the front dwelling. Development Control Guidance will set out the parking and other planning layout/design guidelines which would have to be met to make this form of development acceptable in principle.

# **S 6 Shopping**

## **CHAPTER 6**

6.1 Shopping and shopping centres play an important role in the life of a community. Convenient access, particularly for non-car users, to a good range of shops in a comfortable, clean and safe environment is an essential element of life. Moreover shopping centres act as meeting places, locations for social activities and centres of employment. New developments, both within and outside existing shopping centres, are increasing the range of facilities available to the community. However, in some cases the provision of new retail facilities can threaten the vitality and viability of current centres. This highlights the balance that the UDP needs to achieve in the provision and enhancement of retail facilities.

6.2 Shopping provision is market led. Retailers are likely to cease trading in locations where they cannot make sufficient profit, only opening new stores where they feel they can expect a reasonable return. However desirable they may be, it must be recognised that shops depend on profitability and do not exist on social grounds. Nevertheless, the UDP can sustain and promote an accessible network of shopping facilities by proposing improvements to existing centres and allocating sites for new development where there are gaps in provision.

## **NATIONAL RETAIL CONTEXT**

6.3 Over the past ten years the nature of retailing has altered considerably as a result of changing consumer tastes, shopping habits, distribution methods, new technology; also the need for improved shopping environments, infrastructure and customer car parking. Out-of-centre retailing has exploited the opportunity presented by the growth of car ownership, offering good access, car parking and a wide selection of goods under one roof, often with the additional benefit of competitive prices because of economies of scale.

6.4 Retail warehouses, superstores and purpose built shopping centres also offer these benefits to customers, additionally providing traders with purpose built facilities. These developments have wide catchment areas which have had a considerable impact on the way people shop and on retailers' locational requirements.

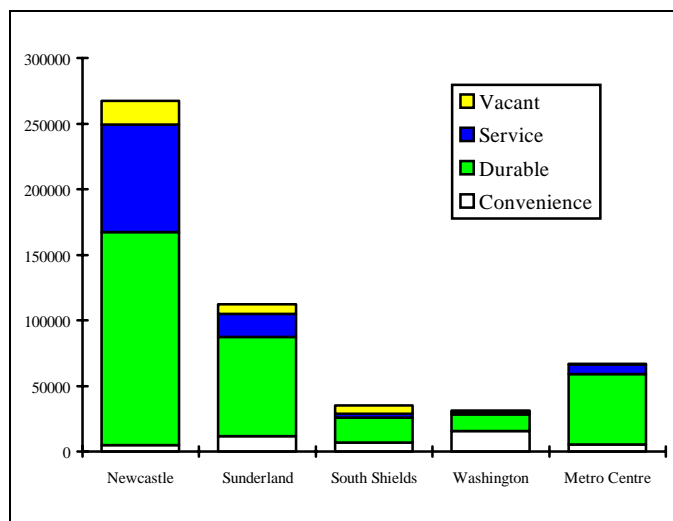
6.5 In the early 1990's the retail boom of the 1980's had slowed down with retail growth of only 8.3% anticipated for the first half of the decade compared with 20% during the second half of the 1980's (Verdict on Retailing 1995-Verdict Research). Consultants suggest that in 1993 just 232,250 m<sup>2</sup> of shopping centre floorspace was under construction (Hillier Parker). This is less than 15% of the total recorded at the peak of the 1980s shopping boom. New forms of retailing have taken advantage of the changing market conditions. By the mid 1990's foreign discount food operators were increasing their high street presence and warehouse clubs, with restricted memberships and catering for bulk purchasers, were establishing themselves as significant retail players. Development pressure still remains strong for out-of-centre development, particularly retail parks and durable goods retailing in general, but the majority of major new schemes, i.e. those over 23,225 m<sup>2</sup> (250,000 sq.ft.) are proposed in town centres. Overall fewer planning applications are being made, fewer schemes undertaken. In order to remain competitive, it is suggested that shopping centres will have to be more innovative in identifying demand and profitable niches in the market.

## **REGIONAL RETAIL CONTEXT**

6.6 The regional shopping centre in Newcastle upon Tyne serves both the Tyne and Wear conurbation and the Northern Region, as does, to a lesser extent, the Metro Centre (west of Gateshead). These are the principal centres which compete with Sunderland, although locally some trade could be diverted to South Shields, Durham City and Chester-le-Street. Outside Tyne and Wear, Middlesbrough, 25 miles south of Sunderland serves the Teesside conurbation.

# S 6 Shopping

**Fig. 6.1 Main Shopping Centres in Tyne And Wear in 1995 (Sharing a Catchment Area with Sunderland)**



Net Floorspace sq. metres

Source : Strategic Guidance 8th Update 1995 data.

6.7 National trends in consumer living standards and mobility have been broadly reflected in the North East, but with some important differences. The level of convenience goods spending has been increasing almost exactly in line with the national trend; however, since the late 1970's the rate of growth in durable goods expenditure has been slightly less than that experienced nationally (Unit for Retail Planning Information (URPI) Brief 90/6)).

## SHOPPING IN SUNDERLAND

6.8 The City has a varied shopping hierarchy based around the City Centre, the town centres of Washington and Houghton-le-Spring, a number of suburban, local centres and several out of centre retail locations, as shown in Fig. 6.2. The City Centre is the second largest, in terms of floorspace, in Tyne and Wear. Rent levels in prime pitches give some indication of the prosperity of a centre, although they need to be read with care. Information from property consultants suggest that prime zone 'A' rents in Sunderland increased steadily from £55 per sq. ft. in 1987 to £95 per sq. ft. in 1995, a 73% increase (Erdman Lewis: Retail Rents by Economic Region). This compares with figures of £110 and £200 (an 82% increase) in Newcastle City Centre. In addition to shops Sunderland City Centre also has a range of leisure, commercial and cultural facilities. The shopping catchment population has remained broadly the same in recent years (i.e. estimated at around 300,000).

6.9 Washington and Houghton serve as town centres for the outlying parts of the City. Prime rents in Washington Town Centre have more than doubled, from £30 per sq. ft. in 1987 to £70 per sq. ft. in 1995, an increase of 133%.

6.10 A comparison between the floorspace breakdown for the City, town and local centres at the end of 1995 and the figures for 1978 indicates that the total convenience and durable goods floorspace has remained fairly stable. There was however considerable variation between the types of centre. Thus convenience goods floorspace in local centres declined by 15%, whilst in main centres it increased by 15%. There was a small overall decline (3%) in durable floorspace at main centres, although this was wholly due to a reduction of around 12% in the City Centre - durable floorspace in the main centres at Washington and Houghton increased; that within The Galleries more than doubled although this centre still had a relatively low proportion of this kind of floorspace (Strategic Guidance data 1978 & 1995 update).

6.11 Over the same period out-of-centre floorspace grew rapidly in both the City and wider region. By 1995 new development had resulted in a total of 78,032m<sup>2</sup>., comprising 58,740m<sup>2</sup>. durable, 14,024m<sup>2</sup>. of convenience and 5,268 m<sup>2</sup> vacant out-of-centre floorspace (i.e. 42.5% of the Tyne and Wear total). It seems likely that this scale of development will have had an effect on trading patterns in older centres; higher vacancy rates in these centres may reflect this. Pressure for new sites has remained high. During 1994 Sunderland Retail Park, comprising 10 units with around 8,400m<sup>2</sup> net floorspace, began trading at Roker Avenue. It was followed by the Hylton Riverside Retail Park with 11,013m<sup>2</sup> in 11 units towards the end of 1996. This latter development is not included in the above analysis or in Table 6.1 as these both relate to 1995 information (Strategic Guidance update 1995).



## S 6 Shopping

**Table 6.1 Out of Centre Retail Development in the City of Sunderland-1995**

Location	Store	Net Durable Floorspace (m <sup>2</sup> )	Net Convenience Floorspace (m <sup>2</sup> )	Vacant Floorspace (m <sup>2</sup> )
Armstrong	Dickens	10,906		2,698
Glover	Peel Centre - 5 Units	13,707		
Castletown	Storey Carpets	1,950		
Pallion	MFI	2,700		
Pallion	Retail Park- 6 Units	5,195	1,220	
Southwick	Pottery Road	5,315		1,640
Monkwearmouth	Sunderland Retail Park	7,232	1190	
Seaburn	Morrisons		4,000	
Silksworth	Sainsbury		2,600	
Leechmere	Asda		3,900	
Leechmere	B&Q	4,690		
Leechmere	Halfords	805		

Source: Strategic Guidance 8th Update 1995

6.12 Some of the local centres (eg Southwick) exhibit a predominance of convenience floorspace which suggests that they fulfil a mainly day to day shopping function for their immediate catchment area. However others (e.g. Sea Road and Concord) have developed more specialised roles with larger amounts of durable and service floorspace. All but four have seen an increase in the amount of vacant floorspace. This suggests that some local centres are adapting their role in response to new forms of retailing although others, such as Ryhope and Grangetown, appear to be suffering the effects of competition from nearby out of centre developments. New investment in older centres, such as the recent redevelopment at Portsmouth Road Pennywell and Doxford Park, is considered essential to maintaining the vitality and viability of existing centres.

### POLICY CONTEXT

6.13 Broad policies for shopping in the City were set down in the 'Shopping Policy Review' (1988) which sought to establish a clear framework for retail development by incorporating Structure Plan policy and the original PPG6.

6.14 Since then, and after publication of the Draft UDP, the Government responded to the changing retail climate by redrafting PPG6 in a form which included 'Town Centres' as well as 'Retail Development'. This reflected a growing awareness of the wider role of town centres and the positive role that accessible shopping facilities make to the aims of sustainable development. The advice in revised PPG6 (June 1996) is more supportive of the shopping policies of the Council than the previous, its main features being:-

- Regarding planning for town centres and retailing:
  - \* emphasis on a plan led approach both through policies and site identification;
  - \* the use of the sequential test for retail, employment, leisure and other key town centre developments;
  - \* support for local centres.
- On town centres:
  - \* promotion of mixed use development and retention of key town centre uses;
  - \* the importance of a coherent parking strategy for different user groups;
  - \* town centre management;
  - \* good urban design
- On assessment of retail proposals:
  - \* three key tests for retail development, viz.: impact on vitality and viability of town centres; accessibility by a choice of modes of transport; and impact on overall travel and car use;

## **S 6 Shopping**

- \* how to assess out-of-centre developments;
- \* how to assess certain types of new retail development.

6.15 In recent years the emphasis of Government policy in relation to retailing has swung toward the retention and enhancement of existing centres. A recent Government direction requires that the Council consults the Secretary of State for the Environment before granting planning permission for any individual large scale development (2,500m<sup>2</sup>) or smaller developments which, together with others in the region, would have a major cumulative impact on existing centres.

6.16 Strategic Guidance for Tyne and Wear (DoE, 1989) states that :-

- \* Local Authorities should seek to enhance the level and quality of the shopping service rather than preserve the existing shopping hierarchy for its own sake;
- \* town centres are likely to remain the main focus of shopping activity and a range of measures should be used to improve them, such as better car parking, environmental improvements, better access facilities and the provision of new floorspace;
- \* a continuing role for town centres should not prevent retail development from taking place elsewhere. Retail investment can make a positive contribution to urban regeneration, create jobs, increase the range of facilities available and relieve traffic congestion in existing centres;
- \* when preparing policies for major retail development a balance must be drawn between future proposals and existing provision;
- \* UDP's should consider how leisure and commercial elements of existing centres can be encouraged, particularly in centres that have suffered a loss of retail trade, in order to add to their vitality.

### **FUTURE RETAIL REQUIREMENTS**

6.17 In estimating the broad future demand for additional floorspace a number of assumptions have been made, including that both the catchment area and the proportion of personal income spent in the City will remain constant. Planned growth therefore does not look to increased competitiveness with centres outside the City. However by its nature, retailing activity and related trends are likely to vary over time. For this reason, and because other assumptions cannot be validated, it is important that the resulting estimates are regarded as indicative rather than definitive (See Appendix A7).

6.18 Estimates of future floorspace requirements set out in Appendix 6 have been undertaken based on Unit for Retail Planning Information predictions (URPI Brief 94/2). These suggest that between 1992 and 2006 there could be a theoretical need within the City for 60,000-80,000m<sup>2</sup> of additional floorspace. New developments since 1992, along with schemes under consideration, could account for around 55,000m<sup>2</sup> if all are fully developed, leaving potential for up to a further 25,000m<sup>2</sup>. In addition, as at 1995 there was some 20,000m<sup>2</sup> of vacant floorspace (Strategic Guidance monitoring update) around half of this can be expected to be empty at any one time assuming a vacancy reserve of 5%. Of the remainder, some may have potential for retail use thereby contributing toward meeting anticipated future needs, but some may be obsolete in terms of size/location or be subject to pressures for other uses. The possibility of additional obsolete floorspace arising as a result of changing shopping habits, new retail technology and requirements on the part of retailers should not be discounted.

6.19 Strict control over development purely on the basis of floorspace is inappropriate in the light of the uncertainty associated with the foregoing estimates. Rather the intention, in encouraging development and allocating new sites for shopping, is to use figures as a broad guide only, monitoring any changes. This is necessary as shopping patterns and forms are in a state of flux; the potential effects of innovations such as shopping by phone cannot as yet be evaluated.

### **SHOPPING STRATEGY**

6.20 The shopping policies and proposals within the UDP seek to:-

- \* ensure a good shopping service accessible to residents, providing an attractive environment for both shoppers and shopkeepers;
- \* consolidate and enhance the role of the City in Tyne and Wear and North Durham;

## S 6 Shopping

- \* recognise the roles of the main centres of Sunderland, Washington, and Houghton in meeting a wide range of shopping, recreational, cultural, civic and business needs;
- \* ensure the continued vitality and viability of existing shopping centres within the City and their contribution to economic regeneration.

6.21 In general, development of new retail and other key town centre uses should be directed towards existing centres, particularly the main centres of Sunderland, Washington and Houghton. Schemes for environmental improvement will be implemented, where possible, in all shopping centres. Convenience floorspace will be encouraged where a local deficiency exists, or where it will help consolidate the role of a centre. Caution will be exercised in considering out of centre and retail park developments, which, whilst they widen the choice and style of retailing available, result in a re-adjustment in the more traditional shopping areas. This is evident in the generally increasing level of vacant floorspace, the incursion of non-retail uses into shopping centres and the reduced floorspace of certain types of store. Moreover not everyone is equally well placed to benefit from developments outside existing centres. In certain parts of the City the local population exhibits characteristics which emphasise the need for readily accessible local shopping facilities, especially since use of out of centre development often depends on the availability of a car. Consequently, policies must address the needs of people on low incomes, those without access to a car, the elderly, people with disabilities and those with caring responsibilities.

### POLICIES

#### General Policies

**S1 THE CITY COUNCIL WILL SEEK TO ENHANCE THE ROLE OF THE CITY'S SHOPPING SERVICE IN THE REGION AND ENSURE IT MEETS LOCAL NEEDS BY ENCOURAGING A WIDE RANGE OF ATTRACTIVE WELL DISTRIBUTED FACILITIES TO MEET FUTURE SHOPPING AND RELATED NEEDS. WHERE APPROPRIATE, NEW DEVELOPMENT WILL BE BASED ON EXISTING CENTRES WHICH WILL BE IMPROVED WHEREVER POSSIBLE; DEVELOPMENT ELSEWHERE SHOULD RESULT FROM APPLICATION OF THE SEQUENTIAL TEST, BE IN ACCORDANCE WITH OTHER POLICIES OF THE PLAN, AND COMPLEMENT EXISTING FACILITIES. CARE WILL BE TAKEN TO ENSURE THAT SHOPPING AND RELATED FACILITIES ARE ACCESSIBLE TO ALL GROUPS BY A VARIETY OF MODES OF TRANSPORT.**

6.22 Access to a range of shops offering a variety of goods at competitive prices, combined with the opportunity to shop in convenient, environmentally pleasing surroundings, are important components in the quality of life. The City is fortunate to have a well developed shopping hierarchy containing a wide range of accessible shops providing such choice for the consumer. The Council is keen to enhance both the level and quality of this provision to create the best possible service for the people within the City's catchment area. Thus shopping policies seek to reinforce the attractiveness and competitiveness of its major centres (Sunderland City Centre and Washington Galleries) in the regional hierarchy, thereby helping retain expenditure as well as potentially attracting further expenditure from a wider area (subject to it not having an unduly adverse effect on other centres elsewhere). Additionally, within the City, a balanced distribution of attractive facilities, accessible to all, is sought to provide for local needs and help ensure a sustainable form of development in accordance with policies R1 and R2. The need to ensure a balanced distribution is a recurring theme in policies for both existing centres and new development. It implies as even a distribution as possible to ensure a high level of accessibility to shopping facilities by a range of modes of transport; reduce the use of the car and need to travel; and provide as a minimum access to facilities for local everyday needs. The potential for achieving such a distribution will vary according to the type of development, and a flexible approach is therefore needed. In general however, provision of a balanced distribution will be assisted by the policies of the Plan, including development at locations identified in S3 for local everyday shopping. However, retailing as an activity is rapidly changing and there are pressures for new development to reflect this and accommodate innovative forms of retailing, which cannot reasonably be resisted. Shopping policy must therefore provide for such new development in locations which are operationally suitable whilst being accessible and environmentally acceptable. Policies S5 and S6, which are concerned with new retail development, emphasise the importance of the sequential test in determining the location of new development. Thus by a combination of retaining and enhancing existing facilities and new development, the health, diversity, adaptability and strength of the City's retail function can be reinforced and the need to travel reduced, in accordance with the Council's objectives and Government advice.

**S2 THE CITY COUNCIL WILL GIVE FAVOURABLE CONSIDERATION TO PROPOSALS WHICH WILL SUSTAIN AND ENHANCE THE VITALITY, VIABILITY AND APPROPRIATE DIVERSIFICATION OF THE FOLLOWING EXISTING CENTRES AND THEREBY FACILITATE THEIR REGENERATION:**

## **S 6 Shopping**

**SUNDERLAND CITY CENTRE;  
WASHINGTON TOWN CENTRE;  
HOUGHTON TOWN CENTRE;  
CHESTER ROAD;  
DOXFORD PARK;  
SOUTHWICK GREEN;  
SEA ROAD;  
CONCORD;  
HETTON CENTRE.**

**SUBJECT TO OTHER POLICIES OF THIS PLAN, THE FOLLOWING USE CLASSES WILL BE ACCEPTABLE IN THESE CENTRES:**

**SHOPS (A1);  
FINANCIAL AND PROFESSIONAL SERVICES (A2);  
FOOD AND DRINK (A3);  
NON-RESIDENTIAL INSTITUTIONS (D1);  
ASSEMBLY AND LEISURE (D2);**

**AND, WHERE THEY COMPLEMENT THE RETAILING FUNCTION OF THE CENTRES:**

**BUSINESS USES (B1);  
HOTELS (C1);  
HOSTELS;  
DWELLINGS (ABOVE GROUND FLOOR LEVEL AND SUBJECT TO A SATISFACTORY RESIDENTIAL ENVIRONMENT BEING ACHIEVED);  
DEVELOPMENT PROPOSALS IN THESE CENTRES FOR USES NOT LISTED WILL BE DECIDED ON THEIR MERITS.**

**THESE CENTRES WILL ALSO BE SUBJECT TO IMPROVEMENTS TO THEIR ENVIRONMENT UNDER S4.**

6.23 Sunderland City Centre and Washington Galleries are major focal points for retail activity and are highly accessible. Together with retail parks and certain other out-of-centre facilities (not included in this policy as they are not a priority for investment to secure their regeneration but are nevertheless an important part of the City's shopping hierarchy) they are the main locations in the City for comparison and specialist shopping. Houghton Town Centre serves as a small town centre for the Houghton/Hetton area, with a more limited range of facilities. The other centres identified under this policy are generally smaller. Mainly based along the main road network, and therefore highly accessible by bus and car as well as on foot from the surrounding residential areas, they are considered to provide a valuable shopping function for their neighbourhoods, meeting a range of everyday requirements. A number have community and health facilities within or in proximity, adding to their diversity, and some could have potential for further development. Given the value of their contribution and their apparently viable role, they are considered worthy of protection and enhancement as an essential part of the existing and any future shopping hierarchy. Consequently, as far as is feasible, new retail development will be directed to these centres by the application of the sequential test in accordance with policy S5, and the potential impact of new development will be an important consideration when the Council is determining applications for retail development. Other uses which will consolidate the roles of the centres and add to their diversity will be given favourable consideration. Environmental improvements under S4 will be undertaken by the Council or other appropriate agencies at these centres where the opportunity arises.

**S3 IN ADDITION TO CENTRES IDENTIFIED IN S2, THE CITY COUNCIL WILL SUPPORT THE RETENTION OF OTHER EXISTING SHOPPING CENTRES, LOCAL GROUPS AND SMALL SHOPS PROVIDING FOR EVERYDAY NEEDS (INCLUDING A2 AND A3 USES WHERE APPROPRIATE) AND WILL ALLOW NEW PROVISION IN ACCORD WITH S5, ESPECIALLY IN:**

- (i) AREAS WHICH DO NOT HAVE EASE OF ACCESS TO A RANGE OF LOCAL SHOPPING FACILITIES AT PRESENT, INCLUDING AREAS NOT WELL SERVED BY PUBLIC TRANSPORT; AND**
- (ii) AREAS WHERE SUBSTANTIAL NEW RESIDENTIAL DEVELOPMENT HAS TAKEN PLACE OR IS PROPOSED.**

**HOWEVER, WHERE INDIVIDUAL UNITS AND/OR LOCAL GROUPS BECOME OF DOUBTFUL VIABILITY, CONSIDERATION WILL BE GIVEN TO THE CONVERSION OF UNITS TO NON-RETAIL USES, IN ADDITION TO CLASSES A2 AND A3, PROVIDING THAT:**

- (a) AN ACCEPTABLE LEVEL OF LOCAL EVERYDAY SHOPPING REMAINS;**
- (b) THE PROPOSED USE WILL NOT CONFLICT WITH EITHER ESTABLISHED USES IN THE NEIGHBOURHOOD OR OTHER POLICIES OF THE PLAN.**

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6.24 This policy relates to existing centres other than those identified in S2, and also to provision of new floorspace to meet local everyday needs in accordance with the criteria of S5. It is therefore wide ranging and includes sizeable urban centres such as Hylton Road and Shiney Row as well as local parades and individual shops. It seeks to ensure a balanced provision of accessible facilities for local everyday shopping by a combination of retention of existing facilities to give as a minimum access to convenience goods floorspace, Post Office and chemist and new construction as and where appropriate, including new neighbourhood foodstores of up to 1,000m<sup>2</sup> to make good shortfalls. New development will normally be subject to the principles of the sequential test as set out in S5, but given the circumstances of trying to ensure a balanced local provision, a flexible approach may be required where significant facilities do not exist, where they may not be in the optimum location for the area to be served or where they may not be viable in themselves. If it does not seem likely that present levels of retail activity will remain viable, the Council will give favourable consideration to appropriate non-retail uses, preferably related to local needs, to ensure premises remain in use and do not become an eyesore. Where possible, a minimum local retail provision will be encouraged to be retained, possibly by the Council undertaking improvements to the environment and providing car parking at appropriate centres.

6.25 As new development under this policy is intended to meet local everyday needs only, the scale of any proposed development and its impact on existing facilities will require close consideration. In order to ensure it provides for local needs and avoid a more dispersed pattern of specialist/comparison goods floorspace in inappropriate locations, development, particularly neighbourhood foodstores, may be subject to a Section 106 agreement limiting the range of goods sold. Potential priority areas for new local retail floorspace are those where there is not currently a high level of access to local everyday provision, especially where there is a significant proportion of the population having low levels of personal mobility and indicators of low income. In addition, consideration may be given to further local development in areas where there will be, or has recently been, large scale new residential development, to meet the needs of a changed distribution of population. In this regard, there are planning approvals for local supermarkets in the following areas:-

- \* Hedworth Terrace, Hendon
- \* Roker Avenue, Monkwearmouth.

In addition, a site is allocated at Hylton Lane/Washington Road for local convenience goods retail development (NA12). Other general localities which could potentially benefit from additional local convenience provision could include:-

- \* Thorney Close/Farringdon/Plains Farm
- \* Grindon/Hastings Hill
- \* South Hylton
- \* Hendon
- \* Silksworth
- \* Hylton Red House/Witherwack
- \* South Washington
- \* East Washington
- \* Shiney Row
- \* Easington Lane.

6.26 Implementation will be largely by the private sector with the Council exercising its development control powers. Environmental and other improvements at centres will be undertaken by the City Council or other agencies as appropriate.

### Improvement of Existing Facilities

**S4 THE CITY COUNCIL WILL SEEK TO IMPROVE THE APPEARANCE, SAFETY AND EFFICIENCY OF THE EXISTING SHOPPING FACILITIES IDENTIFIED IN S2 AND PART II BY:**

- (i) PROMOTING ENVIRONMENTAL IMPROVEMENTS TO FLOORSCAPES AND FACADES INCLUDING APPROPRIATE LANDSCAPING;**
- (ii) IMPROVING SERVICING ARRANGEMENTS;**
- (iii) TRAFFIC MANAGEMENT AND PROVISION OF SECURE CAR AND CYCLE PARKING FACILITIES;**
- (iv) IMPROVING FACILITIES FOR PUBLIC TRANSPORT, CYCLISTS AND PEDESTRIANS INCLUDING PEOPLE WITH DISABILITIES AND OTHERS WITH RESTRICTED MOBILITY; AND**

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**(v) ENCOURAGING USES ON REDUNDANT UPPER FLOORS WHICH ADD TO THE VITALITY OF THE CENTRE BY EXTENDING THE RANGE OF FACILITIES AVAILABLE OR IMPROVE SUPERVISION WITHOUT CAUSING DEMONSTRABLE HARM TO ESTABLISHED USES.**

6.27 The Council supports the existing range of shopping facilities as they represent considerable public and private investment in the City comprising an accessible network of retail provision. Both Strategic Guidance and PPG6 emphasise the importance of existing centres. The latter suggests a range of means for improving their vitality and viability; these include maintaining a variety of complementary uses, liaising with the private sector particularly on town centre management initiatives, transport and environmental improvement measures to provide pedestrian-friendly environments. The Council recognises that shopping has increasingly become a leisure activity as well as a requirement. A clean, high quality, safe environment not only enhances the shopping experience for people but also encourages and strengthens the competitiveness of each existing shopping centre in relation to out-of-centre rivals.

6.28 The new out-of-centre facilities, while benefiting the customer with competitive prices and a range of goods under one roof, are designed primarily for the car-borne shopper. This means they are not always welcoming nor equally accessible to pedestrians, cyclists and public transport users. The Council accepts that there is now a range of these developments which add to the variety available. However the emphasis for improving facilities will be focused on the more accessible traditional shopping centres throughout the City. Purpose built centres like The Galleries could benefit from a comprehensive review/upgrading of their design hence their attractiveness.

6.29 Older centres, some of which are bisected by major transport corridors encounter more severe environmental problems, but often have less scope for dealing with them because of the importance of the through route and the absence of vacant land for car parking or redevelopment. Nevertheless, opportunities for redevelopment of existing premises may arise, along with improvements to car parking, service and access arrangements; for traffic calming and pedestrianisation schemes; for the renewal or enhancement of floorscapes and facades and for bus priority measures together with improved bus stops and shelters. The work undertaken within the City Challenge area (eg at Blackwood Road, Town End Farm) demonstrates what can be achieved in this respect when finance is made available.

6.30 Centres will need to demonstrate a commercial adaptability in response to greater competition. It is likely that shops will make the most of new innovation and opportunities to specialise in order to remain competitive, which, when combined with physical improvements, should add to the vitality of existing centres and attract new investment. The potential for residential use of the upper floors of shops is encouraged by the amendment to the Town and Country Planning Act General Development Order (1995) allowing conversions to single flats without the need for planning permission. Priority will be given to those centres which have the greatest potential for improvement within existing resource constraints, and, wherever possible to those centres which currently offer the worst conditions for shoppers.

### New Development

**S5 ALL NEW DEVELOPMENT FOR RETAIL AND OTHER KEY TOWN CENTRE USES SHOULD:-**

- (i) PREFERABLY BE LOCATED WITHIN AN APPROPRIATE EXISTING CENTRE AND BE OF A SCALE AND TYPE WHICH IS APPROPRIATE TO THE CENTRE IN WHICH IT IS LOCATED. IF NO SUITABLE SITE IS AVAILABLE, A SITE IN PROXIMITY TO SUCH A CENTRE, AND ACCESSIBLE FROM IT MAY BE ACCEPTABLE. APPLICATIONS FOR OUT-OF-CENTRE DEVELOPMENT WILL HAVE TO DEMONSTRATE THE LACK OF A SUITABLE ALTERNATIVE LOCATION; AND**
- (ii) SOLELY OR CUMULATIVELY WITH OTHER RECENT DEVELOPMENTS OR OUTSTANDING PERMISSIONS, NOT DIVERT INVESTMENT FROM EXISTING CENTRES SO AS TO THREATEN THEIR VITALITY AND VIABILITY; AND**
- (iii) CONTRIBUTE TO A BALANCED DISTRIBUTION OF FACILITIES ACCESSIBLE IN SAFETY TO ALL SECTORS OF THE COMMUNITY (PARTICULARLY TO THOSE WITH LOW LEVELS OF PERSONAL MOBILITY) BY PUBLIC TRANSPORT, ON FOOT OR CYCLE, AS WELL AS BY CAR; AND**
- (iv) NOT HAVE A SIGNIFICANT ADVERSE EFFECT ON OVERALL TRAVEL AND CAR USE.**

**WHEREVER POSSIBLE, DEVELOPMENT SHOULD BE ON SITES IDENTIFIED FOR SUCH USE IN PART II OF THE PLAN. EXCEPTIONS TO THIS POLICY MAY BE CONSIDERED WHERE A RETAILER SPECIALISES IN A COMMODITY WHICH HAS A SPECIFIC LOCATIONAL REQUIREMENT. NEW DEVELOPMENT WILL ALSO BE SUBJECT TO S6 AND S7 AND CONFORM WITH THE REQUIREMENTS OF CN18 AND T14.**

6.31 There has been considerable retail development in the City in recent years. However, retailing is a rapidly changing activity and this results in new demands. The City already has a complex range of shopping centres well served by public transport. In 1995 it also had a large proportion of the County's out-of-centre retail

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developments (42.5%), their locations being shown in Table 6.1. With regard to superstores (ie with a trading area of 2,500 sq. m or more), whilst nationally there was one such store per 71,000 population in the early 1990's, within the City this figure was one per 49,400 people. Consequently the need for further developments of this nature will require detailed consideration to assess whether they are likely to have an adverse effect on existing centres. Despite this, it is estimated that broadly speaking up to 80,000m<sup>2</sup> additional shopping floorspace could be required in the City over the period 1992-2006. Recent developments, along with other schemes (eg The Bridges extension) could account for up to 55,000m<sup>2</sup> leaving scope for up to a further 25,000m<sup>2</sup> by 2006. On present trends this is likely to be predominantly durable goods (comparison goods) floorspace.

6.32 In accordance with Government advice contained in revised PPG6, sites for new retail development and other key town centre uses (ie which need to be accessible to a large number of people including commercial and public offices, entertainment and leisure, along with cultural uses such as theatres, museums, art galleries and libraries, unless there are special circumstances which can be demonstrated) will be evaluated through the use of the sequential test. Thus, unless there are exceptional circumstances (e.g. bulky goods) or where the traffic implications would be adverse, development should be located on a site in, or on the edge of, an appropriate existing centre, or on land allocated in Part II of the Plan, or in a location which will satisfactorily meet the needs of priority areas identified in the amplification to policy S3, in the absence of a suitable site within a centre. When applied to the City Centre, 'appropriate existing centre' is defined as the area on the Proposals Inset Map relating to Policy SA69. Revised PPG6 states that edge-of-centre development should be within easy walking distance (ie 200-300 metres) of the primary shopping area taking account of factors such as local topography including barriers to pedestrians, the strength of attraction of the town centre, and the attractiveness of the route to and from the town centre. It is suggested that the environment and intervening uses can be added to this. The PPG further states that edge-of-centre developments can often provide parking facilities that serve the centre as well as the store, thus enabling one trip to serve several purposes. In the context of the City, this may be acceptable in the City Centre but in other smaller centres it is suggested that a new development that is this distance away from the centre would be more likely to divert trade from the centre than consolidate it. Thus, whilst there is a need for flexibility, it is considered that only sites immediately adjacent to a smaller centre would be entirely appropriate. New development should, as far as possible, be integrated with an existing centre even if it is an edge-of-centre location. Locations allocated in this Plan, including appropriate mixed use sites identified in Part II as suitable for retailing, should be given consideration, but only when it can be shown there are no other suitable sites for a particular scheme, will out-of-centre locations not identified for retail development in the Plan be considered.

6.33 New development will be subject to an assessment of its individual and cumulative impact (ie in association with other recent developments and outstanding permissions) to ensure it is of an appropriate scale and type so as not to have a significant adverse impact on the vitality and viability of existing centres both within and outside of the City. This will also take account of proposals of the Plan for new retail development within them. Within the City, centres identified under policy S2 will be the focus of concern, and in assessing the cumulative impact on them, account will be taken of retail parks, superstores, and other existing out-of-centre facilities as well as outstanding planning permissions. In some instances consideration may be given to limited convenience floorspace within a retail park where it represents the optimum location for such floorspace to ensure balanced provision to meet everyday local needs as indicated in S3 but the desirability of maintaining a balanced provision of local everyday facilities under policy S3 will also be taken into account. New proposals for a given type of retailing should complement existing facilities and reinforce the objective of ensuring a balanced provision of accessible facilities to meet the needs of less mobile sectors of the population and to reduce the need to travel. Subject to this requirement, account should be taken of the potential role of accessible new out-of-centre retailing in reducing traffic congestion in existing centres and bringing unused land into productive use. Policy S3 identified potential locations for new local everyday convenience retailing facilities including neighbourhood and discount foodstores. It is suggested that, in addition, the following localities could assume priority in the further provision of new retail developments, comparison goods/retail parks and superstores:-

- \* Major new developments should be focused on the City Centre, Washington Galleries and, to a lesser extent, Houghton Town Centre;
- \* Further development to provide comparison goods floorspace could be undertaken at the Toll Bar, Ryhope; Sunderland Retail Park, Monkwearmouth; Armstrong North, Washington (bulky goods); and the Peel Centre, Washington;

6.34 New development for retail and other key town centre uses should be accessible by all sectors of the community from within the area it is intended to serve by a range of transport modes. This will ensure the availability of facilities to those who are less mobile and will accord with Government policy which aims to reduce the need to travel. It is also important that development respects the environment and adjoining uses. The

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requirements of specialist retailers (e.g. ship's chandler, or craft retailing in association with other activities such as in connection with the National Glass Centre) will be treated on their merits.

S6 A DISTINCTION WILL BE MADE BETWEEN COMPARISON AND CONVENIENCE GOODS RETAILING ON DEVELOPMENTS OF OVER 1,000 SQ. M GROSS, SUBJECT TO REQUIREMENTS UNDER POLICY S3. APPROPRIATE CONDITIONS WILL BE IMPOSED OR SECTION 106 AGREEMENTS ENTERED INTO.

6.35 In principle the locational requirements of both large scale comparison goods developments (retail parks, etc.) and superstores are likely to be similar. However, in practice, the frequency of visit, amount spent and area from which trade is drawn/diverted are likely to exhibit differences. A retail park, being predominantly if not wholly comparison goods floorspace, will tend to have a wide catchment and by the specialist nature of the retailing, attract relatively infrequent visits from within that area. Trade diversion is most likely to be from major centres, such as the City Centre, than local centres which largely cater for everyday needs and/or more specialist, small scale retailing and services. Conversely superstores, selling mainly food and household goods, are more likely to attract frequent visits from a slightly less extensive catchment area. Hence their impact is likely to be largely felt by suburban centres within their catchment.

6.36 Policy S5 seeks a balanced provision of facilities. It is therefore important to ensure that the distribution of superstores means that residents in different areas of the City, particularly those without cars, have a high level of access to such a facility; this also reduces the need to travel. Similarly retail parks and other comparison goods outlets should be sited where they are generally accessible from a wide area by a potentially larger catchment population who will probably visit on a more occasional basis. Consequently, when considering applications for new development, regard will be given to the scale and type of floorspace, the distribution of existing facilities along with the likely impact the development will have on them, and the suitability of the site.

6.37 The different forms of development are likely to generate differing volumes of traffic, as noted. This could have implications for the road network, in terms of potential congestion, and the application of car parking requirements.

6.38 In the light of the foregoing, the most appropriate way of ensuring the optimum location for new retail development whilst minimising its impact may be through planning conditions or section 106 agreements limiting the range of goods to be sold or the proportion of floorspace devoted to non-convenience goods as appropriate in relation to developments of over 1,000 sq. m, although each application will, of course, be treated on its merits. In some situations it may also prove desirable to enter into such agreements on smaller scale developments in order to ensure a balanced provision of local everyday retailing in accordance with policy S3 and avoid undue dispersal of comparison goods floorspace which, should be accessible from a wide area.

6.39 Implementation will be by the City Council through its development control functions.

S7 NEW RETAIL DEVELOPMENT SHOULD BE OF A HIGH STANDARD OF DESIGN AND WELL RELATED TO ITS SURROUNDINGS IN APPEARANCE AND IN TERMS OF DESIGN, PEDESTRIAN, CYCLIST AND VEHICULAR ACCESS AND TRAFFIC GENERATION. IT WILL NORMALLY BE REQUIRED TO PROVIDE:

- (i) ADEQUATE SERVICING, AND SECURE CAR AND CYCLE PARKING TO SERVE CUSTOMERS AND EMPLOYEES;
- (ii) A SAFE AND SECURE PEDESTRIAN ENVIRONMENT, PROTECTED FROM THE ELEMENTS WHERE POSSIBLE, DESIGNED TO ENSURE EASE OF USE THROUGHOUT BY PEOPLE WITH DISABILITIES AND THOSE WITH PUSHCHAIRS;
- (iii) SHOPFRONTS WHICH ARE IN KEEPING WITH THE BUILDING IN WHICH THEY ARE CONTAINED AND THE STREET AS A WHOLE.

WHERE A NEW DEVELOPMENT IS 2500 m<sup>2</sup> GROSS OR OVER AND DEPENDING ON THE FORM PROPOSED, CONSIDERATION WILL BE GIVEN TO THE DESIRABILITY OF PROVIDING:

- (iv) PUBLIC SEATING AND PUBLIC CONVENIENCES INCLUDING FACILITIES FOR PEOPLE WITH DISABILITIES;
  - (v) BABY CHANGING AND FEEDING FACILITIES SEPARATE FROM ANY PUBLIC CONVENIENCES;
  - (vi) A CRÛCHE OR CHILDREN'S PLAY AREA AND
  - (vii) COLLECTION FACILITIES TO PROMOTE THE RE-CYCLING OF PAPER, GLASS, METAL AND PLASTIC.
- HIGHWAY IMPACTS WILL BE TREATED IN ACCORDANCE WITH POLICY T14.

6.40 New shopping development should make a positive contribution to the quality of the local lifestyle and environment. The Council will expect developers to show that they have taken account of the demands of people at all levels of mobility (including people with disabilities and cyclists), as well as the capacity of the existing road network. Any problems created by the expected volume of traffic should be rectified at the developers' expense; this could include off-site works to highways. Moreover in larger developments (greater than 2500m<sup>2</sup>



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gross) depending on their form operators could be expected to provide the kind of facilities found in model shopping centres reflecting shopping's growing leisure role. This should include attractive landscaping and provision for safe and secure pedestrian movement. Public seating and public conveniences should be provided, along with facilities for people with disabilities and those with children, in schemes such as retail parks but may not be necessary in single unit superstores where customer facilities may be provided. The design of superstores and supermarkets with dedicated car parks should incorporate facilities for recycling glass, cans and newspapers to encourage energy conservation and minimise the need for special journeys to recycling centres. Advice on the design standards expected will be given in the Council's Development Control Guidance.

6.41 Where it is not appropriate to implement this policy through the imposition of conditions on a planning approval, developers will be required to enter into a planning obligation agreement under Section 106 of the Town and Country Planning Act 1990.

### Development Control

#### Shop Fronts/Signs and Security Grilles

S8 NEW AND REDESIGNED SHOP FRONTS SHOULD BE OF A SCALE, DESIGN AND MATERIALS WHICH RELATE SATISFACTORILY TO THE BUILDING IN WHICH THE SHOP FRONT IS TO BE INSTALLED, ALSO TO ADJACENT BUILDINGS. ACCESS FOR PEOPLE WITH DISABILITIES SHOULD BE PROVIDED WHEREVER POSSIBLE IN NEW SHOP FRONT DESIGN IN ACCORDANCE WITH DEVELOPMENT CONTROL GUIDANCE

S9 ADVERTISEMENT APPLICATIONS WILL BE ASSESSED WITH REGARD TO THEIR EFFECT ON AMENITY AND PUBLIC SAFETY. WITH REGARD TO AMENITY, FASCIA SIGNS SHOULD BE RELATED IN SIZE AND HEIGHT TO THE SHOP FRONT. THE DEPTH OF THE SIGN WILL NORMALLY BE RESTRICTED TO A MAXIMUM OF ONE METRE. ONLY ONE HANGING OR BOX SIGN WILL NORMALLY BE PERMITTED ON EACH SHOP FRONT.

S10 SECURITY SHUTTERS AND ROLLER GRILLES COVERING SHOP FRONTS WILL NORMALLY BE PERFORATED AND COLOUR CO-ORDINATED TO BLEND IN WITH THE REST OF THE SHOP FRONT. THE SHUTTER BOX WILL NORMALLY BE REQUIRED TO BE RECESSED SO AS NOT TO PROTRUDE IN FRONT OF THE FASCIA SIGN.

6.42 Commercial pressures and demands for shop security mean that shopping streets can be subjected to rapid change as shops are modernised. As new styles of retailing are introduced new signs are proposed. The criteria of the policies are meant to provide a generally applicable framework for control but this would not preclude favourable consideration being given to a design which does not conform to these criteria provided it is of a high quality and relates well to the general street scene. The Council wishes to ensure that changes contribute positively to the appearance of shopping parades as a whole, do not lead to the creation of clutter and eyesores and relate well to vernacular architecture, especially in high quality environments such as Conservation Areas. For this reason, only one hanging or box sign will normally be permitted, although this will depend on circumstances, e.g. it may be appropriate to allow two on a corner unit with a return frontage, or on a particularly long fascia. In the re-design of shopfronts, provision of improved access for those with disabilities will be an important consideration. To implement these policies the Council will provide Development Control Guidance for these aspects of retail development.

6.43 In recent years, provision of security to commercial/retail property throughout the City has increased significantly, with many businesses installing security roller shutters either because of theft/damage or because they have been required to do so by their insurers. However care needs to be taken in their choice as solid shutters, particularly bare galvanised or mill finished aluminium, can have a detrimental environmental effect, making areas desolate and forbidding outside of trading hours. Similarly, projecting roller shutter boxes can add to the clutter of fascias. Policies S8, S9, and S10 will be implemented through consideration of planning applications as part of the development control process

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### Non Retail Uses

S11 NON RETAIL USE WILL BE RESTRICTED IN PARTS OF THE CITY CENTRE AND AT WASHINGTON TOWN CENTRE AS DEFINED IN OTHER PART II PROPOSALS. OUTSIDE OF THESE AREAS, APPLICATIONS FOR A2 AND A3 USE WILL BE CONSIDERED ON THEIR MERITS AND, IN THE CASE OF A3, SUBJECT TO THE REQUIREMENTS OF POLICY S12.

6.44 The Council will resist non-retail uses in certain locations where it can be shown that they would adversely affect the vitality and viability of the shopping service. Part II proposals indicate that in the primary core shopping frontages of Sunderland City and Washington Town centres, non-retail uses on the ground floor frontage should be limited. The primary core areas have been defined with reference to the following factors, which also provide the basis for the determination of the appropriate percentage limits on non-A1 use in area based proposals for the City Centre (SA71) and Washington Town Centre (WA33(iii)):-

- \* Rental levels and yields;
- \* Pedestrian flows;
- \* Retail demand;
- \* Vacancy levels.

Within the defined primary areas of both centres it is considered important to protect the key retail function, thus the shopping centre's attractiveness. Account will be taken of any concentration of non-retail uses, especially their effect on the vitality and viability of the locality. Although a primary shopping area has not been defined in Houghton Town Centre, the situation with regard to concentrations of non-retail uses will also be monitored there to ensure that the essential retail character can be protected adequately. Use for non-retail purposes of upper floors or basements in these defined shopping areas will be considered on their individual merit and will not be restricted in their intensity by this policy.

S12 PLANNING PERMISSION FOR HOT FOOD TAKEAWAY SHOPS, RESTAURANTS, OTHER SIMILAR USES WITHIN CLASS A3, AND AMUSEMENT CENTRES WILL NORMALLY BE GRANTED IN EXISTING TOWN AND LOCAL CENTRES AND OTHER APPROPRIATELY LOCATED AND ACCESSIBLE SITES UNLESS THEY HAVE A DETRIMENTAL EFFECT ON THE ENVIRONMENT, RESIDENTIAL AMENITY AND PUBLIC OR HIGHWAY SAFETY AND SUBJECT TO THE REQUIREMENTS OF POLICY S11 WHERE APPROPRIATE.

6.45 Hot food takeaway shops, cafes, restaurants, public houses and wine bars can be an important element of town and suburban centres, adding to their diversity and providing refreshment and leisure facilities in their own right and as an ancillary activity to shopping. There are increasing demands for facilities to be provided at roadside locations, especially drive - through takeaways. Often these uses generate considerable volumes of traffic, attracting mobile passing trade which may cause congestion or disturbance problems, create noise and smells and are often open late at night. Amusement centres can also generate noise and stay open late. Consequently, for all uses subject to this policy, care must be taken to avoid any adverse effects arising from proposed developments in locations which are in proximity to residential areas and other environmentally sensitive locations; if these cannot be satisfactorily resolved applications will be refused. Proposals for development in smaller shopping centres will be closely monitored, and, whilst in all cases applications will be considered on their merits, drive - through and other roadside facilities should be within the built-up area, well separated from sensitive localities/uses, possibly on mixed use sites or in connection with retail parks/other appropriate commercial development. Ideally they should also be accessible by a range of modes of transport to reduce the need to travel. With regard to amusement centres, Government advice suggests that whilst they form part of the leisure function, they are most appropriately located in secondary rather than main shopping areas and are particularly unacceptable close to housing, schools, churches, hospitals and hotels. In the context of the City, the potential of the seafront should be noted, subject to satisfying Part II proposals.

### Retailing on Industrial Estates

S13 RETAILING ON LAND ALLOCATED FOR INDUSTRY AND/OR MIXED USE ON THE PROPOSALS MAP WILL BE PERMITTED ONLY IF IT ACCORDS WITH POLICIES EC4 AND EC5.

6.46 As retailing trends have changed towards purpose built, edge of city sites, industrial land has come under pressure for shopping development. This will be resisted under Policy EC4 other than on appropriate mixed use sites identified in Part II under EC5, for each of which acceptable uses are set out. Exceptions may be made in the case of small support retail services primarily serving the requirements of the specific industrial locality. Floorspace would be limited to units of up to 50m<sup>2</sup> (550 sq. ft.); if more than one unit is to be provided they

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should ideally be grouped in a convenient location within the industrial estate. Uses could include newsagents (A1), sandwich bars (A3), banks and building societies (A2). Conditions will be imposed preventing increases to the area devoted to retailing above 50m<sup>2</sup>, and to the type of product sold, thereby relating its use to the primary function of the area.

6.47 A further exception could be where the user requires a "trade counter" or "factory shop" type of facility; in this case, retailing will be limited to goods made on the premises. In either case it will be up to the operator to illustrate that the proposal neither compromises the industrial nature of the site in question nor attracts customers in such large numbers as to impede the access arrangements causing operational difficulties for other occupants. There should be no possibility of any development being allowed under this proposal on such a scale as to form a competitive retail centre which could affect the viability or vitality of any nearby local centre.

### Retailing from Other Locations

S14 PROPOSALS FOR FARM SHOPS WILL BE PERMITTED WHERE:-

- (i) THE ENTERPRISE IS PRIMARILY CONCERNED WITH THE SALE OF FRESH PRODUCE, SPECIALITY REGIONAL FOODS AND RURAL CRAFTS;
- (ii) THERE IS SATISFACTORY PROVISION FOR ACCESS AND PARKING AND NO DETRIMENT TO HIGHWAY SAFETY;
- (iii) THE LOCATION, DESIGN AND APPEARANCE OF THE DEVELOPMENT WOULD NOT HARM VISUAL AMENITY;
- (iv) THERE WOULD BE NO SIGNIFICANT ADVERSE IMPACT ON ANY NEARBY SHOP.

6.48 PPG6 indicates that farm shops can serve a vital function in remote rural areas by helping meet demand for fresh produce, provide new sources of jobs and diversity in the rural economy. In the context of the City of Sunderland, whose rural areas are limited in extent and highly accessible to the built up area, farm shops are not regarded as being necessary to provide a service for the rural community, but primarily as a function for the benefit of the farmer (i.e., selling surplus produce). It is also recognised that a farm shop can provide an appropriate outlet for rural produce such as locally produced speciality foods and rural crafts. Such enterprises can produce an alternative source of income to the farmer concerned and reduce reliance on the production of primary agricultural produce. However, farm shops should be of a scale appropriate to their rural setting and not have an unacceptable effect on the countryside nor on traffic generation on rural roads. Further, it is important that they are restricted to the goods specified in the policy in order to prevent them from becoming general retailing, possibly dominating the essentially agricultural use of the farm to which it should be subsidiary and to the detriment of nearby shops in the urban area.

# **CF 7 Community Facilities**

## **CHAPTER 7**

7.1 The topics of education, health and other community facilities are linked because they involve similar issues as a result of the substantial public sector involvement in their finance and management. Although predominantly people related, these services have important planning implications within the framework of the UDP in terms of their sometimes substantial land and buildings requirements for existing and future communities. In addition, it is a statutory responsibility of the UDP, to take account of the relationship of planning policies to social needs and problems, including their likely impact on different groups in the population, especially on disadvantaged people.

7.2 Disadvantaged people are all those whose access to facilities is restricted due to discrimination, poverty or both. Groups disadvantaged for various reasons include elderly people, people with disabilities, ethnic minorities, women, people with young children, young people, the unemployed and those on low incomes.

## **NATIONAL POLICY GUIDANCE**

7.3 As most of the matters dealt with in this chapter are provided directly for the benefit of the local residents, they tend to be of predominantly local significance. Consequently, they have not been referred to in the Government's Strategic Planning Guidance. Some of the facilities, however, such as the University of Sunderland, and the Sunderland Royal Hospital, have an influence extending well beyond the boundaries of the City of Sunderland.

7.4 Nationally, recent legislative changes have altered the administrative organisation of many public bodies, the Education and Health Sectors in particular. Decisions on the future development of these services are now more likely to be taken by Central Government on the basis of proposals initiated by separate institutions, rather than by a local co-ordinating authority, making future land use and building needs more difficult to predict.

7.5 Recent Central Government initiatives which are likely to have implications in more than one topic area include the Care in the Community programme, the Children Act 1989 and changes in the role of local government as a provider of services. As a result of the Care in the Community initiative, responsibility for many adults with learning difficulties, and also adults with mental health problems, is being transferred from health authorities to local authorities, where both Housing and Social Services Departments are involved. There is also an increasing trend towards partnership arrangements between local authorities and voluntary agencies. As the role of the local authority as a provider of services changes, (along with changes to the way services are delivered) some facilities are becoming surplus to requirements or are being transferred to the private and voluntary sectors.

7.6 In general, the UDP seeks to ensure that the City's residents have access to an appropriate range of community, health and education services in order to provide for their needs. In particular, it will be necessary to ensure that where new housing developments are built, they either support existing facilities, or else additional provision is made at the earliest opportunity to ensure that no one is disadvantaged by a lack of access to these services.

## **EDUCATION**

7.7 The Council seeks to enable the development of an effective system of pre-school, school, college and community education, so as to secure the personal development and fulfilment of all members of the community. Learning is a life-long process accessible to all and based on parity of esteem. Efforts to make the most effective use of resources, to develop and extend pre-school provision and to secure greater participation in education after statutory schooling will continue; as will the provision of other education services which promote links with industry, urban regeneration and employment.

7.8 Sunderland's population is relatively more youthful than England and Wales generally. In 1991, 14.8% of the City's population was between 5-15 years old, whereas the equivalent figure for England and Wales was 13.4% (See Chapter 2 OPCS. Mid Year Estimates). The City also has proportionately more pre-school and school age children than Tyne and Wear as a whole, although there are significant variations between different parts of the City.

7.9 The present structure of educational provision is based on a three tier system with primary schools for pupils aged 4+ to 10+ years (supplemented by nursery facilities), secondary schools providing for pupils aged 11-16 (except RC schools which provide for 11-18 years). Tertiary colleges for students of 16+ years and the

## **CF 7 Community Facilities**

University, provide for further and higher education. No schools have opted out of the control of the Local Education Authority. The City also contains 7 private schools.

7.10 Nursery Education is provided in 11 nursery schools and 42 nursery classes at infant or primary schools (Education Dept. Jan. 1995). National research evidence seems to demonstrate that nursery education can be particularly effective in enhancing a child's chances of benefiting from subsequent schooling. For this reason, the Local Education Authority provides every eligible child, whose parents wish it, with a ½ time place in a high quality education setting - normally in a nursery class or nursery school.

7.11 In order to eliminate unnecessary surplus places, the Education Department has undertaken an ongoing review of primary and secondary accommodation. Superficially, data returned from the Department for Education and Employment (DfEE) suggests that among schools in Sunderland with surplus places, about 1 primary place in 5 is surplus and just over 1 secondary place in 7 is surplus. However this does not take into account the over-capacity of some schools and should also be qualified by the fact that overall, primary and secondary rolls are set to rise over the next few years.

7.12 The Sunderland Education Authority provides for special needs education with medical and nursing support by the Sunderland Health Commission and operated by City Hospitals Sunderland. Provision is made either in ordinary schools, in special units attached to those schools or in special schools. A comprehensive review of provision for special educational needs has been undertaken. In addition, a private school provides services for autistic children

7.13 The City of Sunderland College provides tertiary education facilities and is undertaking a rationalisation of its premises to focus provision on four centres - Bede, Redcar Road, Shiney Row and a new development south of the Galleries at Washington Town Centre. These services are currently supplemented by Gateshead College, in the form of the Washington Business College at Coniston House in Washington Town Centre. In addition, Sunderland City TEC has 5,500 training places in a variety of locations; many are workplace based but there are a significant number of dedicated training centres.

7.14 In addition to the service they provide to the post 16 age group, the Tertiary Colleges continue to provide the main focus for further education and vocational training for all ages and fulfil a significant role in the provision of Adult Education along with the University.

### **HEALTH AND SOCIAL SERVICES**

7.15 As in the field of Education, recent legislation has altered the administrative organisation of the Health Service in such a way that future land requirements are less easily determined. Locally however, the Health Commission have indicated in consultative documents the way in which it expects to make future provision for its service, although decisions still need to be taken regarding precise requirements and details of site usage. Outside the National Health Service, recent years have seen the provision of a private hospital in Washington and, as mentioned previously, a large number of private nursing homes (See Paragraph 5.82). Another recent trend has been for the establishment of doctors' surgeries independent of NHS Health Centres. Additionally, the effect of the Care in the Community programme is to move the boundaries of responsibility for those being cared for from the Health Authority to the Local Authority's Social Services Department. Thus planning for provision in an ever changing policy context has become increasingly difficult.

7.16 The Health authorities draw attention to the fact that the need for health care facilities can be minimised by the successful implementation of other policies in the Plan, such as the promotion of recreational activities which reduce the incidence of heart diseases, and traffic calming and safety measures which reduce the number of accidents. In addition, measures which encourage people to minimise their use of private cars could contribute to less pollution and promote a healthier lifestyle. The City will continue to liaise closely with the Health Commission in seeking ways to improve the health of the community and in implementing the 1992 'Health of the Nation' report through the City Council's Healthy City Strategy.

7.17 Demographically (See Chapter 2), the main feature likely to affect the provision of health care is the rise in the numbers of older people, particularly those over the age of 85. This is expected to continue at least until the end of the century.

### **OTHER COMMUNITY SERVICES**

7.18 This section covers a wide range of activities which are provided in the main by the public sector, to serve the needs of residents. The City Council is responsible for community centres, libraries and (jointly with other

## **CF 7 Community Facilities**

districts) the museums. It shares responsibility with adjoining authorities and Central Government for the Police, Probation, Magistrates Courts and other emergency services. Central Government provides social security offices, job centres and income tax offices to serve the community. Religious and voluntary organisations provide additional community services outside the public sector.

### **Community Associations**

7.19 Many Community associations are based in ageing buildings, some of which are not well located in relation to the residents most in need. Resources for the development of this service, however, are extremely limited with no finance for further developments at present unless associated with grants from the Single Regeneration Budget (SRB). It is now intended to focus support onto six multi-use facilities and a further 16 community associations which would be assisted through service level agreements. The remaining 24 community associations will have to be self supporting. It is anticipated that in future, community facilities are more likely to be provided through the re-use of surplus school accommodation, or possibly in association with other community or recreational facilities. Appropriate schemes may need to seek finance through bids for National Lottery funding.

### **Libraries, Museums and Art Galleries**

7.20 Whilst these have an important role in the provision of leisure services, they are considered in this chapter because of their importance to the community as an information and educational resource.

7.21 Twenty branch libraries serve the City, supplemented by a mobile service and special facilities for the housebound, the hospitals and the schools. The new City Library and Arts Centre on Fawcett Street and associated community workshop facilities are a regional centre of excellence, for the display of contemporary arts and crafts. Two floors house the library facilities, providing 80% more space than the previous library building. This has enabled the Museum to expand at its present location. Extensions to the existing network of branch libraries are needed with priority being given to new provision at South Hylton, and the East End. As part of the Education and Community Services review of libraries and community associations, combined library and community facilities are being promoted at Doxford Park and at Concord in Washington (The Millennium Centre). All other branch libraries, with the exception of Washington Town Centre, could benefit from extensions to increase the range and flexibility of services offered to the public. Many existing facilities see the need to develop further their particular service, especially where related to leisure/tourism, though they tend to be restrained by lack of finance. The opportunity to incorporate Library and Information Services into buildings planned by other providers of community services would be welcomed.

7.22 The Tyne and Wear Museum Service manages the Sunderland Museum and Art Gallery, Monkwearmouth Station Museum, Grindon Museum and Washington 'F' Pit. Other facilities in the City include the Bowes Railway at Springwell, Ryhope Pumping Station, North East Aircraft Museum, the Northern Centre for Contemporary Arts, the Reg Vardy Gallery (in Sunderland University) and the new National Glass Centre. Possible developments include a Museum of the River Wear, and a Transport Museum for the North East. A Museum of Mining has been suggested in the premises occupied by the Mines Rescue Centre at Gillas Lane if this facility were to become surplus to requirements, or the artefacts could be preserved in a new location.

### **Police and Emergency Services**

7.23 The Northumbria Police are undertaking a review of their management and operational requirements to establish their needs/priorities up to the end of the century. Following the completion of the police station at Southwick, it is unlikely that there will be any further major developments in the City during the Plan period. In addition, the redevelopment of the North Dock has enabled the replacement of the Marine Division offices. There is however, pressure on office space in the Central Police Station at Gill Bridge Avenue, which also suffers from a shortage of parking. This situation could be eased by the administrative amalgamations of the North and South Sunderland sub-divisions.

7.24 The Tyne and Wear Fire Brigade have recently rebuilt the Sunderland Central Fire Station and East Division Headquarters at Railway Row. The former premises in High Street West fall within a proposed redevelopment site. The remainder of the City is covered by fire stations at Fulwell, Grindon, Silksworth and Washington. The Houghton-Hetton area was originally served by a fire station at Fence Houses, which is now under the operational control of Durham County Fire Brigade. In addition, a Fire Brigade Headquarters and Training Complex has been established on a site adjacent to Nissan at Barmston. The Ambulance service operates from Washington,

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Herrington Burn, South Ryhope and Pallion. The Royal National Lifeboat Institute operates a maritime rescue service from a base at the harbour entrance, and during the summer months, an inshore rescue service operates from Roker Beach.

### Central Government

7.25 The main interface of Central Government with the local community is through job centres and the network of local social security, unemployment benefit and local tax offices. No further developments have been notified other than that which may result from Central Government decentralisation policy, although this is doubtful because of further Government reduction in staffing levels.

7.26 The only other Central Government activities with land use requirements are defence, which has existing facilities for the Territorial Army Volunteer Reserve in Dykelands Road. A similar size site may also be required south of the River. Army and Air Force Cadets have recently been relocated from premises in Hope Street to Railway Row and Tay Road respectively, and no further developments are currently anticipated. It is intended to construct a new Magistrates Court in Washington, which will provide administrative facilities for the western part of the City, and supplement provision at the existing courts in Houghton-Le-Spring.

### Religious and Voluntary Groups

7.27 In addition to their own need of premises for worship, these organisations provide numerous facilities which complement local authority provision and provide scope for a wide variety of community activities. There may be a need for further provision for people from ethnic minorities in this field. In addition, major housing developments may need to include facilities of this type to serve the local population. However, in parts of inner Sunderland there are problems of over provision of Churches as many are under utilised; this may create a need to consider alternative uses for these buildings.

## STRATEGY FOR COMMUNITY FACILITIES

7.28 The main components of the strategy have been determined as:

- \* access to education, health and community facilities;
- \* The replacement of old and sub-standard premises along with provision of new facilities in appropriate locations;
- \* the continuing development of Sunderland University.

There are many close relationships between these components. For example the dual use of school, library and community association resources can create opportunities for the provision of other community facilities. This will also help to make the best use of scarce resources. In addition, community facilities which are found to be surplus to one activity, can be redeployed for another necessary community use. The strategy seeks to provide an integrated context for these issues. Whilst the Plan, as a land use document, promotes the physical accessibility of services to all members of the community, in doing so it promotes the Council's corporate strategy of increasing choice, promoting awareness and enhancing opportunities for all residents.

## POLICIES

### General

**CF1 THE CITY COUNCIL WILL SEEK TO ENSURE THAT LAND AND BUILDINGS ARE MADE AVAILABLE TO ENABLE THE CITY COUNCIL, OTHER PUBLIC BODIES AND STATUTORY UNDERTAKERS TO CARRY OUT THEIR RESPONSIBILITIES. WHEREVER POSSIBLE, SPECIFIC SITES WILL BE IDENTIFIED IN PART II OF THE PLAN.**

7.29 This policy relates to the land and building requirements of public bodies, Council Departments, and Statutory Undertakers. As these bodies provide essential services, consideration must be given to their land, buildings and access requirements in order that their responsibilities can be carried out satisfactorily. When considering the needs of these facility providers, consideration will be given to the environmental and transportation effects of any proposals.

## CF 7 Community Facilities

7.30 Current legislative changes have, however, altered the administrative organisation of many public bodies, which means that future land requirements are less easy to predict. In the Education system, falling rolls in some areas, coupled with ageing school buildings and Department for Education and Employment (DfEE) capacity requirements, have resulted in the need to replace or relocate schools (See T1,EN10 and Para. 7.3-to-7.6). Where needs have been identified, sites have been reserved for those future uses. Temporary interim uses will be expected to achieve the continuing productive use of land.

**CF2 WHERE LAND OR BUILDINGS CURRENTLY IN COMMUNITY USE BECOME SURPLUS TO REQUIREMENTS, PRIORITY WILL BE GIVEN TO ALTERNATIVE PUBLIC/COMMUNITY USES UNLESS THE SITE IS IDENTIFIED FOR REDEVELOPMENT IN ACCORDANCE WITH ANOTHER PROPOSAL OF THE PLAN. OTHERWISE THE PROVISIONS OF POLICY EN10 WOULD APPLY.**

7.31 The City Council has a responsibility to provide sites for public community uses. This policy seeks to ensure that the opportunity for such necessary provision is not lost when a site becomes surplus to one particular user. Often, redundant educational or health service sites can be utilised to provide another local community facility; therefore this policy is needed to ensure that such sites stay a community resource, although due regard will be given to the economic implications.

7.32 Promoting increased awareness and use of facilities as well as giving priority to areas of the City where needs and demands are greatest will make the best use of limited buildings and land resources. This policy will help to improve the overall quality of life for Sunderland residents, whilst assisting in the process of urban regeneration. Potential users of surplus sites will be advised of their availability before any decision for their re-use or redevelopment is taken. Owners of land and premises which become surplus to their existing community use will be requested to provide evidence of attempts to find alternative community uses prior to seeking permission for re-development or change of use.

**CF3 THE CITY COUNCIL WILL ALLOCATE SITES FOR USE BY OTHER PUBLIC BODIES WHERE THEY HAVE MADE A CLEAR COMMITMENT TO THE DEVELOPMENT. THESE SITES WILL BE PROTECTED FROM OTHER PROPOSALS UNLESS OF AN INTERIM NATURE.**

7.33 This Policy relates to the land and building requirements of public bodies which perform necessary and statutory duties. Future planning of land cannot always be matched by the availability or programming of finance; it is likely that problems can therefore arise when land cannot be acquired in advance of requirements. It is often difficult to obtain from public authorities a sufficiently clear commitment to their land requirements to permit sites to be allocated within the UDP time scale especially where the authorities are subject to changes in Central Government policy. Interim treatment or uses may be needed to ensure that the land is kept in use and not left as an eyesore. In the meantime, there will be a presumption against any other development proposal.

### Education

**CF4 PROVISION FOR NURSERY EDUCATION WILL BE MADE, SO FAR AS POSSIBLE, WITHIN SURPLUS ACCOMMODATION AT EXISTING SCHOOLS, OR IN NEW PREMISES ON EXISTING SCHOOL SITES WHERE SUFFICIENT LAND IS AVAILABLE. DEVELOPMENT OF NURSERIES OUTSIDE EXISTING SCHOOLS WILL BE ALLOWED WHERE THEIR IMPACT ON THE AMENITIES OF THE NEIGHBOURING AREA IS ACCEPTABLE AND THE TRAFFIC GENERATED CAN BE SAFELY ACCOMMODATED.**

7.34 Nursery places are provided by the Education Department and this provision is supplemented by a number of private nursery schools as well as day care centres provided by the Social Services Department and privately provided crèches. Other forms of child care facility do not necessarily provide nursery education, but give support to parents who would not otherwise be able to work. Education and Social Services Departments work together to co-ordinate the overall provision of facilities to meet the obligations of the Children Act 1989. (Education Department Nov. 1994 - Education Planning and Information Service).

7.35 Existing School sites are recognised as providing the best locations for nursery provision in terms of convenience to parents and the benefits provided by adjacent school facilities. In addition the provision of nursery facilities (See 7.10) can help to alleviate problems of surplus space in existing schools; so maximising the efficient use of educational resources. Considerable progress has been and continues to be made in the provision of nursery education places for pre-school children, reflecting the high priority which the City Council places on achieving its objectives.

7.36 Nurseries provided as part of the City's commitment to a comprehensive nursery education system will normally be located first in areas where social and economic conditions are least favourable. All eligible children who would subsequently join reception classes can now have a part time nursery place for three terms. Outside



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the public sector, the next decade may see an increase in the demand for private nursery and child care facilities, with particular emphasis on workplace provision.

**CF5 PRIMARY AND SECONDARY EDUCATION NEEDS WILL BE ACCOMMODATED PRIMARILY ON EXISTING SITES OR THOSE IDENTIFIED IN PART II OF THIS PLAN, AND ON OTHER SITES PROVIDED THAT THEIR IMPACT ON THE AMENITY OF THE NEIGHBOURHOOD IS ACCEPTABLE AND THE TRAFFIC GENERATED CAN BE SAFELY ACCOMMODATED.**

7.37 This policy seeks to ensure that the supply of school buildings together with support infrastructure is sufficient to meet local needs and also that the conditions of buildings and educational facilities is compatible with current and future requirements. Priority will be given to the improvement or replacement of sub-standard schools according to decisions taken by the Education Committee, in consultation with the local community.

7.38 The existing and projected enrolments for primary and secondary schools demonstrate the radical decline in school population, at primary level in the early eighties and, inevitably, in the later eighties for the secondary sector. Rolls are however, expected to rise in all areas of the City, in both the primary and secondary sectors in the latter part of the 1990's, except in Washington. Within the secondary sector in particular, Sunderland South and Houghton-Hetton could be short of secondary places by the turn of the Century (Education Department 1994 - Education Planning and Information Service).

7.39 The Education Committee has responded by progressively reviewing the provision made in the four different areas of the City. It has an ongoing programme of proposals to reduce the level of surplus accommodation by a variety of means, ranging from complete closures and amalgamations to re-using surplus rooms for non-educational purposes. In addition the Council intends, either as part of the above scheme or independently, to replace sub-standard school buildings, with priority given to those built over eighty years ago, as and when resources permit. There is also the ongoing responsibility to ensure that adequate educational provision is available to take account of new housing developments. This policy will support the efficient and sustainable use of existing premises and infrastructure thus helping to reduce the effects of surplus accommodation. Where possible, a limited number of new sites are allocated in the Part II area proposals.

7.40. The need for new educational sites in addition to those already identified by the plan may arise through revised needs being established by the Council's Education Committee or through new proposals from the private education sector. It is important that this plan takes these possibilities into account and allows for such development, whilst fully considering the impact of the amenity of the neighbourhood and the amount of traffic which will be generated.

**CF6 IF ADDITIONAL ACCOMMODATION IS REQUIRED FOR THE 16-19 YEAR OLD FURTHER EDUCATION SECTOR, CONSIDERATION SHOULD FIRST BE GIVEN TO THE USE OF SURPLUS PREMISES IN THE CONTROL OF EITHER THE LOCAL EDUCATION AUTHORITY, UNIVERSITY OF SUNDERLAND OR OTHER PUBLIC AUTHORITIES. IF NO SUITABLE ACCOMMODATION IS AVAILABLE FROM THESE SOURCES CONSIDERATION WILL BE GIVEN TO NEW SITES.**

7.41 The participation rate of school leavers continuing in higher education is increasing rapidly but is still well below the national level (See Table 7.1).

**Table 7.1 : Participation Rate of School Leavers**

	1991	1992	1993	1994
National	60.66 %	64.97 %	68.0 %	N/A
Regional	50.57 %	53.7 %	56.2 %	56.3%
Local	42.77 %	47.5 %	48.6 %	50.3%

Source : Education Department 1994/5

7.42 The City Council supports the continued development of tertiary education within the City, and will assist in making land and premises available for this use. However, in the interests of efficiency and maximisation of resources, such provision should be made wherever possible in premises already in the control of educational or other public agencies. The City of Sunderland College is consolidating its activities onto four sites, at the Bede Centre, Redcar Road, Shiney Row College and the proposed Washington College. Further development of the TEC training facilities, and any further rapid increase in the proportion of people involved in further education

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and training, will necessitate that the requirements for land and premises are kept under review throughout the Plan Period.

**CF7 THE CITY COUNCIL WILL ASSIST THE UNIVERSITY OF SUNDERLAND TO SECURE THE IMPLEMENTATION OF ITS PROPOSALS TO CONSOLIDATE ITS EDUCATIONAL ACTIVITIES ONTO TWO CAMPUSES (IDENTIFIED IN PART II) AND TO PROVIDE AN ADEQUATE LEVEL OF STUDENTS' RESIDENTIAL ACCOMMODATION TO MEET THE NEEDS IDENTIFIED IN ITS DEVELOPMENT PROGRAMME.**

7.43 The University of Sunderland provides education, training, research and consultancy services in response to local, regional, national and international needs and opportunities. The total number of students in (1995/6) stood at 15,886 of which 10,598 were full-time students. 20% of full-time students and a significant proportion of part-time students are drawn from the City of Sunderland itself. It is forecast that total numbers could reach 20,000 by the year 2004/5. The University's turnover for 1995 was £56.7m which together with the spending on new capital projects and student's spending represents a major input into the local economy.

7.44 The University, which in addition to its two main campuses occupies a number of dispersed buildings, particularly to the South of the City Centre has a long-term objective to concentrate its principal activities onto these two main campuses - Chester Road, in the centre of the City, and the St. Peters site. At the latter, phases I and II are now complete and in use providing state of the art learning facilities for over 4,000 business, computing and information systems students as well as advanced information systems and conferencing facilities. These developments have helped the University play a growing part in the cultural and economic renaissance of the area and of the City as a whole. The University, through its many partnerships, in particular the City of Sunderland Partnership, plans to continue and deepen its involvement as a key player in the life of the City. The University's Industry Centre located at Hylton Riverside (Enterprise Park West) provides the focus for its work with local business and industry.

7.45 The City Council supports the University's aim to provide accommodation for all first year students who require it (See H9). As a result of recent developments, over 2,300 residential places can now be offered, with another 730 under the University Housing Scheme. Award winning developments at The Forge and Pann's Bank together with refurbished accommodation at Peacock Street is helping to meet the accommodation needs of its students and has provided facilities which are attractive both to students and conference visitors. The Council also recognises the role that other private sector provision can make in meeting the demands for student housing and will seek to continue working closely with the University and other providers of student accommodation.

7.46 The University is working closely with its partners to ensure that all developments are consistent with its pioneering commitment to the environment. This commitment is embodied in an Environmental Policy Statement supported by a comprehensive plan with measurable targets, its Transport Policy which encourages staff and students to use public transport and in its policies on purchasing and water and energy utilisation. In enhancing the environs of its Chester Road campus account needs to be taken of increased levels of activity there and the Council and University will investigate strategies having regard to the needs of pedestrians, cycle traffic and use of integrated public transport. It will also be necessary to take into account the need to minimise trip generation and to ensure that schemes can be successfully integrated into the community. The continuing steady growth of the University will require a constant reappraisal of its landholdings to ensure that the extent and standard of accommodation can be maintained to satisfy increasing student numbers and the range of academic and research activities. If land in the vicinity of the Chester Road and St. Peter's Campus becomes vacant it would be well located to assist the University in meeting its accommodation requirements.

**CF8 IN ALL EDUCATIONAL DEVELOPMENTS, THE CITY COUNCIL WILL ENCOURAGE THE PROVISION OF FACILITIES TO ENABLE THE WIDER COMMUNITY USE OF BOTH LAND AND BUILDINGS WITHOUT PREJUDICING EDUCATIONAL INTERESTS, WHERE THEIR IMPACT ON THE AMENITIES OF THE NEIGHBOURING AREA IS ACCEPTABLE AND THE TRAFFIC GENERATED CAN BE SAFELY ACCOMMODATED.**

7.47 The policy supports the Council's aim of promoting the dual use for community activities of both new and existing schools. School sites are ideal for community provision in terms of ease of access to catchment populations. This dual use of resources can help to alleviate problems of surplus space at existing schools, yet complement facilities already provided there (See CF1, CF2). It will maximise the use of existing resources and increase public access to recreational facilities thereby providing for maximum community involvement in the development of schools. Recent innovations which support dual use of schools include the development of 'Aim High' Centres at schools in the City Challenge area. The role of these centres is to provide resources for personal development in leisure and education. In addition there are the proposed 'All Age' room at South Hylton School and the Oxclose Community School as well as the general use of schools for adult education. This will be

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implemented by directing development to existing sites where surplus accommodation is available. Local management of schools will require that the Heads and Governing bodies will need to take the initiative in promoting the school's use and possibly in seeking funding from non-educational sources e.g. Sports Council. This policy is complementary to policies L2 and L4 in the Leisure section.

### Health

**CF9 THE CITY COUNCIL WILL SUPPORT PROPOSALS TO IMPLEMENT THE HEALTH AUTHORITY'S STRATEGIC PLAN WHICH**

- (i) **CONCENTRATES HOSPITAL PROVISION AT THE SUNDERLAND ROYAL HOSPITAL;**
- (ii) **PROVIDES ADDITIONAL LOCAL COMMUNITY HEALTH AND PSYCHIATRIC SERVICES IN FOUR LOCATIONS THROUGHOUT THE CITY AND;**
- (iii) **PROVIDES FOR LONG TERM REHABILITATION CARE IN A NEW UNIT IN SOUTHERN SUNDERLAND. SITES ARE SHOWN IN PART II.**

7.48 In 1990 the Health Authority commissioned a Hospital Review study to provide a strategic vision for the 21st Century of the most effective and efficient configuration of hospital based services. The outcome of the Study was that the then Sunderland District General Hospital (now Sunderland Royal Hospital) was proposed for enlargement up to about 1100 beds along with the development of a new Rehabilitation Hospital of about 400 beds. However after further consultation, City Hospitals Sunderland, (the relevant NHS Trust) indicated that it no longer required a rehabilitation hospital in the A19 corridor. Redevelopment of the Sunderland Royal Hospital site will proceed but the increasing use of day and high tech surgery will result in a slight reduction of beds (from 700 to 679) rather than the increase previously expected. There is some concern over the proposed changes and careful monitoring of the situation will be needed. It has been confirmed that Ryhope General and Cherry Knowle Hospitals will be closed in their present forms and part of each redeveloped as a community/day Unit and a 200 bed psychiatric rehabilitation hospital respectively. Community/Day facilities will be provided in each of the Plan's four areas (for further details see the relevant Area proposals).

**CF10 THE CITY COUNCIL WILL ENSURE THAT HEALTH AND SOCIAL CARE BUILDINGS, BOTH PUBLIC AND PRIVATE, ARE LOCATED AND DISTRIBUTED SO AS TO BE ACCESSIBLE TO ALL RESIDENTS OF THE CITY.**

7.49 The Community Health Services, managed by Priority Healthcare Wearside, are based upon twelve health centres which provide general medical and community health services, including dental treatment. In addition there are five clinics and the Galleries Health Centre providing a full range of out-patient consultative services, as well as a 12 place day hospital for geriatrics. Monkwearmouth Hospital's services are provided at a community level for both in-patients and out-patients. It is planned to develop similar facilities in other parts of the District, in the form of Day Community/Psychiatric Units, accessible to the local populations they serve. City Hospitals expect to provide outreach facilities associated with the Priority Health Care's Community/Day Units.

7.50 The demand for Social Services is likely to continue to rise with the projected increase in the numbers of older people and the incidence of disability. Additionally the safety of children, the welfare of people with disabilities and mental health problems, including those returned to the community from long stay hospitals, are providing challenges for the development of services. As the priority is to enable people to live an independent existence in their own homes wherever possible, the emphasis for the development of these services will be on the domiciliary and day care sectors. Land use implications are therefore comparatively minimal and applications for development will be treated on their merits. The planning context for nursing and care homes is established in Policy H17.

**CF11 THE CITY COUNCIL WILL SEEK TO ENSURE THAT THERE IS AN ADEQUATE RANGE AND DISTRIBUTION OF SOCIAL, RELIGIOUS AND CULTURAL BUILDINGS TO SERVE THE PEOPLE OF SUNDERLAND, PARTICULARLY ETHNIC MINORITIES AND DISADVANTAGED GROUPS.**

**CF12 PROPOSALS FOR THE PROVISION OF SOCIAL, RELIGIOUS AND CULTURAL FACILITIES WHICH ARE NOT CURRENTLY AVAILABLE, PARTICULARLY THOSE WHICH PROMOTE THE PRESTIGE AND ATTRACTIVENESS OF THE CITY TO NON-RESIDENTS WILL NORMALLY BE PERMITTED SUBJECT TO NORMAL PLANNING CONTROL MEASURES**

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7.51 Apart from the well established Jewish Community, ethnic minority groups have not assumed any great prominence in Sunderland because of the small numbers of people involved; 0.5% of Sunderland's population was of New Commonwealth origin at the 1981 Census. Numbers have grown since then, and the 1991 Census indicates a doubling to 1%. A Mosque has been provided in a converted building, and the erection of a Hindu temple is being considered. Organisations representing ethnic groups are increasingly looking for new premises to expand their activities. The main implications for land use in Sunderland will arise from the need for places of worship, premises for cultural and social activities and premises for voluntary organisations providing assistance to ethnic groups.

7.52 These two policies therefore aim to maintain and improve the range of social, religious and cultural facilities throughout the City, thereby enabling greater public access to, and use of them. They also seek to increase the contribution such resources can make to the quality of life in Sunderland, so enhancing its attractiveness both as a place to work, live and visit. Normal planning considerations include the impact of any such proposal on the neighbourhood, taking into account visual and environmental matters as well as the effects of traffic generation, parking and access requirements. The allocation of specific sites and the implementation of any proposals will depend primarily on the initiatives taken by the social, religious and cultural organisations themselves. In the allocation of any scarce resources by the Council, priority will be given to facilities benefiting disadvantaged groups. The Tyne and Wear Council for Racial Equality welcomed this policy as being supportive of equal opportunities for all.

### Development Control

CF13 THE LOSS OF NECESSARY COMMUNITY FACILITIES WILL BE A MATERIAL CONSIDERATION IN ASSESSING DEVELOPMENT PROPOSALS.

CF14 ALL DEVELOPMENT PROPOSALS FOR COMMUNITY FACILITIES WILL BE EXPECTED TO CONFORM TO A HIGH STANDARD OF DESIGN REFLECTING THEIR IMPORTANT PUBLIC ROLE (SEE POLICY B2). THEY SHOULD ALSO BE WELL RELATED TO PUBLIC TRANSPORT, PROVIDE ADEQUATE SERVICING FACILITIES AND CAR PARKING.

7.53 As community facilities are a limited resource, it is important to guard against their loss. These facilities are not generally profit making and are vulnerable to commercial development proposals. School closures may threaten the loss of community facilities, therefore in considering the future use of school premises and grounds, particular account will need to be taken of this. Where development results in the unnecessary loss of community facilities, it is possible that developers will be required to offset that loss by replacing them or by making a contribution to their replacement by way of a planning obligation (See L7). This should involve consultation and negotiation with community groups, local residents and developers. It is necessary for community facilities to be well related to public transport in order to comply with sustainability objectives and be accessible to the whole community.

CF15 LARGE SCALE DEVELOPMENTS WHICH ATTRACT A SIGNIFICANT NUMBER OF EMPLOYEES OR RESIDENTS WILL BE ENCOURAGED TO MAKE APPROPRIATE PROVISION FOR CHILDCARE FACILITIES. THIS COULD INCLUDE MAKING A CONTRIBUTION TO OFF SITE FACILITIES WHICH COULD BE SHARED WITH OTHER USERS.

7.54 The existing provision of childcare and changing facilities in buildings used by the public is often inadequate. Childcare facilities in shopping centres, sports and leisure facilities and community meeting places would make access easier for people with children. Elsewhere the provision of crèches or nurseries would enable more people with caring responsibilities to work or undertake training and education. This policy will be implemented through development control procedures and by negotiating with developers to enter into Section 106 agreements where necessary. Specific reference is made to the provision of childcare facilities in new shopping developments (See S7).

# L 8 Leisure

## CHAPTER 8

8.1 Over the last decade changing social and economic trends have resulted in more time being made available for recreation. Its importance for mental and physical health is becoming widely recognised. More people are taking part in active or passive leisure pursuits in both urban areas and the countryside. This has considerable land use implications as some of the most popular recreational pursuits require extensive areas of land which cannot easily be found within the built up area. Whilst the countryside provides a popular focus for leisure facilities, there is still a need to retain open space in its variety of forms, within the urban areas, especially as it contributes to peoples quality of life and helps to boost the economy.

### NATIONAL AND REGIONAL CONTEXT

8.2 Trends in leisure and recreation are closely linked to changes in the economy and society, as demand depends on factors such as demography, disposable income and the level of unemployment. However, in recent years, all age groups nationally showed an increase in their participation in sport (Priorities for Progress NCSR 1994).

8.3 Government Guidance (PPG 17) suggests that proposals in local plans should cover issues such as mainstream as well as specialist sports facilities, the needs of elderly and disabled people, the availability of public rights of way and the provision of playing fields. In addition, the protection of public and private open space and other land of recreational, conservation, historical or amenity value is highlighted. Planning Departments are urged to liaise with other departments (See Para 8.16,8.17) which have an interest in sport and recreation, particularly education, e.g. the dual use of school facilities (See CF8).

8.4 The emphasis in national policy is on sport and recreation. General recreation or the provision of cultural facilities are not dealt with as policy issues. However, many cultural facilities are located in main town centres and Strategic Guidance (RPG1) does suggest that UDP's should consider how leisure elements in existing shopping centres can be encouraged, in order to add to their variety.

8.5 In urban areas the relative scarcity of open land suggests that existing provision should be protected and schemes for the dual use of school facilities should be considered (See CF8, Para 8.16,8.17). Outside of the urban area, authorities should consider the scope for encouraging recreational facilities and increased public access to open land, where this would not adversely affect conservation and agriculture (PPG17). With national and local government support, the Countryside Commission and the Forestry Commission have launched a joint programme of twelve Community Forests throughout England. Locally, the Great North Forest (See CN15) will be a major resource for both informal and active sport and recreation. Low-key, informal recreation will be appropriate throughout the Forest area, while more formal provision, or higher intensity activities, will need careful location, design and management to avoid undue intrusion or conflict with other interests, including agriculture. Outdoor recreation may offer a means of improving the environmental quality of the Green Belt and other areas of countryside as advised in strategic guidance for Tyne and Wear.

8.6 In addition, one of the main aims of the Sports Council is to encourage mass participation in sport and recreation. The Northern Council for Sport and Recreation's (NCSR) Strategy highlighted participation rates and areas of deficiency in provision throughout the region (NCSR Priorities for Progress 1994). Participation rates for the Northern Region compared to England show that men's participation is generally above the average for England for indoor sport but below the average for outdoor activities, whereas women's is significantly below the average in both cases. Indeed the Region has one of the biggest gender gaps in England, of around 15% particularly with regard to outdoor sport.

8.7 It is the view of the NCSR that, over the longer term, first priority should be given across all areas of sport to meeting the needs of young people and that this should be reflected in the planning process of all agencies (NCSR A Strategy for Sport in the Northern Region 1994 - 1999). People who exercise regularly in their youth are more likely to continue or resume exercise in later years, and to benefit from a better quality of life as a result.

8.8 The NCSR has also identified groups in our population which remain under represented in sport, particularly women, people with disabilities and black and ethnic minorities. Local authorities are therefore encouraged to develop women's participation by promoting childcare facilities at leisure centres; 'women only' provision; encouragement for single parents and women on low incomes as well as convenient and safe public transport. A recent review by the NCSR found that progress in identifying the needs of people with disabilities, has been somewhat sporadic, isolated and uncoordinated. As a result this group has also been identified as a priority. People from black and ethnic communities are also under represented in sport in the Northern Region, and the isolation of these communities tends to accentuate the discrimination against them. This emphasises the need for

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positive action to overcome barriers. Another issue in this context could be the projected rise in the numbers of older people in the City in the future. This will create a need for leisure facilities to cater for this group.

8.9 Although the provision of many leisure facilities can be commercially viable, many activities depend heavily on subsidy either from public funds or private sponsorship. These have been supported by grants from the Sports Council who now administer the National Lottery Fund for Sport. In recent years these sources have contributed funding for a variety of schemes in Sunderland, including £600,000 for further development of the Puma Tennis Centre and £100,000 for an artificial football pitch and learner ski slope at Silksworth. The changing balance in the way that leisure activities are funded will affect the way that future provision is made, and in how facilities are made accessible to the users.

8.10 Changes in agricultural practices could mean more opportunities to develop tourist and leisure facilities along with agriculture and forestry whilst recognising the need to overcome possible conflicts between conservation and recreation in sensitive areas (PPG17). The principles of sustainable development suggest that the environment should be managed to protect the interests of future generations. This requires the provision and protection of accessible public and private open space and other land of recreational, conservation, wildlife or amenity value, together with the managed use of the countryside.

### **LOCAL BACKGROUND**

8.11 There has been quite a substantial growth in the City's population over the age of 65, which now represents about 17% of the total population of Sunderland (See Chapter 2 Table 2.3). The UDP Strategy projection forecasts a rise of 12.7% in the 16-24 age group in the period from 1991 until 2006, which is one of the highest participation groups in sport. The number of OAP's will increase by around 3.5% over the same period (See Chapter 2, Table 2.6). These trends will have an effect on the demand for facilities.

8.12 Another issue affecting participation is the de-motivating impact of unemployment, particularly in the case for the long term unemployed.

### **Playing Fields**

8.13 Nationally there has been a serious loss of playing fields in urban areas due to pressure for development. Unfortunately the City of Sunderland has not escaped this trend. In spite of extensive new provision, playing fields overall have declined since 1983 by 2.5%, a net loss of 5 hectares. In order to improve the provision of land for outdoor sport for youths and adults, the NPFA minimum standards of 1.6 - 1.8 ha per 1000 population have been adopted in policy L5 as a long term aim. In the Plan period the Council will aim for an interim, minimum standard of 1ha per 1000 population for youth and adult use (See L4). Land for outdoor sport includes playing pitches, greens, courts, and athletics tracks. Pitches covered by this policy can be owned by the local authority, or voluntary and private sectors which serve the leisure and recreation needs of their members or the public. This includes only a small number of school pitches in dual use.

8.14 The existing level of provision remains at only about 40% of that recommended by the NPFA, and 30 % less than the City's adopted minimum standard. These statistics indicate that there should be continued emphasis, within open space provision, on the development of active playing space. It is also crucial that existing playing fields are protected.

8.15 Washington and Houghton-Hetton are better catered for, having 0.8 ha per 1000 population overall in each case. The inner areas of Sunderland North and South have fewer playing fields; only 0.7 and 0.5 ha per 1000 population respectively, reflecting their denser form of development.

### **Dual Use**

8.16 Government Guidance (PPG17) urges planning departments to liaise with other departments with an interest in sport and recreation, particularly education. Local authorities have for some years, been encouraged to make use of school premises for community recreation purposes, and there is evidence that this is happening. Once they are built upon, it is unlikely that school playing fields can be recovered. Given the projected increase in school rolls during the 1990's, and the continuing recreational and amenity value which these sites provide, it is important that they are protected as a valuable community resource.

8.17 Dual use of school facilities would greatly improve the range of resources available (See CF8). At present there are fourteen pitches available for community use at secondary schools throughout the City, plus some tennis

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and netball courts and a grass track. This includes some all weather provision. However the control over lettings has passed to school governing bodies. This may have the effect of extending dual use but the full implications of the change have not yet been monitored. Whilst primary schools are often better located in relation to the areas of greatest need, e.g. inner areas, their smaller size pitches and facilities makes them less suitable for mainstream recreational uses, although they can still contribute to community uses such as children's play spaces.

### Children's Playspace

8.18 21.8% of the City's population is aged 15 or under (See Chapter 2 Table 2.3), therefore a variety of play facilities are needed to cater for the requirements of the different age groups. The Council's strategy for children's play is based on a hierarchy of provision (See L6). District provision will be associated with major recreational areas; satellite provision should be within easy walking distance of all households and cater for children up to 16 years old, and doorstep provision should be spread throughout housing areas for children up to 11 years (City of Sunderland Strategy for Children's Playspace 1991).

8.19 Since the strategy was approved, substantial progress has been made towards achieving the overall aim of providing access to play areas for every child in the City (See L6). It was recognised at the outset, that the cost of playspace provision was such that this aim could only be achieved over the longer term. Accordingly, the opportunity has been taken to improve the distribution of playspaces as opportunities have arisen, and over 50% of the 48 sites are now in use although many need more work to bring them up to standard. Gaps remain principally within central Sunderland, and parts of Washington (particularly in the east).

### Amenity Open Space

8.20 Amenity open space provision includes areas maintained for informal play and passive recreation such as formal and informal parkland, ornamental gardens and casual playspace. The decline in playing fields in the past decade has not been reflected in a corresponding loss of amenity open space. On the contrary, the hectareage of amenity open space has shown a healthy increase so that almost all of the open space zones have achieved the Council's minimum standard of 2.0 Ha per 1000 population laid down in 1983. This can be attributed to the fact that a high proportion of amenity open space is in Council ownership and therefore more resistant to development pressure, and to the fact that any losses have been more than offset by the creation of new open space through land reclamation. This has brought about a very substantial improvement in the quality of the City's environment, leading both to a better quality of life for its residents and economic benefits resulting from an improved environment.

8.21 Changes in amenity open space vary significantly between sub areas. The amount of green space in Houghton and Hetton has more than doubled in the last 10 years (mostly due to derelict land reclamation). In Washington, there has been a modest increase of 3%, though this is not sufficient to keep pace with population growth, so per capita provision has fallen slightly since 1983. The situation in the north and centre of Washington is such that further potential open space will be needed should the population increase in the future. The area of amenity open space in North Sunderland has increased over this period by 25% and in south Sunderland by 17%. Hetton, where provision of amenity open space is at 7.8 ha. per 1000, exemplifies the problem that further provision of open space will not necessarily be where it is most needed.

8.22 However a numerical standard is too crude and simplistic to address the kinds of demands placed on informal and amenity open space. Issues of quality and distribution also need to be addressed. Consequently a hierarchical model of provision has been suggested based on the Greater London Development Plan model but adapted to suit Sunderland's own circumstances.

### Sports Facilities

8.23 Regionally important leisure activities can have a positive impact on the City's economy. Sunderland has several sports centres which attract visitors from a wide area, notably Crowtree Leisure Centre, the Northumbria Centre and Silksworth Sports Complex. More specialist activities can be pursued at Warden Law (motorcycling) and Hetton Lyons (cycling and watersports).

8.24 An 18 hole golf course is now open at Elemore with a nine hole course at Fulwell planned. There are also private clubs at Washington, Houghton-le-spring and Wearside (Coxgreen). Demand for further courses will need to be monitored throughout the plan period. Golf courses can open up the countryside for recreation, but they can also have a significant impact (Open Space Recreation 1994). Government guidance (PPG17) advises that they

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should be located and designed to ensure harmony with the surrounding countryside and to conserve the natural environment.

8.25 One of the greatest visitor attractions contributing to Sunderland's national reputation is Sunderland AFC at the Stadium of Light.

### **Allotments**

8.26 Council policy for allotments covers not only horticultural allotments but also those devoted to a wide range of associated uses, including the keeping of pigeons, poultry, pigs and other types of livestock. The report's main aim was to achieve the necessary quantity of good quality allotments, well distributed throughout the District. The former coalfield areas of Sunderland tend to be very well provided for in terms of the distribution of allotments, although there is potential for upgrading of these facilities (1980 Allotments Report). In 1995, Council administered allotments were over 98% occupied and Washington and some urban areas south of the river also have large waiting lists. The Council has a running programme of improvements which provides for upgraded fencing, paths and water supplies.

### **Arts and Cultural Facilities**

8.27 Within the City a wide range of cultural activities is available catering for both local and regional needs. The Sunderland Empire Theatre is perhaps the best known and could be the impetus behind developing part of the City Centre as an 'Arts Quarter' as suggested in the Councils Arts Audit. Other centres for the performing arts can be found at the Sunderland Drama Club's Royalty Theatre, and the Washington Arts Centre as well as numerous school halls and churches throughout the City.

8.28 Additionally the new City Library and Art Centre on Fawcett Street provides a regional centre of excellence, for the display of contemporary arts and crafts (See Para 7.21). There are however, a number of activities which a City the size of Sunderland might normally expect to provide and which are not available in the North East or are only provided in the Regional capital of Newcastle. Further facilities could be needed to provide for a wide range of activities including live music concerts, prestigious sporting events requiring good spectator facilities and larger scale conference and exhibition facilities.

### **Rural Recreation**

8.29 Whilst the conservation of the rural environment (See Chapter 11) is important, consideration must be given to the extent to which the public can enjoy that environment, and to the contribution which recreational uses can make to its conservation. Rural areas can also absorb certain activities inappropriate to an urban setting such as clay pigeon shooting, war games, and equestrian activities. Therefore there is a need to balance agricultural activities with pressure for leisure uses

8.30 Government Guidance (PPG17) advises that planning authorities should consider the scope for increased public access to open land on the urban fringe, where this is compatible with existing uses. Already a large number of recreational activities are concentrated in the vicinity of Penshaw Monument (e.g. Riverside Heritage Trail, Wearside Golf Course, Equestrian Centre, Washington Wildfowl Park, James Steel Park, and the proposed Herrington Country Park.).

### **Coast and Riverside**

8.31 The twin resorts of Roker and Seaburn with their sandy beaches separated by a rocky headland offer an unsurpassed recreational facility for both residents and visitors. The Riverside is emerging from its industrial past and the Wear Heritage Trail links the incised gorge of the lower reaches with the unspoilt valley west of the A19. Issues to be addressed include the development of the sea front, the amenity interests of the local residents, and specialist provision for water based sports and pastimes.

### **STRATEGY FOR LEISURE**

8.32 The main components of the strategy have been determined as:



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- \* the need to provide for a wide range and high standard of recreational, sporting, cultural and community facilities;
- \* the improvement of access to the countryside

8.33 The proposals for leisure seek to ensure that the residents of Sunderland and potential in-migrants and visitors can enjoy facilities accessible to all those wishing to participate, each at their appropriate level of competence. It is necessary to protect existing open space and playing fields by resisting development pressures. At the same time every opportunity must be taken to improve the quality of existing facilities and to create additional playing fields and amenity areas in those where these facilities are most deficient. In the longer term it will be necessary to consider increasing the level of provision closer to the national standards. Continued improvement in the availability of indoor facilities will be sought, subject to expenditure constraints, and through the pursuit of dual use wherever possible.

8.34 Countryside recreation will be promoted by the improvement of the network of paths and multi-user routes, linking country parks, nature reserves and areas of publicly accessible woodland along natural features such as rivers, streams and the magnesian limestone escarpment.

8.35 Proposals which enhance the cultural role of Sunderland for its own residents and as a regional centre will also be developed as opportunities and resources permit.

### POLICIES

#### General

##### **L1 IN THE PROVISION OF RECREATION AND LEISURE FACILITIES THE CITY COUNCIL WILL SEEK TO:**

- (i) ENHANCE THE QUALITY OF LIFE FOR RESIDENTS AND VISITORS BY PROVIDING A RANGE OF HIGH STANDARD RECREATIONAL, SPORTING, CULTURAL AND COMMUNITY FACILITIES; AND TO ACHIEVE THE STANDARDS OF OPEN SPACE PROVISION IDENTIFIED IN L4, L5 AND L6. WHILST TAKING ACCOUNT OF THE ENVIRONMENTAL AND SUSTAINABLE POLICIES OF THE PLAN.**
- (ii) DEVELOP THE CITY'S PRESTIGE AND ATTRACTIVENESS IN ORDER TO ENHANCE ITS HERITAGE AND TOURISM POTENTIAL;**
- (iii) IMPROVE AND EXTEND OPPORTUNITIES FOR PUBLIC ENJOYMENT OF THE COUNTRYSIDE (BOTH URBAN FRINGE AND RURAL) AND ITS WILDLIFE;**
- (iv) PROMOTE THE DUAL USE OF EDUCATIONAL AND COMMUNITY FACILITIES (CF8),**
- (v) RETAIN EXISTING PARKS AND RECREATION GROUNDS AND MAINTAIN AND UPGRADE THE FACILITIES IN LINE WITH MODERN REQUIREMENTS AND NATURE CONSERVATION CONSIDERATIONS.**

8.36 The provision of adequate leisure facilities will contribute to the attraction and retention of residents and assist in reducing out-migration. It also helps achieve the objectives of urban and economic regeneration; provides green spaces in the urban area; assists the economy and can improve the environment of rural areas. In addition, a balanced distribution of facilities helps to minimise the need for unnecessary travel. Overall this policy supports the Leisure objectives of the Plan by encouraging extensions in both the range and standards of facilities and promoting public enjoyment of the countryside.

8.37 It is increasingly recognised that there are significant health benefits associated with regular physical activity. This issue is particularly important in the City and Northern Region, as it has the highest rate of all cause mortality and is regarded as one of the most deprived parts of the Country. Coronary Heart Disease is the leading cause of death in the Northern region amongst men over 45 and women over 65. Increased physical activity is viewed as critical in the process of reducing the level of risk. In this way promoting sport and recreation development will also support the aims of the Council's Healthy City Strategy.

8.38 Sport and recreational provision is also to be supported because of its significant contribution to the regional economy. Provision of facilities such as these can play a part in the regeneration of the City, as they are a key factor in attracting inward investment. A study carried out for the Sports Council established that if participation levels could be increased in the Northern region to the National average, it could create an extra 3000 jobs (NCSR Priorities for Progress 1994). Additionally, spending in the region on sport related holidays is estimated at £92.5 million. Tourism is likely to continue to be a growth industry, with activity based holidays and day trips increasing as a proportion of the overall total, helping to diversify the economic base of the City.

8.39 This policy will also support other policies of the Plan by encouraging appropriate recreational uses in the countryside whilst acknowledging their role in maintaining the landscape and taking account of the provisions of

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Policies CN18 - 23. Recreational uses may also be able to take advantage of 'set-aside' policies in agricultural areas.

### Indoor Sport

**L2 WHERE THERE IS A DEFICIENCY OF INDOOR SPORTS AND RECREATION FACILITIES THE CITY COUNCIL WILL SEEK TO IMPROVE PROVISION EITHER THROUGH NEW DEVELOPMENT, OR THE DUAL USE OF OTHER PUBLIC BUILDINGS.**

8.40 Indoor sports provision ranges from large multi-purpose facilities to small, local sports halls, ensuring their wide availability. The Council has therefore recognised the necessity for a hierarchy and, in the first Open Space Recreation report, gave priority to the provision of district centres at Washington, Houghton/Hetton and Fulwell to complement that at Crowtree. The Seaburn Centre and the Aim High Centres serve North Sunderland so that the upper end of the hierarchy is now much better developed than it was a decade ago. Further provision is increasingly being met by more specialised facilities such as the Puma and Invicta Centres.

8.41 The NCSR Facilities Planning Model, when applied to the District, indicates a need for a further fourteen local halls (each being the equivalent size of four badminton courts). Given 100% community access to school facilities (some of which would have to be upgraded for the purpose) the requirement would drop to eight. Due to the uncertainties over dual use because of local management of schools, it is more realistic to assume 50% access which would mean that a further twelve sports halls could be needed.

8.42 The same Planning Model shows that in a ranking of Northern Region authorities, Sunderland came second last in the shortfall of public provision of sports halls. Additionally, the City had the greatest estimated shortfall in provision of swimming pools. Priorities for further provision of local multi-purpose halls are:- Sunderland north west and the western and southern part of Sunderland City, stretching from South Hylton to Ryhope. Much of this, especially Doxford Park, is outside a 3.5 km radius of Crowtree Leisure Centre (the distance used for urban facilities in the NCSR's model).

8.43 Of the individual facilities considered above, a swimming pool is required for the southern part of Sunderland urban area; two six rink indoor bowls centres, (one in Washington); and eight squash courts, though their provision will depend very much on the availability of future resources. Specific sites will, where possible, be identified in Part II of this Plan.

8.44 Within the Region in recent years, a variety of agencies has been involved in the provision of sports halls, including voluntary and community groups and the commercial sector as well as local authorities. Implementation is likely to be limited however, by the availability of financial resources and the changing role of the Council to enable rather than provide such facilities. Other facilities provided by employers include the Nissan Sports Centre. The City Council will pursue all avenues in order to secure quality leisure facilities for the residents of Sunderland, such as the Raich Carter Centre and will investigate the potential for obtaining grants for this purpose, e.g. National Lottery, Millennium Funds, the Lawn Tennis and Football Associations.

8.45 The current economic climate means that the amount of public money available for new projects will be limited. However the Council will welcome the joint participation of the private sector and local sports organisations in contributing to the provision of facilities. The Council has spent £7.6 Million on the construction and improvement of Leisure Centres since 1984 (Open Space Recreation Report 1994).

### Regional Recreational and Cultural Facilities

**L3 THE COUNCIL WILL ENCOURAGE RECREATIONAL DEVELOPMENTS OF A REGIONAL NATURE WHERE ADEQUATE ACCESS TO THE STRATEGIC ROAD NETWORK AND PUBLIC TRANSPORT FACILITIES CAN BE PROVIDED AND WILL, WHERE NECESSARY, PROTECT SITES FOR FUTURE DEVELOPMENT, SUBJECT TO AN ACCEPTABLE IMPACT ON THE ENVIRONMENT. (LOCATIONS FOR RECREATIONAL OPPORTUNITIES ARE IDENTIFIED IN PART II OF THE PLAN).**

8.46 An attractive countryside and urban environment, well provided for in recreational facilities, not only improves the quality of life of residents, but also helps to promote the area to potential investors, tourists and visitors. Sunderland is well located in this respect. The City already boasts recreational facilities of regional importance such as Silksworth Leisure Complex, Seaburn Ocean Park, the Empire Theatre, and the Northumbria Centre in Washington. In terms of new facilities the Great North Forest will attract visitors and the reclamation of the former Herrington Colliery will allow the creation of a countryside park of regional significance. An important consideration in the location of these facilities is accessibility to the Strategic Road Network and public

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transport facilities. Policy T14 defines what is required in terms of the location of new development and public transport accessibility. A concentration of facilities in particular locations such as Sunderland City Centre, (where the Councils Arts Audit suggested the development of a 'Leisure Quarter), or in rural areas around Penshaw Monument where other recreational facilities are provided or are proposed, helps to give them more regional impact while protecting other areas from the adverse effects of traffic generation and increased activity.

## Control Standards

### Outdoor Sport and Recreation

L4 THE CITY COUNCIL WILL AIM TO ACHIEVE A LONG TERM STANDARD OF 1.6- 1.8 HA. PER 1000 POPULATION FOR OUTDOOR SPORT AND RECREATION FOR YOUNG PEOPLE AND ADULTS. DURING THE PLAN PERIOD PRIORITY WILL BE GIVEN TO ACHIEVING AN INTERIM CITY-WIDE STANDARD OF 1 HA. PER 1000 POPULATION. PARTICULAR ATTENTION WILL BE FOCUSED ON
(i) PROVIDING LOCALLY ACCESSIBLE OUTDOOR SPORT AND RECREATION FACILITIES FOR THE CITY POPULATION INCLUDING PEOPLE WITH DISABILITIES AND OTHER DISADVANTAGED GROUPS;
(ii) CONCENTRATING MAJOR FACILITIES IN KEY LOCATIONS TO PROVIDE HIGH QUALITY CENTRES, ACCESSIBLE BY PUBLIC TRANSPORT, TO SERVE THE NEEDS OF THE CITY AND TO ATTRACT INVESTMENT
(iii) PROVIDING SPECIFIC FACILITIES TO MEET LOCAL DEFICIENCIES

**Table 8.1: Level of Playing Field Provision in the Four Sub Areas**

Area	Playing Fields ha/1000	OS Zones with less than 60% of standard	OS Zones with over 60% of standard
Sunderland South	0.7	Hendon Central	Ryhope St Chads Grindon Southwick
Sunderland North	0.5	Castletown Fulwell	
Washington	0.8	Washington East Washington West	Washington South Washington North
Houghton /Hetton	0.8	Eppleton	Hetton Houghton Shiney Row

Source: Open Space Recreation Report 1994

8.47 The overall existing standard of outdoor sport in the City for youth and adult use is currently 0.7 ha. per 1000, and therefore below both the long term adopted standards and the interim standards described in policy L4 above. The reduction in playing fields is due in part to the decline of traditional industries which has led to the loss of workplace clubs often subsidised by the employer. There are variations throughout the District but the urban parts of Sunderland town are the furthest from achieving either target. The NPFA standard is a long term goal but at this time it is only realistically achievable in new large scale developments. During the Plan period the Council will endeavour to achieve at least the interim standard, subject to the availability of resources. The Council has increased the provision of playing fields and open space through the reclamation of derelict land. It is imperative that as well as providing additional sites, every effort is made to ensure that existing facilities are not taken out of recreational use.

8.48 Since 1983, the Council has implemented a hierarchy of sports provision, encompassing both playing fields and indoor facilities. The scale of provision varies from major areas of City-wide and sub-regional significance such as Silksworth, down to smaller facilities such as Houghton Recreation Ground and single pitches located in housing estates or villages, which are primarily intended to serve local needs.

8.49 Within the context of overall provision, specific extra requirements for individual sports are suggested. These are minimum standards and can be summarised as:-

FOOTBALL	54 pitches
RUGBY	2 pitches
CRICKET	6 pitches
TENNIS:	42 courts

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- BOWLS: 12 greens
- ATHLETICS 2 tracks
- GOLF: 3-8 , 9 hole courses (depending on demand)

*Open Space Recreation Report 1994*

8.50 Further development of participation by disadvantaged groups should be encouraged because of their relative lack of involvement in sport and recreation compared to the average. In particular the gender gap between women's participation and men's is significant in the Northern Region. Young people, women, people with disabilities and people from ethnic minorities are all identified as priority groups for targeting by the NCSR, for which provision should be made under this policy (See Para 8.7, 8.8).

8.51 The development of this hierarchy is a long term project that the Council continues to work towards despite a number of constraints. Since 1984, over £22 Million has been spent on creating and improving facilities for active and informal recreation for the people of Sunderland. More than £10 Million has been spent on a comprehensive programme of land reclamation for open space and playing fields of all types. An acceleration of reclamation activity in recent years has meant that over 70% of this money has been spent on large scale schemes, such as Hetton Lyons Park. , The Council has spent a further £4.7 Million on outdoor facilities in parks and open spaces in recent years. (Open Space and Recreation Report 1994).

8.52 Government grants are available for a range of projects related to sport and recreation through the National Lottery Sport Fund. In the two financial years 1990/91 and 1991/92, about £0.5 Million grants in total were received by the Council, plus over £3 Million of Derelict Land Grant. More than half of this came from the Urban Programme, with further substantial amounts from the Sports Council, the European Regional Development Fund and the Countryside Commission. The private sector can provide facilities either as part of comprehensive development schemes or through the planning obligation procedures under Section 106 of the Town and Country Planning Act 1990. The provision of playing fields is additional to the standards for amenity open space required under Policy H21.

8.53 A quarter of council spending has been on projects at the Silksworth recreation area, where a wide variety of indoor and outdoor activities are now in place. In addition, Fulwell Quarries is to be developed to provide a regional recreation resource which will complement that at Silksworth Sports Complex and new sports facilities at Downhill. The latter improves provision in an area which has the lowest standard in provision of playing fields amongst the four sub areas.

## Amenity Open Space

L5 THE COUNCIL WILL SEEK TO ENSURE THAT PUBLIC PARKS AND AMENITY OPEN SPACES ARE AVAILABLE TO THE PUBLIC SO THAT WITHIN:

- (i) 2.5 KM OF EVERY DWELLING THERE IS A DISTRICT OPEN SPACE OF APPROXIMATELY 30 HECTARES OR MORE
- (ii) 1.0 KM OF EVERY DWELLING THERE IS A LOCAL PARK OF APPROXIMATELY 10 HECTARES OR MORE;
- (iii) 0.5 KM OF EVERY DWELLING THERE IS A NEIGHBOURHOOD PARK OR AMENITY OPEN SPACE OF APPROXIMATELY 2 HECTARES OR MORE; AND
- (iv) WHERE APPROPRIATE (INCLUDING WITHIN NEW HOUSING SITES, (SEE POLICY H21) "POCKET" PARKS WILL BE DEVELOPED ON OTHER SMALLER SITES.

IN ANY PART OF THE CITY WHERE THESE STANDARDS ARE NOT ACHIEVED THE COUNCIL WILL SEEK TO BRING VACANT AND DERELICT SITES INTO USE.

**Table 8.2: Deficiencies in the Level of Amenity Open Space**

Area	AOS/ 1000	Deficiency By Type		
		N'hood AOS (2 Ha+)	Local AOS (10+ Ha)	District AOS (30+ Ha)
Sunderland South	3.4	Hendon Ashbrooke Pennywell / Hastings Hill Ford Grangetown Tunstall / Doxford / Farringdon Ryhope	Hendon Pennywell / Hastings Hill Ford Grangetown Tunstall / Doxford / Farringdon	Hendon

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Sunderland North	2.9	Monkwearmouth Town End Farm Fulwell Marley Potts	Town End Farm	
Washington	4.1	Usworth/Donwell Barmston Columbia Oxclose Sulgrave	Springwell Usworth/Donwell Sulgrave Blackfell	Springwell Usworth/Donwell
Houghton / Hetton	5.0	Newbottle Fence Houses West Hetton Low Moorsley	Shiney Row Newbottle Houghton New Town East Rainton	Penshaw / Shiney Row / North Houghton

Source: *Open Space Recreation Report 1994*

8.54 The hectareage of amenity open space has shown a healthy increase, so that almost all of the City has achieved the minimum standard of 2 hectares per 1,000 population laid down in 1983. Unfortunately it is not usually possible to use surplus amenity space for other uses such as playing fields, as they are often too small or with steep gradients. Furthermore, much of the recent provision has been the result of reclamation works on derelict industrial and mining sites, thus it is not necessarily well located in relation to where people live. In order to address this problem, the Council has, as suggested by Planning Policy Guidance Note 17, adopted a hierarchy system of classification to help identify areas which would benefit from improved provision. This, as already mentioned in paragraph 8.22 is based upon an example from the Greater London Development Plan, but altered to reflect the local circumstances, including: the closer proximity of most residents to the countryside and coast; together with the fact that there is a smaller urban mass associated with Sunderland than Greater London; and the need to aim for a realistic level of provision in terms of land and monetary resources. This hierarchy is as detailed below:

- \* District Open Space: natural or formal landscape of at least 30 ha. serving a wide catchment area and used for occasional visits. Each household should be no more than 2.5 km from a District Open Space.
- \* Local Parks of at least 10 ha. which provide for a range of activities including active recreation and children's play. Each household should be no more than 1.0 km from a Local Park.
- \* Neighbourhood Parks and Open Spaces of at least 2.0 ha. in size and offering a range of facilities. Each household should be no more than 0.5 km from a Neighbourhood Park or Open Space.
- \* Pocket Parks sites of less than 2 ha. found in residential and city centre areas, used for informal recreation and children's play. Because they meet day to day needs, these spaces should be protected.
- \* Linear Open Spaces such as disused railway lines, denes, riverside areas and the coastal strip which should be protected and enhanced.

8.55 Apart from the special cases in smaller villages such as Springwell and East Rainton, and parts of Northern and Western Washington, the proposals in the area sections of the Plan will rectify most of the deficiencies in open space in terms of District and Local Parks.

8.56 In terms of quality, District open spaces should provide a natural setting - woodland or grassland- whereas the smaller parks outlined in the policy provide a more formal landscaped environment. They should all provide pleasant surroundings with well maintained facilities where people can enjoy their leisure time. Where circumstances permit, the potential for natural management and creation of habitats in all open spaces should be considered, in accordance with the provisions of policy CN18.

8.57 With regard to distribution, areas of deficiency in one or more categories of open space have been identified in Table 8.2. Opportunities for new open space to rectify these deficiencies will be identified in the Part II area proposals. Throughout the plan period the quality of open space will be reviewed and improvements made when resources permit. This could be achieved through urban regeneration grants such as the Single Regeneration Budget and small/medium clearance schemes in urban and coalfield areas. This policy gives an overall standard for the City as a whole. The amenity space requirements of individual development sites are indicated in the Housing Chapter, and will allow for the provision of neighbourhood/local open spaces by developers as part of new housing schemes (See H21).

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### Children's Playspace

L6 THE CITY COUNCIL WILL SEEK TO DEVELOP A HIERARCHY OF PLAYSPACE PROVISION FOR CHILDREN ON THE BASIS OF

- (i) A MINIMUM OF FOUR DISTRICT PLAY AREAS;
- (ii) SATELLITE PLAY AREAS TO BE PROVIDED WITHIN 1 KM OF EVERY CHILD IN THE CITY; AND
- (iii) LOCAL DOORSTEP PLAY AREAS PROVIDED, WHERE PRACTICABLE, WITHIN POCKET PARKS AND ON OTHER SITES WITHIN HOUSING AREAS THROUGHOUT THE CITY (SEE POLICY L5)

IN DOING SO THE COUNCIL WILL SEEK TO ACHIEVE A STANDARD FOR CHILDREN'S PLAYSPACE OF 0.6-0.8 HA. PER THOUSAND POPULATION, REASONABLY DISTRIBUTED THROUGHOUT THE CITY. IN AREAS WHERE IT IS IMPOSSIBLE TO APPROACH THIS STANDARD, CONSIDERATION WILL BE GIVEN TO THE MORE FLEXIBLE USE OF SPACE PROVIDED FOR EDUCATIONAL OR OTHER PURPOSES (SEE POLICIES L1(iv) AND CF8).

8.58 The Council's approach to provision of children's playspace is based on a hierarchy of provision similar to that for open space. District provision will be associated with major recreational areas; satellite provision should be within easy walking distance of all households and cater for children up to 16 years old; and "doorstep provision" should be spread throughout housing areas for children up to 11 years of age (Children's Playspace Report 1991). This policy establishes the overall city wide expectations. Housing Policy H21 gives developers guidance as to how this will be interpreted on new housing sites of 10 or more family dwellings. The standards set out in this policy are complementary to those on amenity open space contained in this policy L5.

8.59 For older children there is a need for Adventure Playgrounds and Kickabout Areas. These should be situated in safe, accessible locations, but at some distance from residential properties and where possible should be associated with other community facilities (or neighbourhood and local open spaces). Considerable investment has been made in the past in facilities of this kind, with limited success. This matter should therefore be kept under review, with particular regard to usage and condition of facilities. Emphasis on future provision will be in those areas where other play facilities and areas suitable for play are lacking. The majority of playspace provision will be implemented using the Council's Capital Funding. This will be supplemented by the provision of 'doorstep' play facilities, secured through agreements with developers on new housing sites. Voluntary agencies and community groups may also wish to contribute to provision, and be involved in the local management and supervision of such facilities. The Council will continue to liaise closely with the local community on the siting of children's play facilities.

### Protection of Recreational And Amenity Land

L7 LAND ALLOCATED FOR OPEN SPACE OR OUTDOOR RECREATION, AS SHOWN ON THE PROPOSALS MAP, WILL BE RETAINED IN ITS EXISTING USE. THIS INCLUDES PLAYING FIELDS ATTACHED TO SCHOOLS OR OTHER EDUCATIONAL ESTABLISHMENTS. PERMISSION FOR OTHER USES ON THESE SITES WILL ONLY BE GRANTED IF:

- (i) ALTERNATIVE PROVISION, OF AN EQUIVALENT SCALE, QUALITY AND ACCESSIBILITY IS MADE WHICH ASSISTS THE ACHIEVEMENT OF THE STANDARDS INDICATED IN POLICIES L4, L5 AND L6; OR
- (ii) THE DEVELOPMENT IS FOR EDUCATIONAL PURPOSES; AND,
- (iii) THERE WOULD BE NO SIGNIFICANT EFFECT ON THE AMENITY, RECREATIONAL AND WILDLIFE HABITAT VALUE OF THE SITE.

SIMILARLY, ACCESS TO EXISTING OR PROPOSED OPEN SPACE WILL BE PROTECTED FROM ALTERNATIVE DEVELOPMENT.

8.60 Land for recreation is a valuable asset to the community, but it is often under threat from developers. The use of land as open space is no less important than other uses, and therefore planning authorities are required to seek to achieve a reasonable balance between the need to make adequate provision for development in urban areas and the need to protect such land from development, having regard to local circumstances. The Council has sought to set the standards for open space and playing field provision in policies L4, L5, and L6 with the aim of ensuring that land which has recreational or amenity value will be protected, particularly where it is within an area of deficiency, or would adversely affect the wildlife habitat of a designated site (B3).

8.61 Playing fields attached to educational establishments are of importance to the recreational needs of children and students. In terms of the wider community, it provides not only greenery and visual relief within neighbourhoods but also formal recreation through the dual use of facilities. Where school sites become surplus, their open spaces can become a necessary community resource. Previously, when playing fields attached to schools came under the control of the local authority, it was possible to resist development pressures. As this is no

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longer the case, this policy is necessary to protect these open spaces so that they remain a community asset. Under the provisions of this policy, the Council considers that extension and / or improvement of current uses on the site is one of the types of development which would be acceptable, subject to other provisions of the plan. The policy is intended to ensure that wherever possible the land is retained for open space uses once the current uses are no longer relevant but without prejudicing the present occupiers scope to improve or further develop facilities which are already present on the site. Therefore, criterion (ii) applies only to playing fields and open space attached to educational establishments.

8.62 In certain cases, a proposed development might be able to offer the opportunity for alternative provision with comparable community benefit. In this case exceptions to the policy would be considered, providing the amount, quality and accessibility of the replacement site equated with existing provision. Agreements under Section 106 of the Town and Country Planning Act 1990 (Planning Obligations) would be used to achieve implementation of this policy.

### ALLOTMENTS

**L8 THE COUNCIL WILL ENCOURAGE AND ENHANCE THE PROVISION OF ALLOTMENTS OF A HIGH STANDARD, DISTRIBUTED IN ACCESSIBLE LOCATIONS TO MEET A RANGE OF REQUIREMENTS BUT NOT NORMALLY THE KEEPING OF HORSES OR OTHER LARGE LIVESTOCK.**

L9 LAND USED FOR ALLOTMENTS WILL BE RETAINED FOR THIS PURPOSE EXCEPT WHERE

- (i) ALTERNATIVE PROVISION IS MADE IN THE LOCALITY
  - (ii) THE SITE IS ALLOCATED FOR ANOTHER PURPOSE ELSEWHERE IN THE PLAN;
  - (iii) THE SITE IS IDENTIFIED BY THE COUNCIL, AS SURPLUS TO REQUIREMENTS;
  - (iv) A SITE HAS BECOME DISUSED OR SIGNIFICANTLY UNDER USED THROUGH LACK OF LOCAL DEMAND. IN THIS CASE THE COUNCIL WILL GIVE PRIOR CONSIDERATION TO THE NEED FOR PUBLIC OPEN SPACE OR OTHER RECREATIONAL USES OF THE SITE.
- USE OF ALLOTMENTS FOR BUSINESS/INDUSTRIAL PURPOSES WILL BE RESISTED.

8.63 There is a continuing demand for allotment gardens and pigeon or livestock-keeping sites in all parts of the District. The Council is committed to meeting such demand as far as possible and to improving allotment provision, particularly in areas of shortage such as Washington. Although only six sites are designated as statutory allotments (which require consent from the Secretary of State for their disposal) it is intended to apply similar standards of protection to all allotment sites, because of their social benefit especially in the inner urban and coalfield areas. This means that any proposal to develop an allotment site for other uses should be accompanied by:-

- (i) proposals for a suitable replacement site, including location maps and the areas of both sites. The proposed site should be the same as, or greater than, the existing one; within 1.2km (3/4 mile) of it; and suitable for cultivation with an appropriate depth of top soil, a water supply, appropriate boundary enclosures, parking and servicing facilities;
- (ii) the number of names on waiting lists in the wider area served by the existing site and for the existing site itself;
- (iii) detailed proposals to cater for any displaced allotment holders.

Only in exceptional circumstances would the disposal of a site be permitted before a replacement site is fully established. In 1980 the Council identified a number of allotment sites with a limited life expectancy, many of which have now gone out of use, but some still remain (See Appendix A 1980 Allotments Report). These will not be protected by this policy. No action will be taken to discontinue these however, until firm proposals for an alternative use are agreed.

### COUNTRY, COAST AND RIVER

#### Countryside Recreation

**L10 COUNTRYSIDE RECREATIONAL ACTIVITIES AND ACCESS TO THEM WILL BE IMPROVED AND PROMOTED WHERE COMPATIBLE WITH EXISTING LAND USES, GREEN BELT POLICY AND THE NEED**

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**TO SAFEGUARD IMPORTANT LANDSCAPES AND AREAS OF NATURE CONSERVATION VALUE . THIS WILL BE ACHIEVED BY:**

- (i) **IMPROVING AND EXTENDING THE NETWORK OF FOOTPATHS, BRIDLEWAYS AND CYCLEWAYS;**
- (ii) **SIGNPOSTING AND INTERPRETATION;**
- (iii) **IMPROVING FACILITIES FOR PEOPLE WITH DISABILITIES;**
- (iv) **ENCOURAGING THE PROVISION OF FACILITIES FOR IMPROVED PUBLIC TRANSPORT;**
- (v) **PROVIDING CAR PARKING FACILITIES AT APPROPRIATE LOCATIONS;**
- (vi) **IMPLEMENTING PROPOSALS FOR THE GREAT NORTH FOREST;**
- (vii) **ONLY GRANTING PLANNING PERMISSION FOR NOISY SPORTS WHERE THERE WILL BE NO DEMONSTRABLE HARM TO LOCAL AMENITIES, DESIGNATED NATURE CONSERVATION SITES OR THOSE ROUTES THE SUBJECT OF POLICY T10 OR OTHER PUBLIC RIGHTS OF WAY**
- (viii) **NORMALLY PERMITTING FACILITIES FOR EQUESTRIAN ACTIVITIES WHERE THEY HAVE ACCESS TO BRIDLEPATHS AND WHERE THEY WOULD NOT HAVE AN ADVERSE IMPACT ON THE LANDSCAPE OR CHARACTER OF THE SURROUNDING AREA; AND**
- (ix) **INCREASING ACCESS TO WILDLIFE SITES WHERE THIS DOES NOT JEOPARDISE THE WILDLIFE INTEREST.**

**(CN2, CN10, CN15, CN16, CN17)**

8.64 Improvements to general living standards and levels of personal mobility - especially car ownership - have led to increased demand for informal leisure opportunities on the urban fringe and in the countryside. The Council will, as resources become available, develop a range of recreational opportunities, including countryside parks, woodland, picnic areas and facilities for water based and other outdoor leisure activities linked by a network of paths and bridleways. Sunderland has approximately 250 km of footpaths and bridleways within its boundaries. Walking, cycling and horse riding are popular activities in themselves but also have a particular role in bringing the countryside within reach of a larger number of people (See T8,T9). Use of rights of way will be encouraged through the provision of signposting and on-site information. This can almost double the use of a particular route. A number of guides and interpretative leaflets have been produced to promote existing paths.

8.65 Further opportunities exist to create countryside parks, woodland and picnic areas. Schemes in programme, include Fulwell Quarries and Elemore Colliery as well as Herrington Colliery, where reclamation should allow the development of a country park of regional significance providing facilities for passive recreation and for more active sports like horse riding and possibly golf. Implementation of the Great North Forest Plan may also create further opportunities in this direction.

8.66 The Council is keen to continue improving access to the countryside. It will explore the possibilities of using former railway lines as long distance footpath/cycleway/bridleway routes, and will liaise with farmers over establishing rights of way. This approach supports Council Policy which recommends the linking of several recreational facilities by a network of footpaths, heritage trails and bridleways (countryside and Access Strategy 1994). In this way access to the countryside is increased whilst the rural environment is protected. In addition this is complementary to policies in the Transport Chapter.

8.67 The Council is also aware that the demand for recreational facilities should be balanced with other pressures on the countryside, in particular the interests of nature conservation and agriculture. It is hoped that increased access can be achieved and that by improving the range of facilities, it will be possible to cope with an increased volume of visitors without significant deterioration in the quality of the landscape/environment.

8.68 The Council's Countryside Team will implement this proposal using funding from the Countryside Commission and Capital Programme as well as grants from the SRB and City Challenge monies. £200,000 has been allocated for the implementation of Heritage Trails from the SRB.

### Golf Courses

**L11 PLANNING PERMISSION FOR GOLF COURSES WILL BE GRANTED PROVIDED THAT THE FOLLOWING CRITERIA ARE MET**

- (i) **THE SITING OF THE GOLF COURSE WILL NOT HAVE A DETRIMENTAL EFFECT ON THE QUALITY AND CHARACTER OF THE LANDSCAPE;**
- (ii) **THE FACILITY WILL RESPECT THE TOPOGRAPHY OF THE SITE, WITH NO INFILL OF WASTE MATERIALS UNLESS IT IS AGREED WITH THE COUNCIL AS PART OF A RECLAMATION SCHEME;**
- (iii) **THE COURSE IS LAID OUT SO AS TO PROTECT EXISTING AND PROPOSED NATURE CONSERVATION SITES AND PUBLIC RIGHTS OF WAY; FOOTPATHS AND MULTI-USER ROUTES;**
- (iv) **PROVISION IS MADE FOR THE CONSERVATION OF WILDLIFE BY THE RETENTION OR PROVISION OF NATURAL HABITATS IN THE LANDSCAPING OF THE GOLF COURSE**



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- (v) NO RESIDENTIAL ACCOMMODATION OR OTHER RECREATIONAL FACILITIES UNCONNECTED WITH GOLF WILL BE PROVIDED ON THE SITE, OTHER THAN THAT NECESSARY FOR THE SATISFACTORY OPERATION OF THE GOLF COURSE;
- (vi) THE SITE IS LARGE ENOUGH TO ACCOMMODATE A NINE HOLE COURSE; AND
- (vii) THE COURSE CAN BE SATISFACTORILY LOCATED AND LAID OUT SO AS TO SAFEGUARD THE AMENITY OF ANY ADJACENT RESIDENTIAL AREAS.
- (viii) THE DEVELOPMENT ACCORDS WITH POLICY CN8
- (ix) THE DEVELOPMENT ACCORDS WITH THE PROVISIONS CONTAINED IN THE GREAT NORTH FOREST PLAN.

8.69 Golf has become increasingly popular resulting in greater demand for golf courses in the countryside. However, Government advice (PPG17) stresses that each proposal for a new golf course should be located and designed to ensure harmony with the surrounding countryside, particularly in the Green Belt, and to conserve the natural environment. Each proposal should contain full details of the siting and the impact of the development proposed, including the effect on public rights of way. Any significant associated developments, such as hotels, should be considered on their own merits.

8.70 Regionally important leisure activities can have a positive impact on the City's economy. Current provision is described in para. 8.24. The Royal and Ancient suggests that an additional 63, 18 hole golf courses are required in the North East between 1989 and 2000, based on a standard of one course per 25,000 population. However the NCSR suggests the provision of between 3 and 8, 9 hole courses would apply in Sunderland (Open Space Recreation Report 1994). Even if this standard is not achieved, further golf courses will make considerable demands on land throughout Sunderland's countryside.

8.71 Consequently, there is a need to locate and design golf courses to be in harmony with the landscape, and to take special care with applications in designated areas. The Countryside Commission advises that golf courses should make a positive contribution to the environment. It suggests that landscapes that have been damaged by mineral working or intensive agriculture are particularly suitable, as are Community Forests which offer scope for creative conservation. The requirement to enhance the environment should therefore be made clear to applicants, and included in any design briefs. Where consent is granted appropriate management of retained and created habitats and landscape features, should be included as one of the planning conditions and where necessary made subject to a section 106 agreement. Buildings necessary for the operation of the golf course should not detract from the locality and where relevant, should be in sympathy with local architectural character. The following other uses would not normally be acceptable as part of a golf course development:

- \* Housing, hotels, conference facilities;
- \* "Other recreational facilities", such as swimming pools, tennis courts or health spas.

Exceptions to this could be considered if the golf course were built to a significantly high standard as to attract a significant number of visitors from outside the region who would need such accommodation, but would still need to accord with other policies of this Plan, particularly those applying to the Green Belt. (Countryside Commission, 1992).

### Coast And Riverside

**L12 THE COUNCIL WILL PROMOTE THE RECREATIONAL AND TOURIST POTENTIAL OF THE COAST AND THE RIVERSIDE BY IMPROVING ACCESS AND ENCOURAGING DEVELOPMENT WHICH PROVIDES FOR THE NEEDS OF VISITORS (INCLUDING HOTELS). WITHOUT ADVERSELY AFFECTING THE ENVIRONMENT AND CONSERVATION REQUIREMENTS.**

**(EC13)**

8.72 Two of the most dramatic and attractive elements of the City's environment are the coast and the riverside. The coast falls into two sections, north and south of the River Wear. This Policy is complementary to EN13 which sets out the Council's intentions regarding the defined coastal zone.

8.73 North of the River is the Roker/Seaburn area which provides a mixture of residential, commercial and entertainment facilities. It has a catchment area of 450,000 people within half an hours driving time and is a popular destination for day trippers with a wide range of seaside facilities. The developed area is for the most part to the west of the A183, outside the protected coastal zone. The development of Seaburn Ocean Park, has revitalised the seafront and acts as a focal point for leisure activities for the sub-region. Three long distance footpath/multi-user routes (NA35) are proposed to converge on this stretch of coastline and a park and ride facility is proposed to facilitate access for major events at the seafront (NA34).

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8.74 The character of the southern (Hendon/Ryhope) part of the coastline is less commercial and more suitable for informal activities such as walking and fishing. Hendon Cliff Top has been partially reclaimed creating the basis of an important recreational resource for Hendon and the East End. The Council will investigate further environmental improvements, including the reclamation of disused railway lines, on the landward side, and improvements to the approach roads and paths in order to increase this area's potential for informal recreation (EN13).

8.75 Similarly, access to the riverside is already well developed along much of its length in the form of the River Wear Trail. Priority will be given to the extension of the Trail to further improve public access, as well as to help establish the longer distance Coast to Coast route. North Dock is a focus for water-based activities, and the Development Corporation has enhanced this role by creating a new marina and Marine Activities Centre. Generally the Council will continue to give priority to upgrading the appearance and recreational potential of the riverside through reclamation schemes and other landscape/environmental improvements, mainly funded by English Partnership resources.

L13 FACILITIES WILL NORMALLY BE PERMITTED WHICH PROMOTE NON-POWERED WATERSPORTS (CANOEING, ROWING, BATHING ETC.) AT APPROPRIATE LOCATIONS ALONG THE BEACHES, RIVERSIDE AND LAKES. A WATER-SKI ZONE IS ALLOCATED UPSTREAM OF THE QUEEN ALEXANDRA BRIDGE AND DOWNSTREAM OF TIMBER BEACH SNCI, AS SHOWN ON THE PROPOSALS MAP

8.76 Water sports have all enjoyed an increase in popularity over the past decade. DoE advice (PPG17) suggests that development plans may encourage the imaginative use of redundant mineral workings, disused commercial docks and unused agricultural land near water to provide moorings and watersports facilities. The Council has promoted the development of a number of varied water sport facilities along the coast, river and inland water features. Examples include the Roker water sports centre providing sailing, windsurfing and canoeing between the piers, and facilities at Claxheugh for the South Hylton Rowing Club and the Scouts. Indeed, with the improved water-ski access and facilities at Claxheugh, the river will be used effectively and efficiently for all watersports and quiet leisure interests. Additionally, facilities for canoeing, windsurfing and other uses have been provided on lakes created through the reclamation of derelict land at Silksworth and Hetton Lyons.

8.77 Watersports participants need changing facilities, car parking areas, social facilities, training areas and chandlery services. Many of the existing boat clubs offer excellent facilities, but the demands upon these are becoming stronger. In improving sporting and recreational facilities, this policy will help to benefit the Regional economy, through development of the leisure industry. It will also present a more attractive image to inward investors thereby supporting the local economy.

8.78 The Council will encourage non-powered watersports in appropriate locations/zones where the environment can sustain the activity. However, powered watersports are normally incompatible with other river users and generate high levels of noise pollution. In particular motor boats can have a detrimental effect on a river environment by accelerating erosion of the river banks. Facilities for powered watersports can only be considered where conflict with other users and adverse impact upon amenity and nature conservation interests can be acceptable. Indeed, powered watersports are best suited to the sea or to a restricted and managed part of the River Wear, away from these conservation interests. The area designated for water-skiing is to be managed by a club which will liaise with the Sunderland Watersports Forum. It is also the intention to establish an activity area off Hendon Promenade for motorised watersport activities, in particular personal watercraft.

8.79 The Tyne and Wear Watersports Development Strategy provides a framework through which resources committed by the Sports Council, the Tyne and Wear Development Corporation, the National Rivers Authority the Council, and the Port of Sunderland, can be channelled to maximum effect. The City Council's Commitment to watersports is evidenced in the publication of their own Watersports Strategy in 1996. Increased recreational use of the Coast and riverside will require co-ordination between these agencies in order to oversee the use of the water by different groups. This has also been the focus of the Wear Estuary Management Project which has developed a management strategy for the River Wear, in association with other interest groups and which brings together many plans and policies already covering the riverside areas in one masterplan. It seeks to make better use of organisations existing powers in managing riverside activities and ensure that all relevant views are taken into account when making decisions regarding the development of the Wear.

# **EN 9 Environmental Protection**

## **ENVIRONMENT**

# **EN 9 Environmental Protection**

## **CHAPTER 9**

9.1 Recent years have witnessed increasing public concern over threats to the environment. The by-products of using energy and raw materials for domestic and industrial purposes are, in addition to their global effects, a major factor in pollution of local air, land and water resources. The Council is committed to a substantial improvement in air quality in the City together with a major reduction in water pollution along the Sunderland coastline. It will also seek to minimise any hazards arising from the contamination of land and will continue to work for the reclamation of derelict sites. The UDP will complement the Council's other powers to deal with pollution, public health, public safety and similar environmental issues. Because of its scope and its ability to shape future patterns of development, rather than simply regulate existing problems, planning is one of the most important mechanisms by which to safeguard and enhance the City's environment.

### **AIR QUALITY**

9.2 Measures such as the Clean Air Acts of 1956 and 1968 have resulted in a significant reduction in visible air pollution. Smoke Control Areas - within which permitted levels for sulphur dioxide and smoke are set and monitored - have been designated across the whole City. Nevertheless, despite these successes, nitrogen dioxide levels in Sunderland increased by 16.6% between 1986 and 1991. Traffic is now the main cause of poor air quality and policies to address this problem are found in the relevant chapters.

### **ENERGY PRODUCTION**

9.3 The organisation of the post-privatisation gas and electricity industries continues to evolve in response to Government policy aimed at ensuring diverse and secure sources of power. The requirement for a proportion of power to be generated from non-fossil fuel sources is expected to give a boost to the development of renewable energy technologies such as wind-farms, which require prominent sites for the wind turbine masts (15-30m high). Energy-from-waste schemes have the potential to recycle the energy contained in refuse by converting it into electricity through incineration, whilst biogas, sewage sludge, farm slurry and energy from crops may all have a role to play. Thus planning control can not only contribute to reducing the need to consume energy but also provide a policy framework for the development of energy from renewable resources.

### **NOISE AND VIBRATION**

9.4 Nuisance from noise and vibration can be controlled under various legislation. The Control of Pollution Act 1974 provides for the designation of Noise Abatement Zones; one has been declared at the Wear Industrial Estate in Washington. Road traffic can also be a source of noise nuisance. On new roads this can be overcome by careful design; on existing roads 'traffic calming' measures may have some effect. Building Regulations require new building works to comply with prescribed standards of sound insulation, whilst noise can also be a material consideration under planning legislation (PPG24 para. 2).

### **HAZARDOUS AND INCOMPATIBLE USES**

9.5 Hazardous and 'bad neighbour' uses - and developments near to them - require special consideration because of the potential danger or nuisance which can arise. The Health and Safety Executive provides advice to local planning authorities on proposals for development in close proximity to sites where hazardous substances are stored. 'Bad neighbour' uses (see also Chapter 4: EC14 to EC15) potentially include heavy industry, abattoirs, existing sewage treatment works, landfill sites and incinerators. The siting of environmentally-sensitive development such as housing, shopping or community facilities in close proximity to such uses can give rise to complaint.

### **FLOODING AND WATER QUALITY**

9.6 The Environment Agency requires the close control of developments likely to have a major impact on the water environment. In particular, regard should be had to the increased risk of flooding in areas downstream of new development due to additional surface water run-off. Environment Agency records show that there are only three, relatively small and isolated areas in the City which are at risk from flooding; one is in Sunderland North and the other two in the Houghton area. The protection of underground water supplies against pollution from

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surface development is also of importance, as much of the City's water supply is drawn from aquifers in the underlying limestone strata. The possible effects on water quality of a rising water table resulting from any cessation of minewater pumping have recently been highlighted; the Environment Agency will closely monitor this situation. The Agency's predecessor, the National Rivers Authority, published a River Wear Catchment Management Action Plan as a management plan for the improvement and enhancement of the River Wear Catchment Area and this is now superseded by the comprehensive Wear LEAP (Local Environment Agency Plan).

### THE COAST

9.7 The City's 10km of coastline is divided by the River Wear into a northern zone, where tourist activities predominate, and a southern zone comprising the South Docks and open space with farmland further to the south. The appearance and attraction of the latter zone is affected by discharges of domestic/industrial sewage and effluent. Coastal erosion is a serious problem, particularly along the southern coastline.

### GROUND CONDITIONS

9.8 **Unstable Land** Parts of the City contain old shafts, drifts and shallow coal workings and can be affected by subsidence. In areas where there are old mine workings (broadly the west and south of the City) all new developments must be referred to the Coal Authority for a detailed examination of the need for structural precautions. Instability can also arise in areas underlain by the magnesian limestone escarpment; its soluble carbonate geology can result in sink-holes leading to collapse and subsidence effects. Coastal and riverbank erosion can also constrain development on adjacent land.

9.9 **Contaminated Land** Past or present uses of land may potentially result in some degree of contamination of the ground below and around the site. Such uses might include gasworks, heavy industry, hospitals and landfill sites. Records of past use do not identify whether sites actually are contaminated or (if they were once contaminated) whether the contamination has been removed. Those questions need to be addressed by site investigations to ascertain what, if any, constraints to development exist.

9.10 Completed landfill waste disposal sites pose a particular problem, since decomposing wastes can generate gas in sufficient quantities to require continuing surveillance and management to avoid potential problems to subsequent development or to nearby residents (see para. 9.49).

9.11 Gas emissions are considered unlikely from older sites, and little evidence has been forthcoming to indicate a gas problem in Sunderland of the magnitude indicated in other parts of the country. Between 1970 and 1993, Sunderland's household waste was incinerated and, since the closure of the incinerator, is now landfilled outside the City boundaries. Any new sites to be established in Sunderland can be designed to ventilate landfill gas (see M16).

### VACANT AND DERELICT LAND

9.12 Vacant land constitutes abandoned farmland, neglected wasteland, cleared or reclaimed sites awaiting development or areas of open space requiring enhancement. Derelict land is defined as land so damaged by industrial or other development that it is incapable of beneficial use without treatment (MPG7 (1988), para. 113).

9.13 The effective re-use of derelict land can relieve development pressure on other sites. The Government's view is that the operation of the Land Reclamation Programme through English Partnerships should therefore be set in the context of land-use planning policies to bring such land into use and to prevent land becoming derelict in the first place. This is supported by Strategic Guidance, which also requires reclamation policies to take account of opportunities for nature conservation, sport and recreation.

### PLANNING POLICY CONTEXT

9.14 The PPG series includes detailed guidance on:

- \* unstable land (PPG14)
- \* coastal planning (PPG20)
- \* renewable energy (PPG22)

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- \* the relationship between planning and pollution control (PPG23) and on
- \* the consideration of noise issues in land-use planning (PPG24).

This guidance has been taken into account in drafting the Environmental Protection policies.

### ENVIRONMENTAL PROTECTION STRATEGY

#### Pollution and Hazards

9.15 Land-use planning alone cannot ensure a reduction in pollution but it can require, through its assessment of planning applications, that developments are located and designed to avoid creating problems needlessly. Uses which may result in some degree of pollution (including noise and vibration) can be separated from those which require a clean and quiet environment. Likewise, areas at risk from flooding, instability or other potential hazards associated with industrial plants can be avoided, or developments can be designed so as to mitigate the harmful effects of any accident or natural disaster. The Plan sets out policies to guide the Council in its negotiations with developers on such matters.

#### Vacant and Derelict Land

9.16 Land left vacant, or in a derelict state as a result of past activities, represents an under-used resource. Where such land can be put to beneficial use, it can ease the demands on other land, such as farmland; re-use also eliminates unsightly areas which detract from the City's appearance. Re-use within the urban areas will also assist in achieving the spatial strategy, though the demand for building land must always be balanced with nature conservation interest and open space/recreational needs. The Plan sets out priorities for dealing with dereliction in the City and controls the possibility of new dereliction arising. Contamination may be a problem on some sites and there is a need to consider this at the planning stage, to assess the possible risks and the limitations these pose.

### POLICIES

#### General

##### **EN1 IMPROVEMENT OF THE ENVIRONMENT WILL BE ACHIEVED BY:**

- (i) SEEKING TO MINIMISE ALL FORMS OF POLLUTION;**
- (ii) ENCOURAGING, ASSISTING OR CARRYING OUT A WIDE RANGE OF ENVIRONMENTAL WORKS, INCLUDING THE ENHANCEMENT OF VACANT SITES AND BUILDINGS AND THE RECLAMATION OF DERELICT LAND.**

9.17 Strategic Guidance states that the revitalisation of the economy and regeneration of the urban areas should be the primary aims of the UDP; in pursuit of these, particular emphasis should be given to the improvement of the area's living, working and leisure environment. Policy EN1 relates to those elements of the environment which can be controlled by the City Council as local planning authority or encouraged through its programmes of work and partnerships with other agencies. Other aspects, such as the control of pollution through environmental protection legislation, may be dealt with by the Council under non-planning powers. The general rule is that powers under one control regime cannot be used to achieve the objectives of another, but close co-ordination is often necessary where these powers overlap, especially in relation to pollution matters.

9.18 The Council is committed to various enhancement programmes including a substantial element of landscape/amenity improvements to untidy and unused land, environmental works to shopping and industrial areas and along major road corridors. There still remain significant areas of vacant and derelict land awaiting reclamation and there is a noticeable lack of tree cover, particularly within the urban areas. The Council's ongoing programme of derelict land reclamation (see EN15) and the Great North Forest (see CN15) a joint initiative of the Countryside and Forestry Commissions and five local authorities, will significantly assist in the improvement of the City's environment.

9.19 The City Council will implement this policy through its development control powers and its capital programme, using SRB, financial assistance from the Countryside Commission, English Heritage, English Nature, English Partnerships and other agencies, as appropriate. The Council makes use of powers under Section 79 of

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the Building Act 1984 and Section 215 of the Town and Country Planning Act 1990 to secure the improvement of vacant sites and buildings.

### Energy Production

EN2 ALL PROPOSALS FOR DEVELOPMENT NECESSARY TO THE PRODUCTION AND DISTRIBUTION OF ENERGY (OTHER THAN THE EXTRACTION OF ENERGY MINERALS - SEE POLICIES M5 TO M11) WILL BE CONSIDERED IN THE LIGHT OF A RIGOROUS APPRAISAL OF THEIR LIKELY IMPACTS ON THE ENVIRONMENT AND ON LOCAL COMMUNITIES, TAKING PARTICULAR ACCOUNT, WHERE RELEVANT, OF THE FOLLOWING FACTORS:

- (i) AIR POLLUTION, WATER POLLUTION AND RESOURCES, THE BUILT ENVIRONMENT, ARCHAEOLOGICAL, AGRICULTURAL AND NATURE CONSERVATION INTERESTS (INCLUDING THE IMPACT ON THE MOVEMENT OF WILDLIFE);
- (ii) VISUAL INTRUSION, NOISE, ELECTROMAGNETIC INTERFERENCE AND PUBLIC SAFETY AND COMFORT (INCLUDING SHADOW FLICKER AND REFLECTIVE EFFECTS);
- (iii) THE SUITABILITY OF ACCESS TO THE ROAD NETWORK FOR CONSTRUCTION, SUPPLY OR MAINTENANCE PURPOSES;
- (iv) THE CUMULATIVE IMPACT OF SUCCESSIVE DEVELOPMENTS IN A PARTICULAR AREA; AND
- (v) IN THE CASE OF DEVELOPMENTS FOR THE GENERATION OF ELECTRICITY, THE EASE OF CONNECTION TO THE EXISTING ELECTRICITY TRANSMISSION NETWORK.

WHERE SATISFACTORY ARRANGEMENTS ARE NOT MADE IN RESPECT OF ONE OR MORE OF THE ABOVE, PLANNING PERMISSION WILL NORMALLY BE REFUSED. WHERE PERMISSION IS GRANTED FOR A BUILDING OR OTHER STRUCTURE USED FOR THE PRODUCTION OF ENERGY AND WHICH IS NOT CONSIDERED CAPABLE OF AN ALTERNATIVE USE, IT WILL BE SUBJECT TO A CONDITION REQUIRING THAT THE DEVELOPMENT BE REMOVED WHEN NO LONGER NEEDED AND THE LAND REINSTATED.

EN3 PROPOSALS FOR DEVELOPMENTS NECESSARY TO THE PRODUCTION OF ENERGY FROM RENEWABLE SOURCES WILL BE ENCOURAGED. WHERE A PROPOSAL FAILS TO MEET THE REQUIREMENTS OF POLICY EN2, THE BENEFITS OF THE FOLLOWING WILL BE TAKEN INTO CONSIDERATION:

- (i) THE POTENTIAL CONTRIBUTION TO MEETING LOCAL, REGIONAL AND NATIONAL ENERGY NEEDS AND REDUCING GLOBAL POLLUTION;
- (ii) THE EXTENT TO WHICH THE DEVELOPMENT WOULD PROVIDE RESEARCH BENEFITS WHICH WOULD ASSIST THE FURTHER DEVELOPMENT OF RENEWABLE ENERGY TECHNOLOGIES.

EN4 WHERE PLANNING PERMISSION FOR A WIND TURBINE (OR TURBINES) FOR THE GENERATION OF ELECTRICITY HAS BEEN IMPLEMENTED, SUBSEQUENT DEVELOPMENT WHICH MAY AFFECT LOCAL WIND SPEEDS IN THE VICINITY OF THE EQUIPMENT WILL NOT NORMALLY BE PERMITTED, UNLESS IT CAN BE DEMONSTRATED THAT NO ADVERSE EFFECT ON ELECTRICAL POWER OUTPUT WOULD RESULT.

9.20 Nationally, over 90% of energy comes from fossil fuels with less than 1% coming from renewable sources, although this figure is expected to increase significantly over the next two to three decades. UDP policies on energy production aim to provide a framework for balancing the benefits of developments in this field against their possible environmental impact. Taking into account Government guidance (PPG22), the major issues from a planning viewpoint relate to the balance to be struck between the economic benefits (and, in the case of renewables, global environmental benefits) of energy production and the impact on the local environment, notably on the landscape and local communities.

9.21 Policy EN2 relates to all sources of energy: conventional coal, oil or gas-fired power stations, nuclear power, and renewable sources such as wind power, solar power and bio-fuels (energy-from-waste and energy crops). Parts of the City, particularly the higher ground in the south and west, have annual mean wind speeds high enough for commercial exploitation. A four-turbine wind farm is in operation at Eppleton, near the site of the former colliery, and developer interest has also been expressed in a site at the South Docks. Commercial interest in energy-from-waste may also be expected to develop, as it brings together concerns relating to the global environment (including energy efficiency and reduction of 'greenhouse' gas emissions) with current waste disposal issues (recycling and reduction of dependence on landfill). Urban areas, in particular some of the older industrial areas, could be the most likely locations for such initiatives.

9.22 EN2(i) to EN2(iii) are to be interpreted in the light of more specific UDP policies relating to the countryside, nature conservation and traffic (see Chapter 11 and T14). Cumulative impact arises in particular

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where there is inter-visibility of wind turbines, for example, giving a cluttered appearance to the landscape. It could also arise where communities are exposed to the adverse environmental effects of more than one scheme, e.g. traffic, noise, etc., and odours in the case of energy-from-waste. Where satisfactory arrangements are not made to meet the requirements of EN2, planning permission will normally be refused. Exceptions will only be considered where there are benefits to be gained as identified in Policy EN3.

9.23 Wind turbines can have particular environmental effects resulting from their height and motion. 'Electromagnetic interference' is the interference which may be caused to radio and television signals by structures placed in the 'line of sight'; 'shadow flicker' is the flickering shadow cast inside nearby buildings by the rotating blades, whilst 'reflective effects' are the visual effects caused by sunlight reflecting from the blades. In most cases, applications for the production of energy will be accompanied by an environmental statement, indicating how these matters can be mitigated.

9.24 Policy EN3 adds further criteria to be taken into account when considering renewable energy schemes. Because of their innovative character and potential contribution to reducing atmospheric pollution, such schemes may offer economic or environmental benefits to offset any negative impact. (An example of an economic benefit could be employment generated locally in research and development.) However, the scale of energy output should be sufficient to justify the acceptability of negative effects.

9.25 Policy EN4 aims to safeguard wind turbines erected to generate electricity, its essence being implemented via the application of planning legislation to any subsequent development (See PPG22, Annex on Wind Energy, para. 25).

### Noise and Vibration

EN5 WHERE DEVELOPMENT IS LIKELY TO GENERATE NOISE SUFFICIENT TO INCREASE SIGNIFICANTLY THE EXISTING AMBIENT SOUND OR VIBRATION LEVELS IN RESIDENTIAL OR OTHER NOISE SENSITIVE AREAS, THE COUNCIL WILL REQUIRE THE APPLICANT TO CARRY OUT AN ASSESSMENT OF THE NATURE AND EXTENT OF LIKELY PROBLEMS AND TO INCORPORATE SUITABLE MITIGATION MEASURES IN THE DESIGN OF THE DEVELOPMENT. WHERE SUCH MEASURES ARE NOT PRACTICAL, PERMISSION WILL NORMALLY BE REFUSED.

EN6 WHERE NOISE SENSITIVE DEVELOPMENT IS PROPOSED WHICH IS LIKELY TO BE EXPOSED TO UNACCEPTABLE LEVELS OF NOISE OR VIBRATION FROM ROADS, RAILWAYS, EXISTING INDUSTRIAL AREAS OR OTHER POTENTIALLY NOISY USES, THE COUNCIL WILL REQUIRE THE APPLICANT TO CARRY OUT AN ASSESSMENT OF THE NATURE AND EXTENT OF LIKELY PROBLEMS AND TO INCORPORATE SUITABLE MITIGATION MEASURES IN THE DESIGN OF THE DEVELOPMENT. WHERE SUCH MEASURES ARE NOT PRACTICAL, PERMISSION WILL NORMALLY BE REFUSED.

EN7 PROPOSALS FOR RESIDENTIAL DEVELOPMENT WITHIN 60 METRES OF ANY RAILWAY TRACK SHALL INCLUDE AN ASSESSMENT OF THE IMPACT OF VIBRATION AND SHALL INCORPORATE ANY NECESSARY PREVENTIVE OR PRECAUTIONARY MEASURES AS PART OF THE SCHEME.

9.26 Environmental health legislation provides powers to tackle existing noise problems but the planning system allows the Council to consider potential problems before development is committed. In accordance with Government guidance (PPG24), UDP policies on noise and vibration aim to ensure that likely problems are investigated before a development is undertaken and that any necessary mitigation measures are incorporated into its design.

9.27 Housing, hospitals and schools should generally be regarded as noise-sensitive development. In residential areas, gardens can be as important to protect from noise as rooms within a dwelling. The City Council also considers that, in some circumstances, recreational and some B1 uses (offices, research and development) could also be 'noise-sensitive' for the purposes of Policies EN5 and EN6, at least in terms of daytime activity. Noise-sensitive development will not normally be permitted in locations where high levels of noise will continue throughout the night, especially, in the cases of housing and hospitals, during the hours when people are usually sleeping (23.00 to 07.00).

9.28 Wherever practicable, noise-sensitive developments should be separated from major sources of noise; equally, new development involving noisy activities should be sited away from noise-sensitive uses. Where such



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separation is not possible, control or reduction of noise, or mitigation of its impact, will be considered through the use of conditions or planning obligations.

9.29 Government guidance advises the use of Noise Exposure Categories (NEC's) for assessing residential development proposals near transport-related noise sources, with a recommended range of noise levels for each category (PPG24, Annex 1). In cases of sizeable sites occupied by offices, hospitals or schools it will be more appropriate to refer to specific guidance on internal noise standards in respect of each such activity. Industrial noise sources may necessitate a specific assessment. Where a new source of noise is proposed in a noise-sensitive area, it may be appropriate to seek an environmental assessment, which would include consideration of noise contours and their impacts.

9.30 The City Council's Director of Health and Housing will advise on potential problems in relation to any likely noise/vibration effects. The applicant will be expected to carry out the full assessment, incorporating any suitable mitigation measures found necessary. These could range from sound-proofing (by physical means or by layout) to vibration pads or to controls on days and hours of operation. The City Council will also assess an application's noise impact in relation to the Government's Noise Exposure Categories.

9.31 It is necessary to bear in mind that a subsequent intensification or change of use can result in greater intrusion; this possibility will need to be taken into account when assessing the noise/vibration implications of a proposal. For example, launderettes and similar uses involving machinery create vibration effects which can increase over time if additional or more powerful equipment is installed. Similarly, Use Class A3 includes restaurants but also fast food shops and public houses, which may generate more noise, including noise from traffic and car parking and customers congregating in the vicinity.

9.32 Likewise, in assessing the impact of transport-related noise, account should be taken of forecast traffic levels on major new or improved roads and any proposals for significant operational changes on railways. As well as being noisy, trains can cause significant ground-borne vibration and this can also be material to a planning decision. The British Standards Institution has published advice on acceptable levels of vibration (BS6472 : 1992).

9.33 Exceptions to Policies EN5 and EN6 will be considered only where significant employment or urban regeneration benefits are offered to offset any detrimental effects on amenity, though such exceptions can only be contemplated where the development has achieved the maximum achievable mitigating measures.

### Hazardous and Incompatible Uses

EN8 DEVELOPMENTS WITHIN A CONSULTATION ZONE AROUND HAZARDOUS INSTALLATIONS WILL NOT BE PERMITTED IF, IN THE OPINION OF THE HEALTH AND SAFETY EXECUTIVE, THIS WOULD RESULT IN AN UNDESIRABLE INCREASE IN THOSE AT RISK.

9.34 The Health and Safety Executive (HSE) defines consultation zones around hazardous installations and the City Council is required to consult the HSE on certain proposals for development within such zones. The area within which consultation is necessary depends on the nature of the installation, topography and other local circumstances. New development which would be likely to increase materially the number of people present (living, working or visiting) within a consultation zone will usually be subject to careful scrutiny by the HSE. 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.

EN9 THE RELATIONSHIP BETWEEN PROPOSED RESIDENTIAL OR OTHER DEVELOPMENT REQUIRING A CLEAN ENVIRONMENT AND EXISTING USES IN CLOSE PROXIMITY GIVING RISE TO AIR POLLUTION, DUST OR SMELL WILL BE A MATERIAL CONSIDERATION IN DETERMINING PLANNING APPLICATIONS. WHERE JUSTIFIED ON THE BASIS OF SPECIALIST ADVICE FROM THE APPROPRIATE AGENCIES, PLANNING PERMISSION WILL BE REFUSED.

9.35 Established industries can sometimes be a potential source of nuisance but are also of economic benefit to the City. This needs to be borne in mind when considering proposals for housing, shopping, community facilities and other sensitive uses if these are to be close enough to industrial or similar 'bad neighbour' uses for complaints to arise. For example, Northumbrian Water recommends a half mile separation between any new developments and its existing large sewage works which have sludge treatment facilities on site. The Council will consult the pollution control authority and other appropriate agencies for specialist advice. Where the potential for nuisance exists and cannot be overcome by design measures in the proposed development (such as sound-proofing, screening, etc.), it may be appropriate to reject the proposal. In regard to uses causing noise nuisance, the provisions of Policy EN6 will also apply.

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**EN10 ALL PROPOSALS FOR NEW DEVELOPMENT (INCLUDING CHANGES OF USE) WILL BE JUDGED IN ACCORDANCE WITH THE POLICIES AND PROPOSALS OF THIS PLAN. WHERE THE PLAN DOES NOT INDICATE ANY PROPOSALS FOR CHANGE, THE EXISTING PATTERN OF LAND USE IS INTENDED TO REMAIN; PROPOSALS FOR DEVELOPMENT IN SUCH AREAS WILL NEED TO BE COMPATIBLE WITH THE PRINCIPAL USE OF THE NEIGHBOURHOOD.**

9.36 In many parts of the City it is considered that the existing land use pattern is satisfactory, unlikely to be the subject of major development pressure, and therefore should be maintained. It is not possible to predict all likely development demands. Consequently where land is not identified for any particular purpose, development is required to be in accord with the strategic and City-wide policies and compatible with the principal land use of the surrounding area, e.g. residential, industry, agriculture. It should be noted that, in relation to residential areas, the Business Use Class B1 covers office, laboratory and industrial uses which can be carried out in a residential area without detriment to amenity. It will not always be appropriate to prevent such uses - especially on a small scale - from operating within the residential communities for which they are a source of employment and services. This will be taken into account in applying this Policy.

9.37 Where conflicting uses already exist, the Council will use its powers to try to ensure that the environmental problems are not exacerbated; where possible it will try to improve the situation. Where proposals are made for establishing or extending uses that could be detrimental to the local environment, consideration will be given to the detrimental/detractive effects on other uses in the vicinity. Exceptions to the Policy will only be allowed where the expansion of a non-conforming use on its existing site is considered to be the only practical means of retaining local employment or other opportunities and mitigating measures can be instigated which minimise its impact.

### Flooding and Water Quality

**EN11 IN AREAS SUBJECT TO FLOODING, NEW DEVELOPMENT OR THE INTENSIFICATION OF EXISTING DEVELOPMENT WILL NOT NORMALLY BE PERMITTED. WHERE REDEVELOPMENT IS PERMITTED IN AREAS AT RISK, THE COUNCIL WILL REQUIRE APPROPRIATE FLOOD PROTECTION MEASURES TO BE INCORPORATED IN ACCORDANCE WITH THE ADVICE PROVIDED BY THE ENVIRONMENT AGENCY.**

**EN12 IN ASSESSING PROPOSALS FOR DEVELOPMENT (INCLUDING CHANGES OF USE), THE COUNCIL, IN CONJUNCTION WITH THE ENVIRONMENT AGENCY AND OTHER INTERESTED PARTIES, WILL SEEK TO ENSURE THAT THE PROPOSAL WOULD:**

- (i) NOT BE LIKELY TO IMPEDE MATERIALLY THE FLOW OF FLOOD WATER, OR INCREASE THE RISK OF FLOODING ELSEWHERE, OR INCREASE THE NUMBER OF PEOPLE OR PROPERTIES AT RISK FROM FLOODING (INCLUDING COASTAL FLOODING); AND
- (ii) NOT ADVERSELY AFFECT THE QUALITY OR AVAILABILITY OF GROUND OR SURFACE WATER, INCLUDING RIVERS AND OTHER WATERS, OR ADVERSELY AFFECT FISHERIES OR OTHER WATER-BASED WILDLIFE HABITATS.

9.38 These Policies seek to ensure that new development is neither itself at risk from flooding nor likely to increase the risk of flooding elsewhere. The City is largely well above sea level, with only small parts liable to flooding - mainly along the courses of the Herrington and Moors Burns. Areas known to be at risk from flooding are shown on the Proposals Map; these will be up-dated as necessary from re-survey work undertaken by the Environment Agency. Policy EN12 also seeks to protect water supplies against pollution. Much of the City is underlain by limestone strata which act as an aquifer from which water for public consumption is abstracted, in particular from the Fulwell Quarry/ Downhill and Houghton escarpments. Hence consideration of the implications of development for the quality of underground as well as surface watercourses is important.

9.39 Because powers under other legislation are limited, the Government looks to local authorities to use their planning powers to guide development away from areas that may be affected by flooding (DoE Circular 30/92; PPG20). It also requires restrictions on development that would itself increase the risk of flooding or would interfere in the ability of the Environment Agency or other bodies to carry out flood control works/ maintenance. Uncontrolled works in the vicinity of watercourses may lead to problems such as an increased risk of flooding, erosion of the beds and banks of watercourses, waterbodies and the coast; increased danger to the public; restricted access for maintenance; and damage to the water environment and the associated river corridor. There is also a need to consider the potential risk of pollution associated with the flooding of sites containing toxic/harmful materials which could leach out (see EN14). This can be quite prevalent in urbanised areas of the coalfield.

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9.40 Because impermeable surfaces such as paved areas and buildings reduce the ground area capable of absorbing rainfall, new development may increase the quantity of and the rate at which run-off reaches watercourses, increasing the risk of flooding in some localities. Proposals for land-raising will be subject to particular scrutiny where they are located on a flood plain because they may reduce the latter's capacity, increasing the flood risk elsewhere.

9.41 Developers should be made aware (in pre-application discussions) of the risks of flooding or to water resources in a specific area, the consequent constraints on development, and any ways in which these can be overcome. The Council will be guided in these matters by the advice of the Environment Agency.

9.42 Where the potential for flooding has been identified to the local planning authority, the onus is on the applicant to show how any unacceptable flood risk arising will be mitigated or alleviated. In some areas it may be appropriate to provide balancing ponds as part of large developments or in reclamation or opencast schemes as a means of managing the flow of water so as to minimise flooding elsewhere.

### The Coast

**EN13 A COASTAL ZONE IS DEFINED IN PART II, WITHIN WHICH THE CITY COUNCIL WILL SEEK TO ENSURE THAT ANY DEVELOPMENT PROPOSAL:**

- (i) SPECIFICALLY REQUIRES A COASTAL LOCATION, OR ACCORDS WITH PART II POLICIES AND PROPOSALS;**
- (ii) WILL NOT SIGNIFICANTLY INCREASE THE LIKELIHOOD OF FLOODING, COASTAL EROSION OR LAND INSTABILITY;**
- (iii) MAKES A POSITIVE CONTRIBUTION TO THE APPEARANCE OF THE PARTICULAR SECTION OF THE ZONE;**
- (iv) CONFORMS WITH OTHER POLICIES OF THE PLAN IN PARTICULAR TAKING ACCOUNT OF NATURE CONSERVATION POLICIES CN18 TO CN23.**

9.43 The City's 10km of coastline varies significantly in character and can be separated into three distinct areas. The north coast is a focus for tourist activity and contains the resorts of Roker and Seaburn with their attractive sandy beaches. South of the river mouth are two different types of coastline; the South Docks form a developed industrial area extending as far as Hendon; beyond this, adjacent to Grangetown/ Ryhope, the coast comprises rocky cliffs, up to 20 metres high with shingle beaches, and, nearer Hendon, a rather degraded hinterland east of the railway. Due to their friable geology, the cliffs suffer from erosion by the sea, whilst the attraction of the beaches is somewhat diminished, at present, by sewage and effluent and the lack of convenient access.

9.44 Local planning authorities are requested by the Government (PPG20) to define a coastal zone, within which restrictive policies will apply so as to protect the coastline's amenity and to avoid expensive protection works. This coastal zone is defined in the area proposals for Sunderland North and Sunderland South, where greater amplification is given to this Policy (see SA33, NA26).

9.45 Development plan policies should normally not provide for development in the coastal zone which does not require a coastal location. Where new development is necessary, the developed parts of the coast will usually provide the best option, i.e. north of the mouth of the Wear, if the use can appropriately be associated with policies for the Roker/Seaburn seafront, or south of the river mouth, if related to Port activities.

9.46 Erosion by the sea and consequent land instability represent a significant constraint to development on some stretches of coast. The City Council is lead authority for the preparation of a Shoreline Management Plan for the section of coastline between the River Tyne and Seaham. This will act as supplementary guidance, identifying those stretches of coast where sea defence works are appropriate to protect existing or proposed capital investments inland, and those where erosion could be accepted; the latter is likely to appertain to that part south of Grangetown.

### Ground Conditions

**EN14 WHERE DEVELOPMENT IS PROPOSED ON LAND WHICH THERE IS REASON TO BELIEVE IS EITHER:**

- (i) UNSTABLE OR POTENTIALLY UNSTABLE;**
  - (ii) CONTAMINATED OR POTENTIALLY AT RISK FROM MIGRATING CONTAMINANTS;**
  - (iii) POTENTIALLY AT RISK FROM MIGRATING LANDFILL GAS OR MINE GAS**
- THE COUNCIL WILL REQUIRE THE APPLICANT TO CARRY OUT ADEQUATE INVESTIGATIONS TO DETERMINE THE NATURE OF GROUND CONDITIONS BELOW AND, IF APPROPRIATE, ADJOINING THE SITE.**

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WHERE THE DEGREE OF INSTABILITY, CONTAMINATION, OR GAS MIGRATION WOULD ALLOW DEVELOPMENT SUBJECT TO PREVENTIVE, REMEDIAL, OR PRECAUTIONARY MEASURES WITHIN THE CONTROL OF THE APPLICANT, PLANNING PERMISSION WILL BE GRANTED SUBJECT TO CONDITIONS SPECIFYING THE MEASURES TO BE CARRIED OUT.

9.47 Difficulties can be experienced in developing land in areas where past or present mining and quarrying has resulted in the land becoming unstable or potentially unstable. As a general rule, investigations will have to be carried out by prospective developers on sites within 250m of known quarries and tipped areas. Similar hazards may also arise within the soluble carbonate area of the magnesian limestone escarpment by reason of the formation of a variety of swallow holes. Other areas which are potentially unstable, through landslips, include the southern coastline and parts of the riverside.

9.48 As explained previously (see para. 9.9), past uses may have resulted in contamination of land which constrains its re-use. Wind and rain can also cause contaminants to be deposited on or under adjoining land. Where there are cases of high contamination and the end uses are of a sensitive/social nature, e.g. housing or schools, the Council will reserve the right to refuse the application if it is not satisfied that the risks arising from contamination can be eliminated.

9.49 Closed landfill sites can generate gas which may pose a risk to development either above the site or on adjoining land as a result of seepage. Whilst this is not thought likely to be a major problem in Sunderland, consultation with the Environment Agency will help to identify sites potentially at risk.

9.50 The re-use of contaminated land can contribute towards urban regeneration, reducing the need to use new sites outside the built-up area. The City Council will encourage the treatment of contaminated land, including the use of Land Reclamation Programme funding from English Partnerships, to enable it to be re-used or permanently landscaped (See EN15).

9.51 The responsibility for determining whether or not the ground conditions are suitable for a particular purpose, i.e. free from actual or potential problems of instability; contamination or migrating contaminants; or migrating landfill gas or mine gas; and that all necessary structural or other remedial measures are carried out rests primarily with the developer and/or the landowner, and not with the City Council. The developer will be required to undertake any necessary remedial work as a condition of obtaining planning permission. However, the Council is responsible for identifying individual contaminated sites, controlling closed landfill sites, and maintaining records of actions taken to remedy previous land contamination.

9.52 Although no comprehensive record exists, the Council as local planning authority keeps some records of contaminated land which are up-dated as new information becomes available. Records of abandoned mines are held by the Coal Authority; the Environment Agency maintains records of closed landfill sites which have been subject to licensing requirements. The Council will consult with these and other bodies as necessary.

### Reclamation

**EN15 THE COUNCIL WILL PROMOTE AND ENCOURAGE THE RECLAMATION OF DERELICT LAND FOR APPROPRIATE USES (INDICATED IN PART II). PRIORITY WILL BE GIVEN TO:**

- (i) CONTAMINATED LAND WHICH IS A THREAT TO PUBLIC HEALTH OR SAFETY, OR TO THE NATURAL ENVIRONMENT;**
- (ii) LAND WHICH REDUCES THE ATTRACTIVENESS OF AN AREA AS A PLACE IN WHICH TO LIVE, WORK OR INVEST;**
- (iii) LAND WHOSE DEVELOPMENT CAN RELIEVE PRESSURE ON GREENFIELD SITES;**
- (iv) LAND WHOSE AFTERUSE CAN BRING ABOUT A SIGNIFICANT DEVELOPMENT BENEFITING THE REGENERATION OF THE CITY;**
- (v) SCHEMES WHICH ASSIST THE CREATION OF THE GREAT NORTH FOREST;**
- (vi) SCHEMES WITH SIGNIFICANT NATURE CONSERVATION BENEFITS.**

**SUBJECT TO THE ABOVE, RECLAMATION OF SITES WHICH ARE HIGHLY VISIBLE WILL TAKE PRECEDENCE OVER THOSE WHICH ARE LESS PROMINENT.**

9.53 Despite recent efforts, the City continues to suffer from dereliction, the remaining large sites being mainly former collieries, located principally in the outer coalfield settlements. The Council seeks the elimination of all dereliction in both town and country over the Plan period; its priorities for tackling this problem are listed above. There is no significance to the order in which these appear, though where a site is of serious concern to public health, then action will be a very high priority. Reclamation for a range of uses, taking account of the scale and distribution of Sunderland's derelict sites, will bring about a significant improvement to the City and will play a

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major part in its economic and environmental regeneration. The range of major sites is such that their reclamation would accord with one or more of the Policy's priorities.

9.54 The programme and priority of Council reclamation works is determined annually. Where applications for reclamation and after-use are made by the private sector, the extent to which they achieve one or more of the Policy's priorities will be offset against any temporary detrimental effects on the locality.

9.55 Whereas Government policy has since the early 1980's given priority to the reclamation of sites in urban areas for 'hard' end-uses such as housing and industry, more recent guidance introduced a greater degree of flexibility (DLGA1 (Derelict Land Grant Policy), paras. 11 and 12). Locally developed reclamation strategies are favoured, enabling the worst dereliction to be treated first, wherever it is found, and for it to be reclaimed for the most appropriate end-use. The new priorities will allow a greater level of grant support to be obtained for schemes intended to improve the environment. 'Soft' end-uses such as nature conservation, sport and recreation will be encouraged. More generous support for tree-planting will be possible, especially that contributing to the establishment of the Great North Forest. Parts of some sites may be left untreated if the nature conservation interest of the land in its unreclaimed state so warrants, and it does not cause a safety hazard. Sites will be evaluated for their nature conservation interest before reclamation proposals are drawn up and, where appropriate, precautions to protect important habitats will be included in the proposals. Important habitats which would be lost or damaged as a result of reclamation works should be fully compensated for by new habitat creation, preferably within the immediate vicinity (see CN18).

9.56 The Council will evaluate its projects within the framework of the City Strategy. Implementation however is dependent on 'gap funding' being approved by English Partnerships. Other funding could become available through the Single Regeneration Budget and from European sources. Contributions from the private sector have been made where commercial opportunities exist within the site or from end-uses, and this interest is expected to continue. The voluntary sector will also be encouraged to contribute to a variety of nature conservation, landscape improvement and recreational works.

EN16 IN DETERMINING APPLICATIONS FOR DEVELOPMENT WHICH MAY EVENTUALLY GIVE RISE TO DERELICTION OR A NEED FOR AFTER-CARE, THE COUNCIL WILL IMPOSE CONDITIONS OR SEEK PLANNING OBLIGATIONS TO ENSURE THAT SATISFACTORY ARRANGEMENTS ARE MADE FOR SITE RESTORATION (PREFERABLY BY PROGRESSIVE MEANS) AND PREPARATION FOR AFTERUSE.

9.57 Some forms of development may be expected to result eventually in a derelict/vacant site requiring reclamation and possibly aftercare, e.g. chemical works and sewage treatment works. Other forms of development, such as mineral extraction and waste disposal, have a finite life-span which can often be predicted. In approving such forms of development, the Council will seek to ensure that appropriate provision is made for restoration of the site to a suitable after-use. For example, a developer may be asked to set aside a sum of money as a bond to secure future reclamation works. Use will be made of planning conditions or planning obligations under section 106 as appropriate to ensure that suitable arrangements are in place. Where parts of a site will become available for reclamation before others (e.g. where part of a mineral extraction site is worked out but extraction continues in another part) it may be practical to phase reclamation works to commence before the overall operations cease (see MPG7 (1988), figure 1).

9.58 Closed landfill sites may require after-care in the form of pollution monitoring and environmental control. Planning legislation will assist waste management legislation in ensuring that operators leave sites in a safe and tidy condition before they are put to a new use. Public health and water resources legislation may also apply in some circumstances to control the level of site restoration and aftercare.

9.59 This Policy will not, of course, apply to an existing development but it will enable the Council to have greater control over the after-effects of future schemes of an environmentally-damaging nature and accords with the Central Government principle that 'the polluter pays'.

## **B 10 Built Environment**

### **CHAPTER 10**

10.1 The character of the urban areas varies markedly, determined by the design, layout, age, land use and tenure of development; housing however forms the bulk of the urban areas. The inner City is densely developed, lacking in green spaces, beset by the adverse effects of traffic with a large proportion dominated by the older industrial fabric. Outer areas, more spaciouly laid out, can be of attractive design, their urban form softened by trees and landscaping, although there are large estates and coalfield settlements that have either a bland, monotonous or a hard, impoverished character. Within this overall setting are the historical 'jewels' of the City; its conservation areas, listed buildings, and ancient monuments. The City's distinctive character is enhanced in certain areas by finger-like wedges of parks and other open spaces, also by the appearance of increasingly rare historic local building materials such as sandstone and limestone. These all create that essential character which is the City of Sunderland.

10.2 Environmental policies of the UDP can help to define and enhance this distinctive urbanised character, afford protection to its open spaces and historic buildings, establish criteria for their improvement and set guidelines for the aesthetic control of new development.

### **URBAN CHARACTER**

#### **Residential Areas**

10.3 To a large extent the character of the residential environment is reflected in the age of particular areas, the most recent housing having some of the best environment.

10.4 Areas of poor housing environment consist mainly of housing built before 1919, together with some post and inter-war council housing. The main problems are the appearance and condition of the houses, traffic conflicts and congestion, the close proximity of some incompatible industrial uses and derelict land. Many of these areas are identified for comprehensive improvement by the Council or other agencies; this may involve modernisation or restructuring of the housing stock along with environmental improvements.

10.5 Areas of good environment consist mainly of inter-war and post-1945 private housing. These areas have well-maintained open spaces with trees and gardens enhancing the general appearance. Many of these areas fall within conservation areas with an accompanying high quality of environment.

#### **Industrial Areas**

10.6 Manufacturing and service industries are particularly concentrated in three broad locations in the City; the coastline south of the mouth of the Wear; along both banks of the river up to Hylton Bridge; and at Washington. Other more recent (post-1960) developments are in individual large industrial estates distributed throughout the City.

10.7 The coastal and riverside locations comprise the traditional industrial heartland of Sunderland, where heavy industry became established. Major efforts have and are being taken to preserve the best of the old, (e.g. the Websters Ropery conversion to business units and pub), and to reclaim for industrial or other uses the derelict sites (e.g. the reclamation of Hylton Colliery and Southwick Shipyards by the City and the former UDC for industrial and commercial development).

10.8 Industrial concerns located in the older residential or shopping areas are often of the pre-war era but continue through being established uses. A number, due to the processes involved, their cramped sites, poor premises and inadequate access, cause considerable local adverse environmental conditions. Planning policy over many years has been to seek relocation of such 'bad neighbour' uses where it is possible.

10.9 The Washington industrial estates are all quite recent (post-1960), this is reflected in the types of industry present - mostly light/general with warehousing - and in the layout and environmental quality of the estates. Environmental problems are relatively minor, though becoming more prevalent with the ageing of the first generation of development.

## **B 10 Built Environment**

### **Shopping Centres**

10.10 There is a hierarchy of shopping centres in the City. Apart from the 9 main strategic centres (which include the City Centre, Washington and Houghton Town Centres and other centres such as Chester Road and Southwick Green) there are a number of other local shopping centres e.g. the facilities at Hylton Road, Easington Lane, etc.

10.11 The character of the various facilities varies considerably from modern purpose built centres (The Bridges, The Galleries) to more traditional centres such as those at Southwick Green and Hetton Centre. The centres have tremendous variations in environmental quality; ranging from modern purpose built facilities with attractive landscaping and pedestrianised areas (e.g. Pennywell), to older linear centres developed along main traffic routes, which have associated environmental problems of vehicular conflict congestion and pollution (e.g. Hylton Road, Shiney Row).

### **Urban Green Space**

10.12 Urban green spaces are an essential part of the fabric of Sunderland; they enrich the environment benefiting both residents and visitors alike. The retention of parks, playing fields, schools, cemeteries, large gardens and even pockets of vacant land is important in achieving a well balanced visual and recreational urban environment, recognising also the value of these areas as plant and wildlife habitats. Whilst large areas (such as Barnes Park) provide important recreational and environmental lungs, many small sites are equally important, especially where they are few and far between, such as in the densely developed inner urban area. The redevelopment of many of the City's older areas has resulted in a higher quality of open space environment, nevertheless, severe shortages remain particularly in Hendon, Millfield and Monkwearmouth.

### **Conservation Areas**

10.13 There are thirteen conservation areas in the City and these cover 216 hectares, some 2% of the urban area. They take in parts of the City which are of special architectural or historic interest and include a variety of periods and architectural styles. Due to its historic significance and character, there is a particular concentration in and about Sunderland City Centre:- Central Area, Bishopwearmouth and Ashbrooke. A conservation area centred on the 'old riverside' area between the High Street and Panns Bank was declared in 1996, adding to this important 'core of conservation'.

### **Listed Buildings**

10.14 'Listed' buildings are structures (houses, bridges, walls or monuments) which require protecting because of their special historic or architectural interest. There are over 600 listed buildings in the City, and these are classified into grades to indicate their relative importance:-

Grade I - Buildings of exceptional interest (9 in City);

Grade II\* - Particularly important buildings of more than special interest (16);

Grade II - Buildings of special interest which warrant every effort being made to preserve them (353).

A total of 607 individual buildings (or structures) have been surveyed as many list entries comprise terraced properties or groups of individual buildings.

### **Archaeology**

10.15 The long history of human settlement is reflected in its numerous archaeological sites. The investigation of one such site at Carley Hill in 1990 has revealed the earliest known settlement in the North East; evidence of a Neolithic village enclosed by a ditch, dating from Circa 1840 B.C., a rare and important find. There are also seven 'scheduled' ancient monuments within the City which are protected from harmful development; these range from prehistoric sites such as the Bronze Age burial mound at Hastings Hill (c.3500 B.C.) to Victorian industrial monuments such as the Ryhope Pumping Engines (1868).

## **B 10 Built Environment**

### **DESIGN AND THE ENVIRONMENT**

10.16 In an urbanised area such as Sunderland, several aspects of urban living can have an impact in both town and country; their presence and level of control can substantially affect the visual quality/ character of the City. Such matters include the impact of climate, crime, art, advertising, street design, traffic requirements, and utilities.

**Weather protection** - Sunderland's relatively dry climate (rainfall 590mm/23.2 ins.) reflects its generally sheltered location in respect to rain-bearing westerly winds. It also has a respectable annual sunshine total (1500 hours). It can, however, be quite windy and cool, whilst the coastal situation leads to sea frets on warm days. The climate is not generally conducive to outdoor activities; it has led, for example, to the enclosing of the Bridges shopping centre.

**Safety** - Crime is a serious problem, particularly in inner areas, and in Sunderland its incidence has reflected recent national trends. Advice on crime prevention, including measures to reduce opportunities for crime and the fear of crime ('designing-out crime'), also the installation of security measures such as bollards and closed circuit television has recently been emphasised by Central Government.

**Art** - Sunderland, as an industrial city, cannot be said to have a strong outdoor arts tradition; it does have a legacy of monuments largely from its Victorian past. However, the role which art works can play in the enhancement of the townscape is becoming increasingly recognised locally as having importance not only as visual improvement, but also as a potent means of creating a more positive image. 'This Common Inheritance', the White Paper on the Environment, mentions schemes to involve artists and craftspeople in the design and development of buildings, and encouraging, through the Arts Council, art as part of building projects.

**Adverts** - Advertisements are a common sight in both town and country and can take many forms; free standing hoardings, wall mounted displays, illuminated signs, and so on. Carefully controlled, they can add colour and visual interest; they can also effectively screen unsightly developments and building works, or form an interesting feature when linked with landscaping works. Without proper control they can be eyesores or even safety hazards when visible from main roads. There remains a need to control the spread of advertisements, particularly in environmentally 'sensitive' areas, e.g. Conservation Areas and residential areas.

**Street Furniture and Traffic Signs** - The street scene is punctuated by a variety of features, including seats, litter bins, lighting and traffic signs and markings. These can detract from the appearance of a street if they are poorly located or inappropriately designed (e.g. a design which is out of character, scale, etc.). However, unnecessary proliferation or 'clutter' can be avoided through careful pre-planning, e.g. by combining traffic signs with other street furniture such as lighting columns.

**The Impact of Utilities** - Energy, water and communications are vital to life and to urban living, links in particular between source and user can have a major impact on the environment. In Britain, sources are often long distances from the user resulting, for instance, in the National Grid of power-lines, high pressure gas mains from the North Sea, water mains from upland reservoirs and microwave radio masts linked to national networks. Care needs to be taken to reconcile their technical requirements with the protection of visual amenity in both the urban and rural areas.

10.17 Modern telecommunications are an essential, beneficial element in everyday life. New technology is spreading rapidly to meet the growing demand, both in the business and domestic sectors. Many small items of telecommunications apparatus have permitted development rights. The items of larger apparatus with the greatest potential for visual intrusion are radio masts and towers (often hung with multiple microwave dishes) which, for technical reasons need to be located on high ground. Their impact on the environment can far outweigh their relative size if wrongly located. Thus, apparatus associated with public utilities and telecommunications can have a detrimental effect on visual amenity; opportunities to reduce such effects should be taken wherever possible.

### **PLANNING POLICY CONTEXT**

10.18 The White Paper on the environment - "This Common Inheritance" proposes:-

- \* new guidance on the quality of new development;
- \* support for the use of planning guidance briefs on good design;
- \* greater emphasis to be placed on the value of green spaces in urban areas;
- \* the enhancement of the urban heritage;
- \* stronger legislation protecting ancient monuments.



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These aspects are further developed in Government guidance (PPG1, PPG15).

10.19 The approved policies of the Tyne and Wear Structure Plan made specific reference to the enhancement of public open spaces, the promotion of conservation areas and measures to preserve important buildings, and to protect archaeological sites. It also proposed widespread environmental improvements throughout the urban area.

10.20 Strategic Guidance looks towards the improvement of the area's living, working and leisure environment, requiring UDP's to include measures for:-

- \* the enhancement of the residential, shopping and industrial environments;
- \* special attention to be given to defining, protecting and enhancing areas and features of heritage importance;
- \* the enhancement of transport corridors to assist in attracting inward investment and tourism.

Thus the Plan has a wide-ranging policy context on which to develop appropriate environmental policies.

### **STRATEGY FOR THE BUILT ENVIRONMENT**

10.21 A number of Plan objectives in this respect are therefore put forward:-

- \* Efforts should be continued to enhance existing functional areas, particularly the residential, industrial and shopping environments;
- \* Whilst employment opportunities should be optimised, they should not detract from the local environment;
- \* The distinctive physical character of the City's constituent communities should be maintained and enhanced;
- \* The built heritage should be conserved and improved;
- \* The UDP should promote the prestige and attractiveness of the City to provide the basis for developing its tourist potential.

10.22 To achieve these objectives the UDP will aim for the creation of an overall high-quality built environment which provides a positive image; an attractive and distinctive environment is an asset which can be used to good effect in promoting the City, e.g. in seeking inward investment; it is particularly relevant to the development of a tourist industry. Whilst the City's appearance will continue to change in response to social and economic pressures, the overall trend should be one of constant or increasing quality, targeted particularly at locations where visitors are likely to form their most lasting impressions.

10.23 Policies governing design, layout, traffic and landscaping considerations will assist in the improvement of environmentally impoverished areas of housing, shopping and industry, whilst other policies will concern themselves with the enhancement of the main transport corridors and their hinterlands. The UDP will also seek to enhance important areas of townscape character including considerations of the designation of new areas for conservation. Protection and enhancement of urban green space will also feature in the Plan. Efforts will be made to attain a "user friendly" environment.

10.24 The Plan seeks to promote quality in all new design, however, building upon the City's unique characteristics. The City's many attractive natural and urban features should be protected and enhanced and (wherever possible) improvements should be sought to poor environments. More generally, the scenic qualities of town and country need to be protected against those developments which by reason of their scale, location or design would detract from the public's enjoyment of their surroundings.

### **POLICIES**

**B1 THE CITY COUNCIL WILL IMPLEMENT A PROGRAMME OF ENVIRONMENTAL IMPROVEMENTS. IN GENERAL, PRIORITY WILL BE GIVEN TO SITES WHICH ARE VISUALLY PROMINENT AND/ OR IN THE AREAS OF GREATEST ENVIRONMENTAL DEGRADATION. PARTICULAR EMPHASIS WILL BE GIVEN TO SECURING IMPROVEMENTS WITHIN AND ADJACENT TO:-**

- (i) OLDER HOUSING AREAS WITH POOR QUALITY SURROUNDINGS;**
- (ii) AREAS WITH A CONCENTRATION OF DERELICT LAND AND POOR QUALITY BUILDINGS;**
- (iii) OLDER INDUSTRIAL AREAS AND MAIN SHOPPING CENTRES;**
- (iv) MAIN TRANSPORT ROUTES AND ENTRY POINTS;**
- (v) DEGRADED LAND ON THE URBAN FRINGE AND PROMINENT EDGES OF THE BUILT UP AREA.**

10.25 The Council has an ongoing programme for the improvement of the City's environment. This ties in with one of the fundamental aims of the Council's 'City Strategy' which is to achieve widespread recognition of

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Sunderland's attractiveness as a place in which to live, work, study and to visit. The creation and maintenance of an attractive City also has a significant role to play in attracting investment and thus assist urban regeneration. The specific initiatives outlined in the above Policy continue the Council's priorities for action in pursuit of this aim and in conjunction with other Policies in this Plan form a comprehensive approach to the improvement of the City's environment.

10.26 Funding for the various forms of environmental improvements will come from a variety of sources, particularly the Single Regeneration Budget, however, use will also be made of derelict land grant in reclamation schemes and in improvements on the fringe. Other schemes will be tackled through the City Council's Programme of Environmental Improvements which takes in the remainder of the City and with European funding (Rechar II) in the coalfield districts.

**B2 THE SCALE, MASSING, LAYOUT OR SETTING OF NEW DEVELOPMENTS AND EXTENSIONS TO EXISTING BUILDINGS SHOULD RESPECT AND ENHANCE THE BEST QUALITIES OF NEARBY PROPERTIES AND THE LOCALITY AND RETAIN ACCEPTABLE LEVELS OF PRIVACY; LARGE SCALE SCHEMES, CREATING THEIR OWN INDIVIDUAL CHARACTER, SHOULD RELATE HARMONIOUSLY TO ADJOINING AREAS.**

10.27 New development, redevelopment and alterations to existing buildings can themselves remedy environmental deficiencies and contribute to the quality of life of the City's residents; as outlined in PPG3 (1992) on housing, developers will be encouraged to attain a standard of design in new developments which will enrich the local environs. Good design is a vital element and proposals should harmonise with their surroundings and be designed as part of a larger whole. New development should take into account the amenities of adjoining properties, in particular attention should be 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.

10.28 It is necessary, through the sensitive control of development, to protect and enhance those features of the built environment which contribute towards the determination of character. In pursuit of this Policy supplementary design guidance will be prepared on specific matters such as dormer extensions, windows and boundary enclosures to ensure that any potential adverse effects of proposed development are minimised or eliminated. This guidance - to be prepared as resources permit - will be taken into account as a material consideration in deciding planning applications.

10.29 This Policy seeks to attain the creation of a high quality standard of amenity in new development where it would contribute to a safe, quiet and attractive environment, complementing other policies of this Plan which aim to enhance the overall appearance of the City. The Development Control Guidance sets out the requirements for new developments. Applicants for planning permission should be able to demonstrate how they have taken account of the need for good design in their development proposals and that they have had regard to UDP policies and supplementary guidance. This should be done in a manner appropriate to the nature and scale of the proposals. Poor designs will be rejected, e.g. those which are out of scale or are incompatible with their surroundings. The Council, through its administration of the development control procedures, will ensure that new schemes provide an overall quality to the standard of design, layout and landscaping. However, there may be instances where it is necessary to deviate from these guidelines e.g. in a conservation area where a 'tighter' form of development with shorter separation between facing buildings may be needed to respect existing character. This shall not however prejudice the standard amenity requirements - daylighting, overlooking, etc. The Council will also offer guidance and advice to developers and, where necessary, prepare design briefs for important and larger sites.

### Urban Green Space

**B3 PUBLIC AND PRIVATE OPEN SPACE WILL BE PROTECTED FROM DEVELOPMENT WHICH WOULD HAVE A SERIOUS ADVERSE EFFECT ON ITS AMENITY, RECREATIONAL OR NATURE CONSERVATION VALUE; PROPOSALS WILL BE CONSIDERED IN THE LIGHT OF THEIR CONTRIBUTION TO URBAN REGENERATION AND TO THE IMPORTANCE OF SUCH SPACE TO THE ESTABLISHED CHARACTER OF THE AREA.**

10.30 In 1986 the Council of Europe stated:

"Towns are not only buildings: open space forms a fundamental part of the urban environment and the historic heritage of a town. Open space is an essential part of the urban heritage, a strong element in the architectural and aesthetic form of a town, plays an important educational role, is ecologically significant, is important for social interaction and in fostering community development and is supportive of economic objectives and activities".

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10.31 During the 1980's Central Government initiatives for regenerating the inner urban area, combined with the overriding presumption in favour of development, worked against open space retention. Reclamation schemes for open space in the urban area therefore tended to offset losses of open space, in quantity, but such schemes were not necessarily in the areas of loss or shortfall, nor were they wholly a substitute for the qualitative finer grain of green areas lost to the community.

10.32 The scale of the problem has been acknowledged by the Government; the latter recognises that there can be no question of sacrificing the green spaces which all cities need for recreation and amenity, and the White Paper on the Environment - 'This Common Inheritance' - asks local planning authorities:-

"to ensure that their planning policies address local needs for recreation and open space, protect valuable sites, and identify suitable sites for additional provision".

**TABLE 10.1 Urban Green Space - Gains and Losses 1989-1994 (hectares)**

	<b>Gains*</b>	<b>Losses</b>
<b>Public</b>	<b>94</b>	<b>10</b>
<b>Private</b>	<b>-</b>	<b>9</b>
<b>Total</b>	<b>94</b>	<b>19</b>

\* All gains are as a result of reclamation by public agencies SOURCE: Strategic Guidance Updates 1989-94

10.33 In Sunderland there are indications of a situation which is unsatisfactory; public open space provision in parts of the urban area is below the minimum guidelines whilst over the period there has been a continuing loss of private playing fields and other open spaces to development (see Table 10.1). The problem is generally more acute in the densely developed inner urban areas where even the removal of large private gardens can noticeably affect the 'greenness' of an area, thereby its aesthetic quality. This policy is intended to apply to a variety of sites in the urban area such as cemeteries, school playing fields, large gardens, incidental public open space, private landscaped areas and pockets of vacant land.

10.34 Although in some cases the wider regeneration needs of the City could outweigh open space considerations, the Council as local planning authority will normally resist development proposals which would adversely affect open space areas, where it would result in the loss of open space in areas of deficiency, or would seriously detract from the established character of a locality (this being particularly important in terms of the City's conservation areas and historic parks and gardens). This particular Policy is supported by English Heritage. Furthermore, the Council will attempt to improve the overall situation by providing new areas of open space where the opportunity arises. This approach complements that adopted in Policy L7 which aims to protect the recreational value of the City's open spaces. This policy will be established through the development control process.

### BUILT HERITAGE

#### Conservation Areas

**B4 ALL DEVELOPMENT WITHIN AND ADJACENT TO CONSERVATION AREAS WILL BE REQUIRED TO PRESERVE OR ENHANCE THEIR CHARACTER OR APPEARANCE. TO THIS END THE COUNCIL WILL ISSUE PLANNING/DESIGN GUIDANCE FOR THE VARIOUS AREAS FROM TIME TO TIME.**

10.35 Conservation areas were introduced by the Civic Amenities Act 1967. They are defined as

"those parts of districts which are of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance".

10.36 The City's thirteen conservation areas make a significant contribution to the overall urban character; especially in their concentration in and about the City Centre. It is important that development in and adjacent to them, in the form of new construction and changes of use, does not detract from their value. For this reason, the standard of design required under Policy B2 will also be expected to retain the character of each of the City's conservation areas, including new designations. Special regard will be had for such matters as scale, height, form, massing, respect for the traditional pattern of frontages, vertical or horizontal emphasis, and detailed design (e.g. the scale and spacing of window openings and the nature and quality of materials). Supplementary guidance in the form of character assessments of each conservation area will be prepared by the Council; these will identify

## **B 10 Built Environment**

features and characteristics that contribute to the area's special interest, identify opportunities for enhancement and, where appropriate, establish design criteria for new development and restoration projects.

10.37 Applicants for planning permission within conservation areas will be expected to submit detailed plans, to enable an adequate assessment to be made as to the impact of their proposal. Outline applications for planning permission which purely establish the principle of development will not be appropriate.

### **B5 THE CITY COUNCIL WILL PURSUE THE DESIGNATION OF NEW CONSERVATION AREAS, WHICH ARE INDICATED IN PART II AND ON THE PROPOSALS MAP.**

10.38 The most recent conservation areas to be declared include one centred on the 'Old Sunderland' riverside area between the High Street and Panns Bank and another which takes in the Victorian Park at Roker. Consideration of buildings or areas that might be worthy of inclusion in conservation areas is a continuing process; over time public opinion changes with regard to what is of architectural or historic interest i.e. particular building forms may become regarded as being important to the townscape such as the 'Millfield Cottage'. Under the Planning (Listed Buildings and Conservation Areas) Act 1990 the Council is obliged to review from time to time the declarations of existing conservation areas, also consider other parts of the City which may be worthy of conservation. PPG15 urges local authorities to assess their areas for possible new designations during UDP preparation. This could take the form of either extensions to existing areas or completely new designations. The main effect of such conservation area designation is that it brings demolitions, tree-felling and lopping within the control of the Council and strengthens control over the standard/quality of new development. Protection and enhancement of open space around and between buildings is also an important consideration thereto. Seven areas of interest are being investigated and these are detailed in the Area Proposals of this document.

10.39 As part of the designation process local residents and businesses will be consulted. This will probably be in the form of a leaflet setting out why the particular area has been designated; what its specially valuable features are; how individual householders can help to protect its appearance; furthermore what additional controls and opportunities for assistance designation brings with it. It should be noted that public consultation as part of the designation process is carried out entirely separately from consultation on the UDP.

### **B6 THE COUNCIL WILL PRESERVE AND ENHANCE THE CHARACTER OR APPEARANCE OF CONSERVATION AREAS; MEASURES WILL INCLUDE:-**

- (i) ENCOURAGING THE RETENTION OF EXISTING BUILDINGS AND THE IMPROVEMENT OF FEATURES, OPEN SPACES, HISTORIC STREET PATTERNS AND PLOT BOUNDARIES;
- (ii) ENCOURAGING THE RETENTION OF EXISTING MATURE TREES;
- (iii) INTRODUCING CONTROLS OVER THE DISPLAY OF ADVERTISEMENTS;
- (iv) SEEKING, WHERE APPROPRIATE, TO CONTROL DEVELOPMENT BY THE USE OF ARTICLE 4 DIRECTIONS;
- (v) GIVING SPECIAL ATTENTION TO THE PRESERVATION OF IMPORTANT VIEWS INTO AND OUT OF THE AREA;
- (vi) RESTORING HIGHWAYS AND VERGES BY USE OF APPROPRIATE MATERIALS AND PLANTING, ENCOURAGING UTILITY COMPANIES TO RESPECT SUCH WORKS;
- (vii) REDUCING THE IMPACT OF TRAFFIC WHERE POSSIBLE BY DIVERSION AND TRAFFIC CALMING MEASURES; AND
- (viii) PROMOTING ENVIRONMENTAL IMPROVEMENT AND ENHANCEMENT PROGRAMMES.

10.40 The Council has an important role to play in protecting and enhancing the appearance of the City's conservation areas; as planning authority it oversees the control and enforcement of development. The matters covered by this Policy are considered to be those important to enhancing and preserving conservation areas; they are supported by English Heritage. As it is the particular quality of an area as a whole which imparts conservation area status, in considering development proposals, particular attention will be paid as to how they relate to the historic layout of property boundaries and thoroughfares; to the particular mix of uses; to the use of sympathetic materials and their detailing; furthermore on how vistas along streets and between buildings are retained. Development Control Guidance will give advice on the design standards expected in conservation areas. In designing and implementing schemes to improve the general street scene in these areas, street furniture and floorscape will be appropriately designed to respect and enhance the character of the particular locality.

10.41 Trees in particular make an important contribution to the character of the City's conservation areas. Many are the subject of tree preservation orders which means that the consent of the City Council must be obtained before they can be cut down, topped or lopped. In addition, the Listed Buildings and Conservation Areas Act 1990 makes special provision for other trees in conservation areas, not covered by such orders. In such cases, anyone wishing to cut down or lop a tree must give six weeks notice to the Council so that consideration can be given to its value and whether a TPO is required.

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10.42 All outdoor advertisements and signs are subject to control by local planning authorities however because it is important to preserve or enhance a conservation area's character or appearance, there is a stricter control regime. Government guidance states that it is reasonable to expect local authorities to apply more exacting standards when considering whether to grant consent for a proposed advertisement in a conservation area. In these cases, an important consideration will be the effect of the proposal on the visual amenity of the area; particular regard will be paid to the size of the advertisement and whether it is illuminated.

10.43 As highway authority the City Council also manages traffic and the overall appearance of the highway element of the street scene. Highway authorities are required to protect the historic environment from the worst effects of traffic. In this respect where traffic calming features are introduced into conservation areas, designs will be related to the townscape of the area and appropriate materials will be used to ensure that traffic calming reinforces rather than diminishes local character. Under the New Roads and Street Works Act (1991) statutory undertakers are required to reinstate the same highway materials as previously existed, or the closest possible match if the materials cannot be reused.

10.44 In conservation areas the Town and Country Planning (General Permitted Development Order 1995 (GPDO) requires planning applications for certain types of development which are elsewhere classified as 'permitted development' (e.g. wall cladding, the erection of satellite dishes in locations fronting a highway) as it is often the case that the conservation area's character is eroded by such minor alterations. In certain circumstances the City Council will make an Article 4 direction; anyone whose land or property is the subject of such a direction and who wishes to carry out a development which is normally 'permitted', must make an application for planning permission.

10.45 These measures will be developed in a strategy which the City Council will produce as required by section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The conservation strategy when prepared will provide a detailed guide to the management of the City's listed buildings and conservation areas, expanding upon the general guidance provided by the UDP. This Strategy will review the condition of the City's built heritage, identifying areas where physical works need to be carried out.

10.46 The Council recognises that the availability of finance is important in securing the use of appropriate materials and building styles. Sources such as the City's revenue or capital budgets as well as the Single Regeneration Budget may be used to finance schemes. Grant assistance could also be available from bodies such as English Heritage, e.g. the Conservation Area Partnership Scheme taking in the Old Sunderland Riverside area.

**B7 APPLICATIONS FOR DEMOLITION OF UNLISTED BUILDINGS IN A CONSERVATION AREA WILL BE DETERMINED BY THE EXTENT TO WHICH THE INTEGRITY, CHARACTER AND APPEARANCE OF THE AREA IS AFFECTED, TAKING INTO ACCOUNT ANY REPLACEMENT PROPOSALS. WHERE UNLISTED BUILDINGS MAKE A POSITIVE CONTRIBUTION TO THE CHARACTER OR APPEARANCE OF A CONSERVATION AREA, THE CRITERIA IN POLICY B8 WHICH CONCERNS THE DEMOLITION OF LISTED BUILDINGS WILL APPLY.**

10.47 Conservation area designation introduces control over the demolition of most buildings within the defined locality. Anyone wishing to demolish a building must first apply to the Council, as local planning authority, for "conservation area consent".

10.48 The general presumption is to favour retaining buildings which make a positive contribution to the character or appearance of a conservation area. In assessing whether or not consent should be given, the Council will have regard to whether demolition will lead to preserving or enhancing the locality's character; in some instances the demolition of a building could actually improve an area by opening up an attractive view, or lead to a more attractive development in keeping with the qualities of the local environs. It is important however to avoid premature demolition which could give rise to unsightly gaps between buildings. Consent for demolition will not, therefore, normally be given unless there are detailed and acceptable plans for redevelopment.

### **Listed Buildings**

**B8 THERE WILL BE A PRESUMPTION IN FAVOUR OF RETAINING LISTED BUILDINGS. DEMOLITION IN WHOLE OR SUBSTANTIVE PART WILL ONLY BE GIVEN CONSENT WHEN ALL OTHER AVENUES FOR RETENTION (INCLUDING PRESERVATION IN CHARITABLE OR COMMUNITY OWNERSHIP) HAVE BEEN EXPLORED AND FOUND NOT TO BE FEASIBLE OR IT IS CONSIDERED THAT REDEVELOPMENT WOULD PRODUCE SUBSTANTIAL BENEFITS FOR THE COMMUNITY WHICH WOULD DECISIVELY OUTWEIGH THE LOSS RESULTING FROM DEMOLITION. CONSENT WILL ONLY THEN BE GIVEN WHEN PLANNING PERMISSION FOR AN ACCEPTABLE REPLACEMENT DEVELOPMENT HAS BEEN GRANTED, WHICH WILL ALSO BE SUBJECT TO CONDITIONS REQUIRING THE LETTING OF A CONTRACT PRIOR TO DEMOLITION.**

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10.49 Buildings listed by the Secretary of State as of special architectural or historic interest represent a finite resource and irreplaceable asset. Government guidance (PPG15) states that the demolition of any Grade I or Grade II\* building (i.e. those of exceptional interest or which are particularly important) should be wholly exceptional and should require the strongest justification. In assessing whether or not consent for the demolition of a listed building - either in whole or part - should be granted, the Council will have particular regard to the desirability of preserving the building. Furthermore, consent normally will not be given without clear and convincing evidence that all reasonable efforts have been made to sustain the existing uses or find viable new ones in line with the guidance in PPG15. The applicant will need to produce written details indicating that all such efforts have failed. There may exceptionally be cases where the proposed works would bring substantial benefits for the community which have to be weighed against the arguments in favour of preservation. Even in such cases it will often be feasible to incorporate listed buildings within new development. This option should be carefully considered. Even in these cases, certain buildings (Grade 1 and 2\*) are of such intrinsic importance that their demolition will be resisted; funding to secure their maintenance pending re-use will be sought from English Heritage or via the Council's Urban Heritage Budget.

10.50 Demolition of a listed building is unfortunately not always followed by redevelopment; ugly gaps can appear as a result of action far in advance of new building. This policy aims to ensure a commitment to an approved development before any demolition takes place. When granting consent for demolition, conditions will normally be imposed to provide that the latter shall not take place until planning permission has been granted and a contract for the carrying out of redevelopment works has been agreed.

10.51 All such listed buildings are held on records retained by the City Council; these records are available for public inspection and will form the basis of any decisions regarding possible partial or complete demolition. English Heritage will be consulted on all proposals for Grade I or Grade II\* properties.

**B9 THE CITY COUNCIL WILL SEEK TO PRESERVE AND ENHANCE THE CHARACTER AND QUALITIES OF THOSE BUILDINGS LISTED AS BEING OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST BY:-**

- (i) REFUSING PERMISSION FOR EXTENSIONS OR ALTERATIONS WHICH WOULD ADVERSELY AFFECT THEIR ARCHITECTURAL OR HISTORIC CHARACTER;
- (ii) GIVING FINANCIAL ASSISTANCE (WHERE AVAILABLE) FOR APPROPRIATE WORKS OF RESTORATION OR REPAIR IN ACCORDANCE WITH CITY POLICIES;
- (iii) GIVING FAVOURABLE CONSIDERATION TO A WIDER RANGE OF USES THAN MIGHT NORMALLY BE APPROPRIATE TO HELP BRING OTHERWISE VACANT BUILDINGS BACK INTO BENEFICIAL USE, PROVIDING THESE DO NOT ADVERSELY AFFECT THE ARCHITECTURAL CHARACTER OR SETTING OF THE BUILDING OR AMENITY OF NEARBY RESIDENTS;
- (iv) THE ACQUISITION AND RESTORATION OF IMPORTANT BUILDINGS, PARTICULARLY IN CONSERVATION AREAS, IF THIS IS THE ONLY WAY TO SECURE THEIR PRESERVATION.

10.52 Listed buildings require special attention if those very qualities which make them special are not to be irrevocably damaged. The main effect of listing is that before any work affecting its character is carried out, it is necessary to apply to the City Council for Listed Building Consent; such works could include partial or complete demolition. Applicants for consent must be able to justify their proposals (B8) and will need to show why any works which would affect the character of the building are necessary.

10.53 In accordance with DoE policy guidance efforts will be made to ensure that listed buildings either remain in their present use or that suitable alternatives are found. It requires balancing the economic viability of possible uses against any changes required to alter the particular qualities of the building. This may also necessitate a relaxation of the usual requirements for parking and other guidance standards, e.g. rural conversions, separation distances between opposing windows, etc. The aim is to identify the optimum viable use that is compatible with the fabric, interior and setting of the building. This approach would be particularly beneficial in the City's conservation areas which incorporate not only many buildings of individual merit, but also several which form an integral part of the street scene and which, therefore, would be desirable to retain.

10.54 In certain cases where it appears that the owner a listed building is not taking reasonable steps to ensure its proper preservation, the City Council may serve a repairs notice. This will specify the works which are considered to achieve its preservation. Should this approach fail the Council will in exceptional cases consider undertaking compulsory purchase proceedings as a means of bringing the building into its ownership. The building can then be sold on to a suitable body, such as a building preservation trust, for the carrying out of repairs. The Listed Buildings and Conservation Areas Act 1990 enables the Council to carry out urgent works for the preservation of a listed building e.g. emergency repairs to keep a building wind- and weather-proof and safe from collapse, or action to prevent vandalism or theft.

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10.55 It is desirable that every encouragement and incentive is made available to owners to keep listed buildings in good condition. The Council will continue to protect them by carrying out its statutory obligations making financial assistance available for their maintenance and improvement, where appropriate and as resources permit. Grant assistance may also be available from English Heritage.

**B10 THE CITY COUNCIL WILL SEEK TO ENSURE THAT DEVELOPMENT PROPOSALS IN THE VICINITY OF LISTED BUILDINGS DO NOT ADVERSELY AFFECT THEIR CHARACTER OR SETTING.**

10.56 When considering planning applications the City Council is required to have special regard to the desirability of preserving the settings of listed buildings as this is often an essential part of the building's character. The setting may be limited to the immediate surroundings, but often may include land some distance away; for example, where a listed building forms an important visual element in a street, it would be reasonable to regard any development in that street as being within its 'setting'. A proposed high or bulky building, whilst distant, could also affect the setting or alter views of an important feature. The Council will determine such development cases on their individual merit.

### **Archaeology**

**B11 THE CITY COUNCIL WILL PROMOTE MEASURES TO PROTECT THE ARCHAEOLOGICAL HERITAGE OF SUNDERLAND AND ENSURE THAT ANY REMAINS DISCOVERED WILL BE EITHER PHYSICALLY PRESERVED OR RECORDED.**

10.57 Archaeological remains are a rare record of the evolution of civilisation in a locality, giving people the opportunity to experience and learn about their past. It is generally accepted that archaeological sites and monuments should be protected for their own sake as well as for the educational, leisure and tourist benefits they offer. However, with the many demands of modern society, it is not always feasible to save all archaeological remains. The key question is where and how to strike the right balance.

10.58 The County Archaeologist maintains a Sites and Monuments Record (SMR) for all the Districts in Tyne and Wear; the SMR provides information about the locations where archaeological remains are known or thought likely to exist and shows the City to be rich in potential sites. Specialists advise the Council of areas of land where remains of pre-historic man are most likely to be discovered. The known sites in the SMR are shown on the Proposals Map referenced to the appropriate policies. However, the policies will also apply to any subsequent additional discoveries added to the SMR. The effect of redevelopment proposals on any of these sites will be considered in relation to B12-14.

10.59 Archaeological considerations should be taken into account at the pre-planning stage before the development control process. Potential conflict between the needs of archaeology and development can be reduced if developers discuss their preliminary plans with the City Council and County Archaeologist in advance. An archaeological assessment will be needed to support a planning application should it require the loss of remains or the removal of artefacts from the site. It should clearly state the means of preservation or recording if that is the agreed intention.

**B12 THERE WILL BE A PRESUMPTION IN FAVOUR OF THE PRESERVATION OF SCHEDULED ANCIENT MONUMENTS AND OTHER NATIONALLY IMPORTANT ARCHAEOLOGICAL SITES. PLANNING PERMISSION FOR DEVELOPMENT WHICH WOULD HAVE AN ADVERSE EFFECT ON THEIR SITE OR SETTING WILL BE REFUSED UNLESS EXCEPTIONAL CIRCUMSTANCES PREVAIL.**

10.60 Under the Ancient Monuments and Archaeological Areas Act 1979, the Secretary of State has a duty to compile and maintain a schedule of nationally important monuments. There are seven such monuments in the City and English Heritage may designate new discoveries or re-appraise the significance of other features at any time - consideration is being given to the Colliery Engine House at Washington F Pit. Once a monument has been scheduled it benefits from statutory protection, and the consent of the Secretary of State is required before any works which would have the effect of altering, adding to, destroying, damaging or covering up the feature are carried out.

10.61 The desirability of preserving an ancient monument and its setting is a material consideration in determining planning applications. Where nationally important archaeological remains (whether scheduled or not) and their settings are affected by proposed development there will be a presumption in favour of their physical preservation. The City Council will therefore recommend refusal of applications which would adversely affect either a monument or its setting. Exceptions to this would only apply to major urban regeneration schemes where no alternative sites are available. In such cases this storage or preservation and recording of artefacts will

## B 10 Built Environment

be required. More detailed advice on the treatment of archaeological remains will be included in the Development Control Guidance to be published by this Council. This will apply also to the following policies up to B16.

**B13 THE CITY COUNCIL WILL SEEK TO SAFEGUARD SITES OF LOCAL ARCHAEOLOGICAL SIGNIFICANCE. WHEN DEVELOPMENT AFFECTING SUCH IS ACCEPTABLE IN PRINCIPLE, THE COUNCIL WILL SEEK TO ENSURE MITIGATION OF DAMAGE THROUGH PRESERVATION OF THE REMAINS IN SITU AS A PREFERRED SOLUTION. WHERE THE PHYSICAL PRESERVATION OF REMAINS IN THE ORIGINAL SITUATION IS NOT FEASIBLE, EXCAVATION FOR THE PURPOSE OF RECORDING WILL BE REQUIRED.**

10.62 This category of site includes the numerous known sites of archaeological interest and sensitivity which do not have the status of scheduled monuments but which may still be worthy of preservation because of their national or local significance. These may be known only from aerial photographs, or comprise sites of industrial or post-medieval archaeology such as collieries, railways or farm buildings (some of the structures may also be listed in which case B8 and B9 also apply). They are illustrated on the UDP Proposals Map as 'other specific sites and monuments'.

10.63 When an application is made to develop such a site the Council, in consultation with English Heritage and the County Archaeologist, will weigh up its relative importance (national/ local) against other material considerations including the actual need for the proposed development in that particular location. Should permission be granted and it is not possible to preserve the remains in situ, then the developer should make appropriate and satisfactory provision for their excavation and recording. If this has not already been secured through a voluntary agreement, planning permission may be granted subject to conditions which provide for excavation and recording before development takes place, again in consultation with the County Archaeologist.

**B14 WHERE DEVELOPMENT PROPOSALS AFFECT SITES OF KNOWN OR POTENTIAL ARCHAEOLOGICAL IMPORTANCE, THE CITY COUNCIL WILL REQUIRE AN ARCHAEOLOGICAL ASSESSMENT/EVALUATION TO BE SUBMITTED AS PART OF THE PLANNING APPLICATION. PLANNING PERMISSION WILL NOT BE GRANTED WITHOUT ADEQUATE ASSESSMENT OF THE NATURE, EXTENT AND SIGNIFICANCE OF THE REMAINS PRESENT AND THE DEGREE TO WHICH THE PROPOSED DEVELOPMENT IS LIKELY TO AFFECT THEM.**

10.64 This category includes those areas where remains such as prehistoric artefacts and signs of early industrial development have been found. Development in these areas should always be preceded by an archaeological assessment, arranged by the developer (possibly as a Section 106 agreement) to determine whether or not recording is required. Assessments can take the form of desk based evaluations of existing information e.g. records of previous discoveries, historic maps or of geophysical survey data. Domestic house extensions will not normally require an assessment to be carried out.

**B15 WHERE MAJOR DEVELOPMENTS INVOLVE LARGE SCALE GROUND DISTURBANCE IN CURRENTLY UNDEVELOPED AREAS, THE CITY COUNCIL WILL DETERMINE WHETHER, AND TO WHAT EXTENT, AN ARCHAEOLOGICAL ASSESSMENT IS REQUIRED.**

10.65 Large scale works which cause extensive disturbance of ground such as open casting, the construction of major highways and substantial areas of new development may affect areas with as yet unidentified archaeological interest. The City Council will be guided by the advice of the County Archaeological Officer in this matter. Any sites or potential areas of archaeological interest identified will be subject to Policies B12 - B14 and B16.

**B16 WHERE ANY HISTORIC SITES AND MONUMENTS ARE DISCOVERED PROVISION WILL BE MADE FOR AN APPROPRIATE LEVEL OF ASSESSMENT, RECORDING AND PRESERVATION (IN ADVANCE OF OR IF NECESSARY DURING CONSTRUCTION) COMMENSURATE WITH THE IMPORTANCE OF THE FIND.**

10.66 In the instance of accidental discovery of artefacts during development the objects should not be disturbed. Work should cease and the find immediately reported to the Environment Department of the City Council. Steps should be taken to preserve the objects as they are found and the County Archaeological Officer must be informed so that the object can be recorded or recovered.

**B17 THE CITY COUNCIL WILL UNDERTAKE AND ENCOURAGE SCHEMES FOR THE MANAGEMENT, INTERPRETATION AND PROMOTION OF IMPORTANT FEATURES INCLUDING:-**

- (i) LISTED BUILDINGS;
- (ii) ANCIENT MONUMENTS;
- (iii) CONSERVATION AREAS; AND
- (iv) THE URBAN RIVERSIDE.



## **B 10 Built Environment**

MEASURES WILL INCLUDE THE PROVISION OF INFORMATION BOARDS AND PLAQUES, APPROPRIATE SIGNPOSTING AND IMPROVEMENTS TO ACCESS.

10.67 The features listed above have considerable potential for education and general information, as well as having a tourist appeal. This potential can be realised through the design of appropriate schemes, possibly working in conjunction with English Heritage. Grant assistance may also be available from the City's Urban Heritage Budget; this has been used to fund the production of interpretative material, small environmental works, and grant assistance to local building preservation trusts. Management plans will also include measures for the conservation and maintenance of artefacts/buildings to prevent or minimise their deterioration. English Heritage can provide advice and financial assistance for the preservation of the more important sites.

### **Historic Parks and Gardens**

B18 THE CHARACTER AND SETTING OF HISTORIC PARKS AND GARDENS WILL BE PROTECTED FROM ADVERSE IMPACT BY DEVELOPMENT.

10.68 The National Heritage Act of 1983 enabled English Heritage to compile a register of parks and gardens of special historic interest. Such features constitute an important part of an area's cultural heritage. The main purpose of the Register is to identify and draw attention to the best historic parks and gardens; in order to encourage and assist authorities in providing adequate protection to those sites in planning and development control. It is also intended to encourage owners and others to appreciate, maintain and enhance these sites. Although the register entails no additional statutory controls it will be taken into account by the City Council when determining planning applications; in such instances the effect on a registered park or garden will be a material consideration. The advice of English Heritage and the Garden History Society will be sought where necessary. Efforts will also be made to safeguard registered parks and gardens when planning new developments or road schemes. Possible locations are outlined in the Area Proposals of this Plan.

## **BUILT ENVIRONMENT**

### **A 'User-Friendly' Environment**

B19 ALL DEVELOPMENTS TO WHICH THE PUBLIC HAVE ACCESS WILL NORMALLY BE REQUIRED TO INCORPORATE MEASURES TO:-

- (i) PROVIDE FOR EASE OF ACCESS AND USE BY PEDESTRIANS GENERALLY AND PARTICULARLY FOR PEOPLE WITH IMPAIRED MOBILITY AND THOSE WITH PUSHCHAIRS, SHOPPING TROLLEYS, ETC;
- (ii) PROVIDE PROTECTION FROM INCLEMENT WEATHER; AND
- (iii) ASSIST COMMUNITY SAFETY AND PROTECTION FROM CRIME.

10.69 This Policy relates to shops, offices, schools, public buildings and recreational facilities. Roads and footpaths are considered separately under Policies T8 and T14, to which B19 also relates.

10.70 Although Sunderland's climate is one of the driest in the British Isles, the area can be quite windy and cool. It is recognised that there is a general need to provide additional protection from the elements in the City's urban environs (particularly shopping areas) which can take one of three forms - provided as part of new developments; that associated with major improvement schemes; or as additions to existing buildings. The City Council will seek weather protection in its discussions of major schemes. On smaller individual applications, it may be appropriate to request canopies or similar structures.

10.71 Crime has an environmental dimension in that badly designed developments or layouts can contain 'blind' corners or poorly lit areas which could be conducive to crime or could become 'no go' areas due to the fear of crime. Developments, especially those with public access, whilst being well landscaped, should avoid situations (poor lighting, overshadowing plant material, restricted sight-lines, etc.) which create fear of crime. Once a development has been completed the main opportunity to incorporate crime prevention measures will have been lost or greatly restricted.

10.72 The Policy will be implemented through development briefs on Council-owned sites or by negotiation on new development applications and revitalisation schemes. The Planning and Architectural Liaison Officer at Northumbria Police will be consulted where 'designing-out crime' appears to be an issue.

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### **Art**

**B20 THE CITY COUNCIL WILL UNDERTAKE AND ENCOURAGE THE PROVISION OF WORKS OF ART, CRAFT OR DECORATION IN MAJOR NEW DEVELOPMENTS AND AS PART OF THE ENHANCEMENT OF THE BUILT ENVIRONMENT AND THE OPEN LANDSCAPES OF THE CITY.**

10.73 Public art, traditionally sculpture and murals, but now developing into a wide range of street and landscape works, has a major role to play in brightening and enlivening the environment, helping the process of urban regeneration by enhancing the City's attractions. Opportunities exist for incorporating art works into major new developments such as business parks, office blocks, housing estates, shopping centres and community facilities.

10.74 The problem of poor regional image, and the very limited contribution made by the arts was referred to more frequently than any other factor in discussions undertaken with leaders of the business community during the preparation of the Report on the "Economic Impact of the Arts in Tyne and Wear" (1991) on behalf of the Wearside Opportunity.

10.75 The City Council will therefore seek to negotiate with developers, taking as a general guideline thresholds of 5,000 sq.m. for office and retail developments and 50 units in residential schemes. However, art in smaller schemes may also be important, e.g. in conservation areas or adjacent to town squares and parks. Great potential exists not only in the town, but also in the City's rural area for the erection of art works/features, possibly linked with recreational routes or in connection with the Great North Forest. For example, bids are being submitted to the Millennium Commission for creating a Sculpture Trail along the Sustrans coast-to-coast cycle route. Other works will be included in City Council environmental improvement schemes; sculptures are to be placed along the Stephenson Trail, to be funded from the RECHAR programme.

### **Adverts**

**B21 APPLICATIONS FOR ADVERTISEMENT CONSENT WILL BE DETERMINED ON THE BASIS OF THEIR EFFECT ON AMENITY AND PUBLIC SAFETY. LARGE SCALE ADVERTISEMENT DISPLAYS WILL BE SUBJECT TO PARTICULAR SCRUTINY WITH REGARD TO THEIR EFFECT ON AMENITY. TEMPORARY HOARDINGS MAY BE PERMITTED IN ORDER TO SCREEN DERELICT LAND OR BUILDING SITES.**

10.76 Virtually all outdoor advertisements are within the scope of the control regime set out in the Town and Country Planning (Control of Advertisements) Regulations 1992. These allow local planning authorities, through consideration of applications for 'express consent', to control advertisements in the interests of 'amenity' and 'public safety'; Government guidance has been published on the interpretation of these terms. Among the most common outdoor advertisements subject to control are illuminated fascias and projecting signs on shops, pole signs at petrol filling stations, and poster hoardings. The Regulations 'except from control' or grant 'deemed consent' for certain classes of advertisement which by reason of their nature, size, location or duration have been considered nationally to be acceptable. Those which enjoy 'deemed consent' can still be challenged by the local planning authority on amenity or safety grounds.

10.77 All outdoor advertisements are intended to catch the eye. However, this should not be at the expense of amenity and public safety. For some time concern has been expressed about the extent of unauthorised poster advertisement panels and fly-posting in the City. Whilst this problem is widespread, it is probably most severe in the City Centre. The Council, in April 1992 adopted guidelines for the consideration of applications and the control of unauthorised panels and fly-posting which will apply in interpreting these policies. The guidance allows adverts which are in accord with the Regulations and Circular 5/92, and accepts that certain hoardings can screen unsightly land and building works for a temporary period. Nevertheless advert panels will generally be resisted in sensitive locations such as: residential and conservation areas; the Green Belt and open countryside; where they affect listed buildings and ancient monuments; and where detrimental to public/highway safety. Proposals for panels in other areas will need to relate to the scale and nature of their surroundings. Large scale displays (panels larger than 48 sheet size - 6700mm x 3050mm) will normally be unacceptable, as will individual adverts posing as directional signs. These forms of advertisement will be permitted only where, after careful scrutiny, it is considered that no adverse effect on amenity would result.

**B22 HOARDINGS USED TO BOARD-UP VACANT PROPERTIES WILL BE REQUIRED TO BE OF A STANDARD SUITABLE TO THE PARTICULAR STREETSCENE. THEY SHOULD BE ATTRACTIVELY DESIGNED IN SUCH A WAY AS TO DETER FLY-POSTING.**

10.78 The boarding-up of vacant commercial premises, other than for maintenance purposes not materially affecting the external appearance of the building, requires planning permission. Where boarding-up is likely to be

## **B 10 Built Environment**

long-term in nature, the Council, in determining an application for planning permission, will take into account the location of the building and the length of frontage to be concealed. It will be expected that in the case of prominent buildings, particular care will be taken to ensure that boards are attractively designed, perhaps painted with murals or surface-treated (e.g. corrugated) to deter fly-posting and graffiti.

### **Street Furniture and Traffic Signs**

B23 THE CITY COUNCIL WILL SEEK TO ENSURE THAT STREET FURNITURE, SURFACE TREATMENTS, TRAFFIC SIGNS AND ROAD MARKINGS ARE DESIGNED AND LOCATED TO BE SYMPATHETIC TO THE ENVIRONMENT, WHILST HAVING DUE REGARD TO SAFETY CONSIDERATIONS. SPECIAL ATTENTION WILL BE GIVEN TO ENVIRONMENTALLY SENSITIVE LOCATIONS SUCH AS THE CITY AND TOWN CENTRES, CONSERVATION AREAS, ENVIRONMENTAL IMPROVEMENT SCHEMES AND THE COUNTRYSIDE.

10.79 The appearance of an area can be marred by a proliferation of superfluous, detractive features. These can present an untidy impression adding to the general "clutter" of the street scene. Whilst it is important to bear in mind the statutory requirements for traffic signs and markings, there is scope for some simplification and streamlining of these features. Similarly, whilst street furniture forms an integral part of the functioning of any street, it is desirable to minimise its impact, by rationalising existing features. This is especially the case in sensitive locations (such as conservation areas); these will normally be given priority when improvement schemes are programmed. However, advantage will be taken of opportunities arising when related works are undertaken in other areas and for other reasons (e.g. improvements to highway safety).

10.80 The necessary finance for the replacement or removal of street furniture would be the City Council's responsibility utilising grant aid as available. The cost of the rationalisation of traffic signs could be met through the Transport Policies and Programme budget on an incremental basis or from other special financing sources as part of more comprehensive works/schemes.

### **Utility Services and Overhead Cables**

B24 THE CITY COUNCIL, IN CONSULTATION WITH UTILITY COMPANIES, WILL SEEK TO ENSURE THAT BUILDING DEVELOPMENT MAKES APPROPRIATE PROVISION FOR UNDERGROUND AND OVERHEAD UTILITIES, INCLUDING THE PROVISION OF ADEQUATE DUCTING TO MEET FORESEEABLE DEMAND AND THE SAFE AND CONVENIENT SITING OF ANCILLARY BUILDINGS.

B25 THE CITY COUNCIL, IN CONSULTATION WITH UTILITY COMPANIES, WILL SEEK TO HAVE OVERHEAD CABLES DIVERTED OR PLACED UNDERGROUND WHERE THEY ADVERSELY AFFECT THE AMENITY OF CONSERVATION AND RESIDENTIAL AREAS, SENSITIVE LANDSCAPES OR AREAS OF IMPORTANCE FOR NATURE CONSERVATION.

10.81 New development requires the provision of additional facilities by public utility companies. These include electricity sub-stations, gas governor houses, water pumping stations, and telephone exchanges, with their associated access roads, parking and wayleaves for underground or overhead cables and pipes. Appropriate provision for these facilities will be expected in layouts submitted for planning approval. These Policies apply to all relevant utilities, including energy and water/sewerage undertakers, also telecommunications and cable television operators. Developers should provide adequate ducting for telecommunications cables (and for other services where appropriate) to be installed at the outset, sufficient to meet foreseeable demand for competitive services likely to be provided. In general, it is preferable to locate new cabling underground or along the external surfaces of buildings, which can be designed to incorporate cabling into the fabric or architectural style.

10.82 Many of these individual facilities are either 'permitted development' because they conform to the general size limits for minor building works or else they are granted a specific 'deemed consent' by the Department of Trade and Industry. The City Council can comment on such proposals and suggest improvements but does not possess the power directly to prevent them going ahead.

10.83 The major items of apparatus approved under the deemed consent procedure are overhead power lines. The National Grid Company's Blyth-Lackenby 275kv electricity transmission line crosses the City from north of Nissan to Eppleton on substantial steel pylons. Other lines owned by Northern Electric provide a distribution network mostly hung from wooden poles. Many of the main electricity transmission lines pass through environmentally-sensitive areas. However, smaller overhead street distribution networks can have more localised adverse impact, especially in Conservation Areas.

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10.84 Because of the visual intrusion which they cause, the City Council will seek to have these lines placed underground where they cross the environmentally-sensitive locations mentioned in B25. Only very limited undergrounding of high voltage transmission lines may be possible due to its cost and maintenance difficulties (the National Grid Company estimates that costs are between ten and fifteen times as much as overhead cables on pylons). However, there is greater scope for undergrounding low voltage distribution lines. This can be done at minimum cost when, periodically, lines are renewed. The City Council may be able to offer financial assistance to enable undergrounding to proceed, for example when new street lighting is installed where existing lighting makes use of electricity poles. Care should be taken to ensure that undergrounding of cables does not damage areas of potential archaeological importance, wildlife habitats or the root systems of trees. Environmental assessments, including ecological surveys, will be considered to be appropriate to accompany applications for major lines (66kV and above).

### Telecommunications

B26 TELECOMMUNICATIONS DEVELOPMENT WILL BE PERMITTED WHERE IT WOULD NOT HAVE A SERIOUS ADVERSE EFFECT ON RESIDENTIAL AMENITY, THE APPEARANCE OF THE AREA, OR SITES OF ARCHAEOLOGICAL OR NATURE CONSERVATION VALUE. WHERE SUCH EFFECTS ARE CONSIDERED LIKELY, THE CITY COUNCIL WILL ALSO TAKE INTO ACCOUNT THE FOLLOWING FACTORS:-

- (i) THE SIGNIFICANCE OF THE PROPOSED DEVELOPMENT AS PART OF A TELECOMMUNICATIONS NETWORK;
- (ii) WHETHER ANY SATISFACTORY ALTERNATIVE SITES FOR TELECOMMUNICATIONS DEVELOPMENT ARE AVAILABLE;
- (iii) WHETHER THERE IS ANY REASONABLE POSSIBILITY FOR SHARING EXISTING TELECOMMUNICATIONS FACILITIES;
- (iv) IN THE CASE OF RADIO MASTS OR TOWERS, WHETHER THERE IS ANY REASONABLE POSSIBILITY OF ERECTING ANTENNAE ON AN EXISTING BUILDING OR STRUCTURE;
- (v) WHETHER ALL REASONABLE STEPS WILL BE TAKEN TO MINIMISE THE IMPACT OF THE DEVELOPMENT ON LOCAL AMENITY.

WHERE PERMISSION IS GRANTED FOR A BUILDING OR OTHER STRUCTURE USED FOR TELECOMMUNICATION, AND WHICH IS NOT CONSIDERED CAPABLE OF ANY SUBSEQUENT USE, ADEQUATE ARRANGEMENTS WILL BE REQUIRED TO ENSURE REMOVAL OF THE DEVELOPMENT WHEN NO LONGER NEEDED.

10.85 Government policy is to facilitate the growth of telecommunications, whilst remaining fully committed to environmental objectives, including the protection of the countryside and urban areas. In cases where a planning application or other authorisation by the local planning authority is needed for telecommunications development, protection from visual damage and the effect of proliferation will be important considerations, particularly in sensitive areas such as the Green Belt, Sites of Special Scientific Interest (SSSI's), Conservation Areas, or other locations where large new structures may be particularly obtrusive. Where damage to the environment seems likely to occur, the Council will press for alternatives to be investigated, including sharing of facilities to minimise the proliferation of sites. Exceptional circumstances may exist where a site forms part of a local, regional or national network and there is no reasonable alternative to permitting an intrusive new structure; in this case the aim will be to minimise any intrusion. In some instances it may be possible to 'disguise' telecommunications installations - this approach was applied at Downhill, where microwave dishes were incorporated into the structure of a converted house. Major telecommunications operators are generally subject to licence conditions requiring the removal of any redundant apparatus; where operators are not regulated in this way, a planning condition will be applied to achieve the same result.

# CN 11 Countryside and Nature Conservation

## CHAPTER 11

11.1 In spite of Sunderland's image as an industrial city, its 'rural' areas are extensive - some 5,700ha.- a figure second only to Gateshead amongst the Tyne and Wear districts. The City comprises a number of towns and villages which have over the years become increasingly linked by extensions of the urban fabric. With the development of Nissan and associated firms between Sunderland and Washington, the basic urban area of the City is assuming a 'horseshoe' shape. Within this, the policies of the old development plans have operated to maintain important open breaks between many of the constituent communities of the City. Agricultural areas surround the constituent towns, giving a long 'urban fringe' boundary, susceptible to urban development and community pressures.

11.2 The City contains some 13km of the lower reaches of the River Wear. From its mouth to the A19 Bridge, the river cuts through the densely developed urban area, where the predominant riverside land use has been, and to a great extent remains, industry. Recent developments have been carefully designed to make a positive contribution to the urban riverside's appearance. Between the A19 and Fatfield, the Wear takes on a more rural character. This area is within the Green Belt.

11.3 The topography of the City varies, with several points over 150m in the west and south and significant points over 100m at Hastings Hill, Tunstall Hills and Penshaw Hill. This river valley and the rolling, hilly topography allow long distance and panoramic public views to be had from, to and within the City. Many are punctuated by natural or built landmarks such as the Tunstall Hills, Penshaw Monument and the City Centre churches; all are worthy of protection against development which would obscure or detract from their appearance. Similarly, views of the unique topography and landscapes associated with the Permian limestone (i.e. the magnesian limestone escarpment, which extends from Downhill to Hetton-le-Hole and High Moorsley) need to be protected and opportunities taken for their enhancement where possible.

11.4 The rural landscape is made up of several distinct areas, each with its own character:-

- \* The Don Valley is extensive intensively managed pastoral/ arable farmland to the north of Nissan. It is generally flat and has poor tree cover;
- \* The Wear Valley is an area of contrasts; the deeply incised and well wooded river valley opens out as it runs westwards, generally taking on a gentler, more arable appearance; west of the City boundary are the extensive woodlands of the Lambton Estate;
- \* Houghton Downs extends southwards from the Wear Valley to the City boundary at Easington Lane. It is a strongly rural landscape of open, rolling countryside. Tree cover is scarce and the several existing clumps of woodland are therefore prominent in the landscape. The magnesian limestone escarpment, which is a notable geological feature, is influential on the flora, fauna and farmland characteristics;
- \* South Sunderland is a relatively small area of gently undulating farmland fringing the built-up area of Sunderland City. Centred on Burdon Village and dissected by the wooded Burdon/ Ryhope Dene it presents an attractive rural landscape of scattered farmsteads and individual tree groupings and high quality hedgerows;
- \* The Western Scarp, open farmland to the west of Hetton-le-Hole, forms part of the undulating topography of the Durham Plain. Predominantly arable in nature with scattered small woodlands, the landscape character becomes increasingly rural to the west, towards Durham City's urban fringe.

11.5 Much of the City's rural area is protected from development by designation as statutory Green Belt. Where it abuts the Green Belt the physical form of the built up area gives rise to an 'urban fringe' where there are particular land use demands to be reconciled. Increasingly the rural area is coming under pressure to accommodate 'urban' land uses, particularly for recreation, as more people turn to the countryside to satisfy their casual leisure needs, and for minerals exploitation because of the regional and national need. As detailed elsewhere, farming remains the predominant activity in the rural area and continues to have a profound impact on the character of the landscape. This is due in part to the emergence of new agricultural techniques, but also to management initiatives such as 'set aside'.

11.6 Overall, the City has a low level of mature tree cover (3.7%), though landscaping of larger reclamation schemes is greatly contributing to the overall level of woodland planting, including a significant proportion of native shrubs and trees. The Great North Forest - a joint initiative between the Countryside Commission and Forestry Authority and five local authorities to improve the countryside around the south Tyne and Wear conurbation - will make a major contribution to new woodland in the City.

## **CN 11 Countryside and Nature Conservation**

11.7 The City's rural area - as well as the urban - has many sites of botanical and geological interest and a variety of habitats of value to wildlife; these are classified as Sites of Special Scientific Interest (SSSI's) 16 of which are located in the City, Local Nature Reserves (LNR's (1)), Sites of Nature Conservation Importance (SNCI's (68)) or Regionally Important Geological/ Geomorphological Sites (RIGS (4)). Certain linear features (e.g. open breaks and disused railway lines) play an important role as wildlife links and corridors.

### **PLANNING POLICY CONTEXT**

11.8 Locally, the Tyne and Wear Structure Plan (1981) contained several policies to restrain the spread of the built-up area, to protect agricultural land, wildlife and the landscape and to enhance features of natural history value. The Plan also outlined a Green Belt for the County, subsequently defined in the adopted Green Belt Local Plan (1985). These form the previous long-term sub-regional context.

11.9 In 1988 the City Council, with the other metropolitan districts, endorsed the Tyne and Wear Nature Conservation Strategy (updated 1994) which provides a guide to the County's nature conservation resources, together with recommendations for action to safeguard and protect them. Additionally, the City has compiled a Nature Conservation Site Register containing all the City's designated sites (SSSI's, LNR's, SNCI's and RIGS).

11.10 Strategic Guidance (1989) provides that:-

- \* a secure Green Belt should be established - broadly on the lines of that already existing - which takes proper account of likely development needs well into the 21st century;
- \* positive action should be sought to conserve and enhance the attractiveness of the countryside and improve public access;
- \* areas of exceptional value which present a positive, high quality image and identity, should be enhanced, with special attention to cross-boundary areas of strategic environmental importance;
- \* consideration should be given to the land use implications of the changes occurring in agriculture;
- \* areas and features of heritage importance should be defined, protected and enhanced;
- \* wildlife corridors should be protected and enhanced.

11.11 The recent White Paper 'Rural England' (1995) sets out the Government's environmental strategy/ policies for the countryside. These are based on the protection of the rural heritage and on creating the conditions for a healthy and growing rural economy. Its main aims are to:-

- \* conserve the countryside's natural assets;
- \* protect the best and most versatile agricultural land;
- \* promote rural diversification;
- \* reverse the decline in wildlife, sustaining the wealth of flora and fauna across the countryside and conserving rare species;
- \* maintain the diversity of rural landscapes;
- \* increase opportunities for people to enjoy the countryside for recreation.

These aspects are further developed in national planning guidance (PPG7 and PPG9).

11.12 The City's annual Countryside and Access Strategy addresses a number of issues including access, recreational facilities, promotion and community involvement. The document co-ordinates the Council's countryside policies and programmes and forms the basis of an annual bid to the Countryside Commission for funding.

11.13 The Great North Forest's 'Forest Plan' was approved in 1993. This contains a wide range of proposals for the achievement of the Community Forest which has particular implications for the rural areas of the City.

### **UDP COUNTRYSIDE AND NATURE CONSERVATION STRATEGY**

11.14 The countryside is a very special asset in this urbanised area which needs protecting and enhancing for its own sake and for the benefit of present and future generations. Attempts will be made to secure the conservation of the City's biodiversity (primarily through the preparation of a Biodiversity Action Plan). Biodiversity refers to the full range of living organisms; genetic, species and ecosystem variation. More simply it is the variety of life. Improvement and protection of the environment must, however, be balanced with urban regeneration aims.

## CN 11 Countryside and Nature Conservation

11.15 To attain the objectives for the countryside and nature conservation set out in Part 1, the UDP policies are aimed to:-

- \* generally maintain the approved Green Belt boundary, with only minor alterations, and consider additions in areas of urban pressure;
- \* conserve the best and most important areas of the countryside for its heritage and wildlife habitats;
- \* allow for the continuation of rural activities and give support to the continuation of farming practices on the best land especially where these are influential in maintaining important landscapes and features;
- \* consider concentrating major new recreational facilities in certain localities, thereby protecting the remaining and most sensitive rural areas from the intrusion associated with relatively intensive use;
- \* take into account the City's broader urban regeneration needs, and the specific rural locational needs e.g. minerals extraction;
- \* give maximum encouragement to the development of the Great North Forest in sympathy with the existing landscape and habitats.

### POLICIES

#### **CN1 IN THE RURAL AREAS THE CITY COUNCIL WILL:-**

- (i) PROTECT AND ENHANCE AS NECESSARY BUILDINGS OF CHARACTER, OTHER IMPORTANT STRUCTURES AND LANDSCAPE FEATURES (INCLUDING RIVERS, PONDS, AND WATERCOURSES), ARCHAEOLOGICAL AND SCIENTIFIC SITES, SIGNIFICANT WILDLIFE HABITATS AND STRATEGIC/ LOCAL WILDLIFE CORRIDORS, TREES AND HEDGEROWS;**
- (ii) ENCOURAGE THE CONTINUATION OF THOSE ACTIVITIES AND PRACTICES (E.G. FARMING, LAND MANAGEMENT, FORESTRY) WHICH HAVE CONTRIBUTED TO THE NATURAL BEAUTY AND LANDSCAPE DIVERSITY OF THE COUNTRYSIDE;**
- (iii) RESIST DEVELOPMENT THAT IS INAPPROPRIATE DUE TO THE LAND USE CONCERNED OR BECAUSE IT WOULD HAVE A HARMFUL IMPACT ON THE LANDSCAPE BECAUSE OF ITS SITING, MATERIALS OR DESIGN;**
- (iv) MINIMISE THE ADVERSE EFFECTS OF DEVELOPMENTS WHICH HAVE A NEED FOR A PARTICULAR RURAL LOCATION (E.G. DWELLINGS ESSENTIAL FOR FARM OR FORESTRY WORKERS).**

11.16 The rural, largely agricultural, areas of a City such as Sunderland are always subject to pressure for urban development. Between 1978 - 1994, some 490 hectares of 'rural' land have been developed for housing, industry and retailing (this includes the exceptional 370 ha Nissan development), a loss of nearly 9% of the total.

11.17 Change is ever present in the countryside; its physical, social and economic elements are in constant interplay and have combined to create the unique beauty and variety evident. However, the countryside is changing more now than at any other time, coming under increasing pressure for 'non-rural' activities. Although farming remains the major force in shaping of the City's countryside, over the years new technologies and production methods have had an impact on its appearance, as has the growing incidence of 'Set Aside'.

11.18 It is important that this change is fully assessed; the rural areas must not be regarded as an 'empty space' into which developments and activities can be fitted. Development must be acceptable to the overall environment.

11.19 The Countryside Commission's "Planning for a Greener Countryside" (1989) sets out a number of guiding principles in which town planning should operate:-

- \* natural beauty and landscape diversity should be conserved;
- \* 'new' countryside should be created wherever possible;
- \* green belts should serve a wider purpose, i.e. enhancing the natural beauty of the countryside and increasing opportunities for its quiet enjoyment;
- \* maximum environmental benefits should be secured from development that has to take place in the countryside;
- \* new housing in the countryside must make a positive contribution to the rural scene;
- \* rural enterprise is welcome if it is developed harmoniously with the countryside;
- \* major developments in the countryside should be strictly controlled and of the highest standard of design and landscaping.

## CN 11 Countryside and Nature Conservation

11.20 The overall aim of the Countryside Commission's strategy is the creation of a sustainable and multi-purpose countryside. This is appropriate to the City's UDP and is encapsulated in Policy CN1 which seeks to protect the City's countryside from 'urbanisation', also for its own sake as advocated by PPG7. Strategic Guidance advises that policies for the countryside, including positive action to conserve and enhance its attractiveness and maintain and improve public access, should be an integral part of UDP's. The conservation and enhancement of the City's rural setting will also assist in presenting a positive, high quality image and identity which contributes to attracting inward investment and tourism.

11.21 The guiding principle in the wider countryside is that development should benefit the rural economy and maintain or enhance the environment. 'Urban' uses, such as housing or industry will not normally be appropriate in the open countryside. Appropriate new development - essential accommodation for farm workers, small scale buildings for leisure pursuits, etc. - should be sensitively related to existing settlement patterns and to the historic, wildlife and landscape resources of the City. The scale, detailing and the materials used in the construction of new buildings should respect surrounding existing development. Particular emphasis will be placed on ensuring that any development is appropriate - and well related - to its landscape setting; any development in outlying areas will be expected to retain a large measure of those landscape features which give value to the area e.g. tree and hedgerow cover, walls and other field boundaries, etc. Some operations (e.g. mineral extraction) will require a rural location and in such cases, where considered appropriate under Policies M1 to M3, it will be necessary to lessen the impact on the surrounding area for example by the incorporation of screening or appropriate heavy landscaping. This could mitigate both visual and aural aspects of this development.

11.22 Implementation of the particular elements will largely be achieved by exercising development control powers, but certain aspects may be brought about by Council financial assistance e.g. grants for listed buildings, or by the Council's management of land in its ownership. Other sources of funding could include the Countryside Commission and the National Rivers Authority.

### THE SUNDERLAND GREEN BELT

#### CN2 A GREEN BELT WILL BE MAINTAINED WHICH WILL:-

- (i) CHECK THE UNRESTRICTED SPRAWL OF THE BUILT UP AREA OF SUNDERLAND;
- (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;
- (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.

11.23 The statutory Green Belt formed an integral part of the broad strategy of the County Structure Plan to restrain the further spread of the Tyneside/ Wearside conurbation, concentrating investment within the existing built-up area. Sunderland's Green Belt was intended to prevent the merging of Sunderland with Washington, Houghton-le-Spring and Tyneside. The Green Belt included in the Tyne and Wear Local Plan covered 3,750 hectares - almost two-thirds of the rural area. There was no Green Belt in County Durham, which had preferred to operate other countryside protection policies. However, the Regional Guidance for Durham, Cleveland and Northumberland (1993) suggested that Durham County Council should examine the case for an extension to the approved Tyne and Wear Green Belt to the west and south of the City Council area and this is included as a proposal in the County Council's Structure Plan review and in the proposed plans of both Durham City and Chester-le-Street.

11.24 DoE national guidance sets out the five main purposes of a Green Belt which are reflected and interpreted in this Policy. The note also stresses that the essential characteristic of Green Belts is their permanence and their protection must be maintained as far as can be seen ahead; once the general extent of a Green Belt has been approved it should be altered only in exceptional circumstances. Strategic Guidance states that the broad extent and purpose of the approved Tyne and Wear Green Belt remains valid and should be maintained. The Council will therefore continue to safeguard the statutory Green Belt defined in the 1985 Tyne and Wear Green Belt Local Plan with limited modifications to accommodate specific important material considerations/ uses. The broad extent of the Green Belt, however, remains valid and this is maintained.

11.25 Modifications to the Green Belt in the form of additions are particularly important where they reflect the changing circumstances since its approval in 1985. Since that date subsequent 'urban' development has reduced the separation between the built-up area of the City and neighbouring settlements in County Durham to the west and south. It is therefore considered that in order to prevent the coalescence of the City substantial additional



# CN 11 Countryside and Nature Conservation

areas of open land should be designated as Green Belt. This will complement the approach proposed by Durham County Council in its Structure Plan Review. The relatively small loss of Green Belt land (1%) elsewhere in the City (mostly for the purposes of urban regeneration) will be offset by these additions. The following modifications, which are detailed in the appropriate area chapters, are proposed to reflect changing circumstances in the City since 1986:-

## Additions

**South Hylton/ Claxheugh (2ha)** - consolidating the existing Green Belt, this addition will prevent the merging of Pallion and South Hylton

**East of A19 (306ha)** - this major addition will significantly enhance the separation of the built-up area of Sunderland with neighbouring settlements in Easington and also prevent encroachment on the countryside to the west of Cherry Knowle.

**Cut Throat Dene (2.5ha)** - this minor addition will 'round off' the existing Green Belt and assist in checking the spread of the urban area to the north.

**Washington Riverside (50ha)** - extending along the riverbank it will prevent the urban area sprawling into the river corridor and will complement the Green Belt on the adjacent river bank.

**Southern Area Playing Fields (19ha)** - complementing the proposed Durham County Green Belt, this designation, to the south of Bonemill Lane, will strengthen the separation between Washington and Chester-le-Street.

**Penshaw (84ha)** - the Green Belt will maintain the break between Washington (Mount Pleasant) and Houghton (Penshaw). To the west it will prevent the further urban sprawl of Penshaw.

**Herrington Colliery (8ha)** - taking in the area of the former colliery buildings which have now been cleared will add to the openness of the Green Belt between Shiney Row and east Herrington.

## Deletions

**West of Pallion (0.8ha)** - a minor amendment was required to allow the creation of a testing area necessary for the continued economic viability of the adjoining crane manufacturer.

**North Hylton Riverside (4ha)** - the Green Belt boundary has been amended to accommodate part of the Hylton Riverside development which is important to the regeneration of the riverside area.

11.26 The Green Belt is not all-encompassing, leaving land available in some fringe areas for necessary urban growth and regeneration during the Plan period. The proposed deletions from the existing Green Belt only total some 4 hectares and thus will not diminish its strategic value. An additional 463 hectares of land will be formally designated as Green Belt - a net gain of 12% - resulting in a Green Belt of almost 4211 hectares, i.e. almost 70% of the City's rural area. These additions will assist in strengthening the strategic aim of providing separation between settlements and assisting urban regeneration. The alterations to the Green Belt are detailed in the Area Proposals of this document and indicated in Fig.11.2.

**Table 11.1: Proposed Alterations to the Green Belt**

	Gains (ha)	Losses (ha)
North Sunderland	2.5	4
South Sunderland	308	<1
Houghton-Hetton	84	-
Washington	69	-
	<u>463.5</u>	<u>5</u>

SOURCE: Environment Department

11.27 Several small settlements are included within the Green Belt, e.g. Burdon and Offerton and will be subject to detailed criteria outlined in CN3. However, the large village of Springwell is excluded from the Green Belt and its more stringent controls so as to accommodate within its defined settlement boundaries, change appropriate to its size.

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11.28 Whilst effectively achieving the purposes of restricting sprawl and the merging of neighbouring towns the effectiveness of the Green Belt will not only depend upon the control of development in Sunderland but, in peripheral areas, on other adjacent local authorities retaining (or proposing) their own Green Belt and associated policies/ proposals. In particular, due to the narrowness of the gap between South Ryhope and the County boundary, the inclusion of a proposal in the Easington District Local Plan (Deposit version) for a Green Belt to the north of Seaham Grange supports the allocation within Sunderland at South Ryhope and will assist in the creation of a significant open zone between the two settlements.

CN3 THE CONSTRUCTION OF NEW BUILDINGS INSIDE THE GREEN BELT IS INAPPROPRIATE UNLESS IT IS FOR THE FOLLOWING PURPOSES:-

- (i) AGRICULTURE AND FORESTRY;
- (ii) ESSENTIAL FACILITIES FOR OUTDOOR SPORT AND RECREATION, FOR CEMETERIES, AND FOR OTHER USES OF LAND WHICH PRESERVE THE OPENNESS OF THE GREEN BELT;
- (iii) LIMITED EXTENSION, ALTERATION OR REPLACEMENT OF EXISTING DWELLINGS;
- (iv) LIMITED INFILLING IN, OR REDEVELOPMENT OF, EXISTING MAJOR DEVELOPED SITES IDENTIFIED ELSEWHERE IN PART II OF THIS PLAN;
- (v) THE EXTRACTION OF MINERALS PROVIDED THAT HIGH ENVIRONMENTAL STANDARDS ARE MAINTAINED AND THAT THE SITE IS WELL RESTORED IN ACCORD WITH POLICIES M8 AND M9;
- (vi) THE RE-USE OR CONVERSION OF AN EXISTING BUILDING PROVIDING THAT THE BUILDING IS OF PERMANENT AND SUBSTANTIAL CONSTRUCTION AND CAPABLE OF CONVERSION WITHOUT MAJOR OR COMPLETE RECONSTRUCTION AND IT DOES NOT HAVE A MATERIALLY GREATER IMPACT THAN THE PRESENT USE ON THE OPENNESS OF THE GREEN BELT. PROPOSALS SHOULD ALSO ACCORD WITH POLICY CN11.

11.29 Most of the aspects of this Policy reflect those of the 1985 Tyne and Wear Green Belt Local Plan. They also accord with PPG2 (1995). The City Council will impose strict controls on the nature and form of development within the Green Belt, in order to protect its purpose and character, whilst recognising the need to diversify the rural economy by encouraging its positive use. Control of development will seek to achieve the following objectives for the use of land in Green Belts:-

- \* to provide opportunities for access to the open countryside for the urban population;
- \* to provide opportunities for outdoor sport and recreation near urban areas;
- \* to retain attractive landscapes and enhance landscapes near to where people live;
- \* to improve damaged and derelict land around towns;
- \* to secure nature conservation interest; and
- \* to retain land in agricultural, forestry and related uses.

11.30 Within the Green Belt approval will not be given except in very special circumstances for the construction of new buildings or for the change of use of existing buildings for purposes other than agriculture, forestry, or other uses which preserve the openness of the Green Belt. Since its adoption in Sunderland (and generally within the County) it has effectively controlled inappropriate development (since 1986 in Sunderland only 11 approvals (totalling 36ha) have been given out of 40 submitted applications).

11.31 Inappropriate development is, by definition, harmful to the Green Belt, it is therefore for the applicant to show why permission should be granted. The 'very special circumstances' required to justify inappropriate development will not be considered to exist unless the harm (by reason of inappropriateness, and any other harm) is clearly outweighed by other considerations.

11.32 The following factors will apply to development in the Green Belt:-

**Agriculture and Forestry** - At present a wide range of agricultural and forestry developments do not require planning permission as they are 'permitted development'. In certain instances it may be necessary to withdraw their development rights when granting planning permission for new farm buildings so as to avoid a proliferation of buildings - particularly in locations where such development could have a detrimental effect on the openness of the Green Belt.

**Recreation and Essential Facilities** - Each application for essential facilities will be considered on its merits, bearing in mind the purposes of including land in the Green Belt, to establish whether or not any proposed building is genuinely required. In terms of outdoor sport appropriate facilities might include small changing rooms, small stables or unobtrusive spectator accommodation. Because of the size of the structures involved, major football stadia cannot be regarded as appropriate development within an approved Green Belt.

## CN 11 Countryside and Nature Conservation

**Housing** - In conjunction with UDP housing policies, this policy will reinforce constraints on housing development outside those areas allocated, whilst taking into account exceptions to allow for special requirements (e.g. where essential for agricultural or forestry workers - see CN9). The extension, alteration or replacement of dwellings is acceptable in the Green Belt, provided that it does not result in disproportionate additions over and above the size of the original building. Supplementary Guidance provides design advice on rural housing.

**Developed Sites** - The main consideration is the securing of jobs without further prejudicing the openness of Green Belt. Only limited infilling in, or redevelopment of, existing sites in the Green Belt may be permitted, and this should have no greater impact than the existing development in terms of the height of buildings or the proportion of the site that is developed (the 'footprint'). The redevelopment of isolated employment sites - such as the car showrooms on the A690 at Stoneygate - will be carefully controlled.

**Minerals** - Minerals can be worked only where they are found, however their extraction need not be incompatible with the purposes of including land in Green Belts, provided that high environmental standards are maintained and that restoration is of high quality.

**Building Conversions** - The conversion or re-use of an existing building is not inappropriate providing:

- \* it does not have a materially greater impact than the present use on the openness of the Green Belt and the purposes of including land in it;
- \* strict control is exercised over the extension of re-used buildings, and any associated uses of land surrounding the building which might conflict with the openness of the Green Belt and the purposes of including land in it (e.g. because they may or can involve extensive external storage, or extensive hardstanding, car parking, boundary walling or fencing);
- \* the buildings are of permanent and substantial construction, and are capable of conversion without major or complete reconstruction; and
- \* the form, bulk and general design of the buildings are in keeping with their surroundings.

Development must be compatible with the character of the surrounding area in terms of siting, design, form, scale and appearance (e.g. use of local materials).

11.33 In preparing or revising development plans PPG2 advises that local authorities are required to satisfy themselves that Green Belt boundaries will not need to be altered at the end of the Plan period. In some cases this will mean safeguarding land between the urban area and the Green Belt to meet longer-term development needs.

11.34 In the case of the City, it is felt that the availability of significant areas of land outwith the Green Belt provides sufficient flexibility when considering the long-term development needs of the City as a whole. In the light of this flexibility, there is insufficient justification to identify safeguarded land within the Plan at present, and it is considered that the matter of safeguarding would be more appropriately addressed at a strategic level by the forthcoming Regional Planning Guidance for the North East - an approach advocated by PPG2.

CN4 THE CARRYING OUT OF ENGINEERING OR OTHER OPERATIONS OR THE MAKING OF MATERIAL CHANGES OF USE ARE INAPPROPRIATE WITHIN THE GREEN BELT UNLESS THEY MAINTAIN OPENNESS AND DO NOT CONFLICT WITH THE PURPOSES OF INCLUDING LAND WITHIN THE GREEN BELT.

11.35 The statutory definition of development includes engineering and other operations, and the making of any material change in the use of land. The carrying out of such operations will be regarded as inappropriate development unless they maintain openness (i.e. keep land permanently open) and do not conflict with the purposes of including land in the Green Belt as set out in policy CN2.

11.36 It should be noted that policies for the overall rural area and its uses apply equally in the Green Belt in addition to the Green Belt policies.

CN5 CARE WILL BE TAKEN TO ENSURE THAT THE VISUAL AMENITIES OF THE GREEN BELT WILL NOT BE INJURED BY PROPOSALS FOR DEVELOPMENT WITHIN, OR CONSPICUOUS FROM, THE GREEN BELT.

11.37 The appearance of the Green Belt may be further enhanced by ensuring strict control of the form and 'footprint' of the development within or adjoining its boundary. Much of the Green Belt comprises attractive landscape (e.g. the rolling countryside to the south of Burdon village, the river valley and the extensive plain of the magnesian limestone escarpment) and therefore where development is permitted, its design will need to take account of potential impact on the wider landscape. The visual amenities of the Green Belt should not be injured by proposals which, although not prejudicial to the purposes of the Green Belt, might be inappropriate by reason of their scale, siting, materials or design.

## CN 11 Countryside and Nature Conservation

### **CN6 IMPORTANT OPEN BREAKS AND WEDGES WITHIN AND BETWEEN SETTLEMENTS WILL BE RETAINED AND ENHANCED.**

11.38 The retention of open breaks between settlements are long-standing elements of planning policy for the City. The Sunderland Periphery Town Map (1965) included policies to maintain the separate identity of Ryhope, Silksworth and Doxford Park by protecting the open land between. The Tyne and Wear Structure Plan also resisted intrusion into open countryside. These concepts remain relevant for a number of reasons, namely that they:-

- \* help to retain the distinct physical characteristics of the City's constituent communities
- \* assist in the regeneration of the older or poorer quality urban areas by focusing resources and investment into the built-up area
- \* provide open space lungs, sometimes incorporating leisure/recreational facilities which help to alleviate local deficiencies (e.g. the Ryhope-Silksworth crescent)

11.39 The protection and enhancement of the character of open and semi-rural areas formed by large tracts of amenity and recreational open space, agricultural land and areas of nature conservation interest, also is one of the main themes of this Plan. Area policies elsewhere in this document assist in the retention and enhancement of these open breaks.

11.40 In the much narrower open breaks and wedges, built development is likely to be restricted to the particular needs associated with specific proposals of the UDP or minor extensions to existing uses. Many breaks are also subject to tree-planting schemes or fringe enhancement, financed by the Council or Great North Forest initiatives. Exceptions to this policy will only be considered where a necessary facility cannot be accommodated within the urban framework.

### **The Urban Fringe**

### **CN7 THE CITY COUNCIL WILL UNDERTAKE AND ENCOURAGE MEASURES TO ENHANCE AND PROTECT THE LANDSCAPE AND AGRICULTURAL LAND ON THE URBAN FRINGE. MEASURES WILL INCLUDE:-**

- (i) **THE DEVELOPMENT OF BUFFER USES BETWEEN RURAL AND RESIDENTIAL AREAS;**
- (ii) **THE RECLAMATION OF DERELICT LAND FOR RECREATION, AGRICULTURE, HABITAT CREATION OR OTHER APPROPRIATE DEVELOPMENT;**
- (iii) **LANDSCAPE IMPROVEMENT WORKS INCLUDING TREE PLANTING.**

11.41 Despite the strict control of urban sprawl, the City has an urban fringe where the built-up area and the surrounding countryside meet. This area of transition is often characterised by trespass or pressure for informal recreation; it is characterised by poor quality or even degraded landscapes, resulting from vandalism and fly-tipping. Problems can be so severe that farming becomes unprofitable and agricultural land left to deteriorate. During 1991, the Agricultural Development and Advisory Service (ADAS) carried out a study of farming problems in the City's urban fringe. The subsequent 'Field Penalty Assessment' revealed widespread trespass and associated damage with localised severe problems, for example adjoining the urban edge of North Sunderland. The main financial losses resulted from crop trampling (both by pedestrians and vehicles) and from arson of arable fields. Farmers had in some cases been forced to switch to less vulnerable enterprises as a result of these urban fringe problems. Trespass onto agricultural land may be reduced or avoided by the sensible design of new development. New proposals will be required to show that measures have been taken to minimise unauthorised access onto nearby agricultural land.

11.42 An attractive and accessible urban fringe can be important for the amenity of both the urban and rural population. The countryside around Sunderland has an increasingly important role to play offering easily accessible countryside and opportunities for recycling unused land to serve the needs of the City's population. Fringe areas require a positive approach to planning and management, aimed at securing environmental improvement and beneficial use of land, yet allowing increased public access. In its consultation response, MAFF requested the inclusion of such a 'fringe' policy. This policy provides a general basis for dealing with the urban fringe and is supported by more specific proposals where appropriate (see area proposals). The Great North Forest will make a significant contribution to the enhancement of the urban fringe through woodland planting and the provision of access and recreational facilities. Any new developments will be carefully controlled so as not to introduce visually incongruous features into the sensitive fringe landscape. Apart from schemes financed by the City Council, other possible sources of funding for fringe initiatives include the Countryside

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Commission, Forestry Authority and derelict land grant from English Partnerships. Tree planting within former colliery settlements could be funded via the Single Regeneration Budget/ Coalfield Area Renewal Strategy.

### The Rural Economy and Agriculture

**CN8 DEVELOPMENT WHICH RESULTS IN THE IRREVERSIBLE LOSS OF THE BEST AND MOST VERSATILE AGRICULTURAL LAND (GRADES 2 AND 3A) WILL NOT BE PERMITTED UNLESS IT CAN BE DEMONSTRATED THAT NO OTHER SITE EXISTS UPON WHICH THE DEVELOPMENT COULD REASONABLY BE LOCATED.**

11.43 The last available agricultural census for the City was prepared by the Ministry of Agriculture, Fisheries and Food (MAFF) in 1993. This showed farming use as covering some 4000 hectares, almost 60% (2290 ha) of which comprised cereal cropping. Most of the remainder (about 16%) comprised 'Set Aside' land.

11.44 MAFF has classified agricultural land by grade according to the extent to which its physical or chemical characteristics impose limitations on agricultural use for food production. The Land Classification System ranks land into five grades, with Grade 3 being divided into two sub-grades. The best and most versatile land falls into grades 1 and 2 and sub-grade 3a; this is the most flexible, productive and efficient land, comprising well drained loam/sandy soils and is best suited to adapting to the changing needs of agriculture. Land in sub-grade 3b is of moderate quality with lower yields and/or a more restricted cropping range. Grades 4 and 5 have severe and very severe limitations respectively.

11.45 Available MAFF agricultural land classification 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 Houghton le Spring. This represents some of the highest quality agricultural land in Tyne and Wear. Land is currently being resurveyed on an ad-hoc basis with some areas being revised to Grade 2. MAFF policy in any particular area is to protect the best and most versatile agricultural land from irreversible development. Grade 2 and 3a in the City's case have this special importance and should not be built on; this land is a national resource for the longer term and therefore is in general to be protected from irreversible developments.

11.46 In acknowledging that there are now substantial surpluses in agricultural output PPG7 suggests that it is unnecessary to retain as much land in agricultural use, though the need for an efficient and flexible farming industry remains as important as ever. In these circumstances, when considering applications for planning permission that affect agricultural land, the implications upon farming and quality of land is to be considered (in consultation with MAFF where appropriate) 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.

**CN9 NEW DWELLINGS WILL BE PERMITTED IN RURAL AREAS WHERE THERE IS AN ESSENTIAL NEED FOR AN AGRICULTURAL OR FORESTRY WORKER TO LIVE AT, OR VERY CLOSE TO, THEIR PLACE OF EMPLOYMENT.**

11.47 One of the few circumstances in which isolated residential development in the countryside may be justified is when accommodation is required to enable farm or forestry workers to live at or in the immediate vicinity of their place of work. Despite the general overall reduction in agricultural employment the demand for such development remains high; however, many schemes are speculative and stem purely from the desire for a residence in a countryside location.

11.48 In the rural areas of the City, all applications for planning permission for residential development will be scrutinised with the aim of detecting attempts to abuse the concession that the planning system makes for such dwellings. In particular it will be important to establish that stated intentions to engage in farming or forestry are genuine, are reasonably likely to materialise and are capable of being sustained for a reasonable period of time. It will also be important to establish that the needs of the intended enterprise require one or more of the people engaged in it to live nearby. PPG7 provides detailed guidance on these matters, including criteria against which applications will be assessed. In the event of planning permission being granted for new dwellings, this will be subject to an appropriate occupancy condition to ensure that they are kept available for forestry and farm workers.

**CN10 PROPOSALS SUPPORTING THE RURAL ECONOMY MUST BE DESIGNED SO AS TO HARMONISE WITH THE SURROUNDING LANDSCAPE AND MUST NOT ADVERSELY AFFECT OTHER AMENITIES IN THE AREA.**

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11.49 Rural areas are undergoing great changes at present in response to changes in agricultural policy and financial support systems. The emphasis with regard to agriculture has changed from increasing food production to the diversification of the rural economy. The 'Set Aside' scheme now encourages the temporary removal of some agricultural land from production in order to reduce food surpluses; some farmers therefore desire to develop non-agricultural enterprises on their farms. The main 'diversification' in the Sunderland area is into equestrian related activities. The guiding principle in PPG7 in the wider countryside is that development should benefit the rural economy and maintain and enhance the environment. Changes could adversely affect sensitive rural areas as could the conversion of redundant farm buildings into alternative uses, many traditional buildings being significant features in the landscape. The following factors will therefore be taken into account when considering planning applications:-

- \* the need to encourage rural enterprise;
- \* the need to protect landscape, wildlife habitats, historic features and distinctive landscape characteristics;
- \* the quality and versatility of land for use in agriculture and other rural enterprises;
- \* the need to protect other non-renewable resources.

### Building Conversions In The Countryside

CN11 THE CONVERSION, ADAPTION AND REUSE OF RURAL BUILDINGS (INCLUDING THOSE IN THE GREEN BELT) WILL BE PERMITTED PROVIDED THAT:-

- (i) THE PROPOSED USE DOES NOT ADVERSELY AFFECT THE SURROUNDING AREA BY REASON OF NOISE, DUST OR OTHER DISTURBANCE OR VISUAL INTRUSION;
- (ii) ANY NECESSARY MODIFICATIONS, ALTERATIONS OR EXTENSIONS DO NOT INCREASE THE SCALE, OR ADVERSELY AFFECT THE FORM AND CHARACTER OF EXISTING BUILDINGS, BUT ARE DESIGNED TO REFLECT AND COMPLEMENT THEM; AND
- (iii) ACCESS, MANOEUVRING SPACE AND PROVISION FOR THE PARKING OF VEHICLES ARE SUFFICIENT TO CATER FOR THE NEEDS OF THE NEW USE WITHOUT CREATING AN INTRUSIVE FEATURE IN THE LANDSCAPE.

11.50 With the changing patterns of farming and rural life considerable numbers of buildings such as barns, stables and even farmhouses are becoming surplus to requirements (but with potential for re-use). Greater pressure to change such buildings is likely during the Plan period as a result of Government policies. Many buildings represent an important element in the rural landscape. Their re-use and sympathetic conservation are therefore important in maintaining the rural economy and its character. Re-use can help reduce demands for new development, encourage new enterprises and provide new jobs as well as housing necessary to a functioning rural area. Furthermore, there should normally be no reason for preventing the adaption or restoration of existing or derelict buildings for new uses, provided that their form, bulk and general design (including the use of materials) are in keeping with their surroundings. Applications for changes to residential use will, however, be treated with particular care, especially where such buildings are unsuitable for conversion without extensive alteration or rebuilding or where they involve a historic farm building; residential conversions can often have a detrimental effect on the fabric of such buildings.

11.51 Generally, any alteration to the exterior of a building should be kept to a minimum and dictated by its overall shape and fabric. Advice on the design standards expected will be given in the Council's Development Control Guidance. Any rebuilding should not exceed the 'footprint' of the original building. New openings such as doors and windows should be kept to a minimum and be sympathetic to the building. Domestic elements such as dormer windows and chimneys should generally be avoided. Particular care is also required to ensure that the setting of farm buildings themselves is not harmed as this can erode their character.

11.52 The policy takes into consideration factors associated with re-use which can be of note, where semi-industrial activities or the expansion of an enterprise is of a scale which erodes the landscape setting or tranquillity of the countryside. Intensification of uses such as farm shops (See Policy S14) or vehicle storage compounds could generate significant increases in vehicular movements and could lead to increased traffic using rural roads. Such developments will normally be resisted where there is an adverse effect on the surrounding area.

11.53 Because the appearance and landscape compatibility of the development are the essential considerations in the implementation of this policy, detailed applications for planning permission (rather than outline) will normally be required.

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### Recreation

CN12 PROPOSED RECREATION FACILITIES WILL BE ASSESSED ON THEIR APPROPRIATENESS TO THE RURAL AREA; MAJOR FACTORS IN THE CONSIDERATION OF PROPOSALS WILL BE:

- (i) THE SCALE OF CHANGE AND INTENSITY OF USE UPON THE EXISTING LANDSCAPE, AGRICULTURE AND FEATURES OF NATURE CONSERVATION IMPORTANCE;
- (ii) SUITABILITY OF ACCESS;
- (iii) THEIR ROLE IN ASSISTING THE CREATION OF THE GREAT NORTH FOREST; AND;
- (iv) THE EXTENT TO WHICH THEY SUPPORT POLICY L10.

11.54 The characteristics of the countryside which attract visitors include its natural beauty, its landscape diversity, its nature conservation interest, and those various natural resources which may be used for sport and recreation. Whilst the conservation of this environment is important, consideration must be given to the extent to which the public can enjoy it and to the contribution recreational uses can make to its conservation. Countryside recreation is increasingly popular - the Countryside Commission estimated that in 1990 80% of the population of England visited the countryside at some time during that year; in the case of the City this would equate to a figure of almost 240,000 people, though usage may be higher due to the relative closeness of other urban centres of population.

11.55 Active and passive recreation is a significant land use within the open areas of the City. Activities include walking, cycling and picnicking; provision for both horse riding and golf is fairly extensive but still fails to meet demand. A large number of recreational activities are to be found in the broad area between the River Wear and New Herrington particularly in the vicinity of Penshaw Monument, also around Springwell Village.

11.56 Control of the scale of such activities is important in achieving a balance between the retention of the countryside for its own sake and turning it into a 'theme' landscape. PPG17 states that sport and recreation activities in "rural" areas should be appropriate to, and in harmony with, the countryside. It stresses furthermore, that in assessing recreational proposals, local planning authorities should have regard to preserving or enhancing those rural characteristics which are important, whilst providing for the needs of the local community and economy as well as for other uses such as agriculture and forestry.

11.57 The City Council's Countryside and Access Strategy addresses a number of issues, including access; recreational facilities; promotion and community involvement. The policies are geared towards the following broad objectives:-

- \* improvement of the footpath, bridleway and cycle network with better signposting and promotion in line with the priorities of the Countryside Commission;
- \* building upon the achievement of the River Wear Trail through the completion of a network of themed heritage trails with appropriate interpretation and promotion;
- \* improved accessibility to the countryside for disabled people;
- \* support for the Great North Forest project;
- \* management of intrusive uses such as car parking and motor sports in appropriate locations.

11.58 In general, more intensive activities (such as those requiring accommodation for spectators or car parking) are likely to be inappropriate to rural areas as they would introduce "urban" forms of development into the landscape, though they may have a role to play in the reclamation and other use of derelict land where newly created landforms can harmonise/ integrate these activities. However the regional significance of certain developments (i.e. their specific locational needs in terms of catchment population or specific access to the trunk route network) will have to be weighed against the broad principle of appropriateness in terms of the environmental impact on the landscape and agriculture. Proposals for the development of golf courses will be assessed against those criteria contained in Policy L11.

11.59 The development of the Great North Forest could have a major role to play in the provision of sport and recreational opportunities for both local people and for the wider region. Low-key, informal recreation will be appropriate throughout the Forest area; more formal provision, or higher intensity activities, will need careful location, design and management to avoid undue intrusion or conflict with other interests, including agriculture and nature conservation. The GNF recreation strategy is therefore based on the creation of a range of major 'gateway' sites, six of which are located within the City - south of Follingsby, the Wear valley, Herrington Colliery, Rainton Meadows, Hetton Lyons/ Eppleton and Seaburn. The impact on the local landscape will be an important consideration.

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11.60 These 'gateways' offer vehicular/ public transport accessibility linked to a network of multi-user routes for walking, cycling and riding. They will vary in character; from major areas offering a wider range of facilities including information centres, basic refreshment facilities and toilets, to less intensively used sites providing access to the network and basic facilities such as car parking and information boards. They are not expected to be intensively developed with buildings.

### LANDSCAPE & WOODLAND

#### Views of the City

**CN13 THE CITY COUNCIL WILL PROTECT AND ENHANCE IMPORTANT PUBLIC VIEWS OF TOWNSCAPE, LANDSCAPE AND OTHER FEATURES OF VALUE (AS IDENTIFIED IN PART II), IN PARTICULAR AS PERCEIVED FROM TRANSPORT CORRIDORS AND WELL USED OUTDOOR VENUES. NEW DEVELOPMENT SHOULD BE LOCATED AND DESIGNED SO AS NOT TO UNDULY INTERRUPT OR PREJUDICE VIEWS OF RECOGNISED VALUE; OPPORTUNITIES TO ENHANCE SUCH VIEWS WILL ALSO BE TAKEN INTO ACCOUNT WHEN CONSIDERING PROPOSALS.**

**CN14 LANDSCAPING SCHEMES AND NEW DEVELOPMENTS PROMINENT FROM THE MAIN TRANSPORT ROUTES MUST BE LOCATED AND DESIGNED TO TAKE ACCOUNT OF THEIR IMPORTANT POSITION IN ENHANCING THE IMAGE OF THE CITY AND WILL BE RESISTED WHERE THEY WOULD SERIOUSLY DETRACT FROM IT. EXISTING USES WHICH DETRACT FROM VIEWS FROM THESE ROUTES WILL BE ENCOURAGED TO UNDERTAKE IMPROVEMENTS OR TO RELOCATE.**

11.61 The topography of the City varies widely; this permits 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. Viewpoints of recognised value are identified on the Proposals Map. These views make a substantial contribution to a quality environment and thus should be protected from intrusive developments. To this end, the impact of development at a distance needs to be fully appreciated at the planning stage. "Unduly interrupt or prejudice" will generally be interpreted as the obstruction or potential obstruction (e.g. by storage of goods or vehicles) of one-third or more of a presently existing view. As part of this general approach, consideration will be given, when the opportunity arises, to the demolition of derelict buildings in order to enhance, or open up, important views. These policies will be enforced by the City Council as local planning authority via the consideration of planning applications.

11.62 The image of the City held by residents and visitors is to a great extent determined by the impression gained from journeying through by road or rail. This is a factor which is given considerable emphasis in Strategic Guidance insofar as it has significant implications for the attraction for potential investment. The Plan therefore seeks to promote the City's attractiveness, particularly where it would assist tourism. Other policies encourage improvements to parts of certain main road corridors. This Policy is complementary to these in that it seeks to control the quality of buildings and other developments prominent from main routes. 'Main transport routes' comprise the strategic route network, main line railways and the proposed route of Metro, all of which are shown on the Proposals Map. Only developments *prominent* from these routes will be subject to CN14. This will normally be those within approximately 100 metres of the transport route, though exceptions could arise due to local topography and the scale of the proposal.

11.63 Policies CN13 and CN14 apply to all types of development, though proposals for large buildings or open storage, or for dense landscaping, are those most likely to require detailed consideration. Many Plan proposals are on the larger sites which are located in particularly prominent positions adjacent to main transport routes so that their development will have a major impact upon the townscape. Proposals and landscaping or tree planting schemes will therefore be required to relate both to the immediate surroundings and to wider views. For example, it would not be acceptable for a large building backing onto a main transport route to have a poor appearance just because this was the rear of the building. Higher quality will be expected in such cases than might be the norm in less prominent locations. The colour and texture of materials will be important, as will the means of boundary enclosure. Those existing buildings or land uses whose appearance severely detracts from the overall impression gained of the City may be encouraged to undertake improvement schemes, to redevelop or, as a last resort, to relocate to more suitable sites when the opportunity arises. The City Council may be able to offer financial assistance in some circumstances. Policies CN13/14 will be particularly important in relation to protecting and enhancing the quality of the Green Belt. It is recognised that certain uses are restricted in their choice of location, notably farm buildings and other structures may need to be erected on existing farmsteads. Whilst there may be



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little flexibility in the size and siting of such buildings, their impact on the landscape may be mitigated by the use of appropriately coloured and textured materials together with small scale landscaping.

### Woodlands and Forestry

**CN15 THE CITY COUNCIL WILL PERMIT DEVELOPMENTS, SCHEMES AND OTHER INITIATIVES WHICH ASSIST IN CREATING THE GREAT NORTH FOREST (ON LAND BETWEEN AND AROUND THE MAIN URBAN AREAS) AND WHICH ARE IN ACCORDANCE WITH OTHER POLICIES OF THIS PLAN. DEVELOPMENTS WHICH WOULD ADVERSELY AFFECT THE CREATION OF THE FOREST WILL BE RESISTED.**

11.64 The Great North Forest (GNF) is a joint initiative between the Countryside and Forestry Commissions and the five local authorities of Sunderland, South Tyneside, Gateshead, Chester-le-Street and Durham County. Its major objective is the long term restructuring of the countryside of south Tyne and Wear towards a robust, attractive and well-wooded landscape, providing extensive opportunities for recreation, education, nature conservation/ new habitats for wildlife as well as forestry and farming. About half of the Forest will be within the City taking in the open area running north-south between Sunderland and Washington/ Houghton-Hetton.

11.65 The GNF 'Forest Plan' will steer the overall creation of the Forest which will take place over the next 40-50 years. Overall, the average level of tree cover will be some 30%, but the actual intensity of new planting will be related to the landscape, topography and land utilisation of particular areas, involving a wide range of woodland types generally broad-leaved in character. The Plan stresses the need to relate new planting to variations in landscape. Uses and building developments (where approved) will be encouraged to incorporate tree planting and other elements to assist the creation of this Forest. The Forest Plan notes that the creation of the Forest is not a vehicle for allowing inappropriate new uses; new types of development must accord with overall rural and Green Belt Policies where these apply.

11.66 The City Council will implement (notably on its reclamation projects), and encourage additional tree planting and undertake woodland management schemes in support of this initiative. These are detailed in the Area Proposals. Assistance towards private initiatives will be pursued through Woodland Grants obtained through the Forestry Authority Woodland Grant Scheme.

**CN16 THE CITY COUNCIL WILL SEEK TO RETAIN AND ENHANCE EXISTING WOODLANDS, TREE BELTS AND FIELD HEDGEROWS. IT WILL UNDERTAKE AND ENCOURAGE PLANTING OF NEW TREE BELTS AND WOODLANDS, IN THE MAIN OF NATIVE SPECIES, IN ORDER TO:**

- (i) EMPHASISE AND ENHANCE THE BREAKS BETWEEN SETTLEMENTS IN ACCORDANCE WITH POLICY CN6;**
- (ii) SOFTEN THE HARD VISUAL EDGE OF THE URBAN AREAS;**
- (iii) ENHANCE THE MAIN TRANSPORT CORRIDORS, EMPLOYMENT AREAS AND WILDLIFE CORRIDORS (EXISTING AND PROPOSED);**
- (iv) FURTHER GREEN THE URBAN ENVIRONMENT (WHERE POSSIBLE);**
- (v) PROVIDE SHELTER BELTS TO SCREEN UNATTRACTIVE FEATURES, WHILST RETAINING AND ENHANCING PANORAMIC VIEWS;**
- (vi) ASSIST IN THE CREATION OF THE GREAT NORTH FOREST, ALSO THE ENHANCEMENT OF THE GREEN BELT.**

11.67 The City has only some 500 hectares of recent and mature woodland primarily restricted to the Wear Valley between North Hylton and Fatfield, together with a number of scattered denes. Outside the main woodland areas, tree cover comprises narrow belts, small blocks and young planting. The proportion of woodland (3.7%) is significantly lower than the national average (10.0%). The lack of tree cover in this part of the County was highlighted in the approved Structure Plan.

11.68 Private management is patchy, depending on the interests and the resources of the owner - a significant proportion of tree cover being unmanaged and in a relatively run down condition. There has been a steady loss throughout the City due to urban development and agricultural intensification during the 1970's and 1980's which has led to many hedges, copses and field trees being 'grubbed out'. Much of this, however, has been compensated by large scale reclamation schemes (50,000+ trees per scheme).

11.69 Woodlands and trees play an extremely important role in the landscape and environmental quality of an area. The City Council has adopted a range of policies in local plans and in the Tyne and Wear Nature Conservation Strategy (endorsed by the City Council in 1988) all of which reflect concern over the scarcity of trees and the lack of woodland management. It is essential that additional planting continues; that both new and existing woodlands are managed and protected to facilitate the widest range of visual, recreational, wildlife and

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economic benefits. In the main native species are to be encouraged to assist particularly the development and diversification of local wildlife. However, careful consideration will be given to new tree planting proposals to ensure that they do not adversely affect sensitive nature conservation sites and habitats e.g. Magnesian limestone grassland or wetland areas.

11.70 Overall, the aim is to "green" the environment, many of its policy aspects assisting in the creation of the Great North Forest. However tree planting can play an important role in the realisation of other policies of this Plan such as helping to maintain open breaks between settlements or screening obtrusive buildings. The 'greening' of the City can also assist in attracting inward investment especially when applied to softening the hard building edges of the urban area, by utilising large screen belts of appropriate species.

11.71 The Council will continue its own woodland planting and management of existing woodlands as finances allow. Tree planting will form an important aspect of its programme of its improvements to main transport corridors in the City with large scale planting schemes, where appropriate, adding to the total impact. Consideration will also be given to the inclusion of planning conditions which require the incorporation of tree planting on new developments especially in peripheral locations. Funding could be available from the City Council's own capital schemes.

**CN17 THE CITY COUNCIL WILL ENCOURAGE THE RETENTION OF TREES WHICH MAKE A VALUABLE CONTRIBUTION TO THE CHARACTER OF AN AREA BY THE MAKING OF TREE PRESERVATION ORDERS AND REPLACING TREES IN HIGHWAYS AND OTHER PUBLIC AREAS, WITH SPECIES WHICH HELP MAINTAIN THE CHARACTER OF THE LOCALITY. THE RETENTION OF TREES, HEDGES AND LANDSCAPE FEATURES IN ALL NEW DEVELOPMENT WILL BE REQUIRED WHERE POSSIBLE.**

11.72 This policy primarily relates to urban trees. The majority of street trees are found in the older residential areas such as Ashbrooke, though significant tree belts exist in some of the inter-war Council estates; parts of the Ford Estate, for example. These contribute greatly to the appearance of these residential areas and assist in the overall urban "greening". Road corridors which are lined with mature trees constitute attractive avenues leading into the heart of the urban area, being particularly important to the image of the City. Furthermore, new developments benefit greatly from the incorporation of existing trees and hedges into their layout; such features will be required to be retained unless it can be demonstrated that the particular site layout makes their retention impossible. Tree Preservation Orders (TPOs) are particularly important (currently there are over 100 TPOs in Sunderland) 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, and a policy of replacement of trees and new planting along transportation corridors will be implemented throughout the Plan period.

### NATURE CONSERVATION

**CN18 THE PROMOTION OF THE INTERESTS OF NATURE CONSERVATION WILL BE SOUGHT THROUGHOUT THE CITY; THE COUNCIL WILL WORK TOGETHER WITH NEIGHBOURING AUTHORITIES AND OTHER AGENCIES IN REGARD TO ASPECTS AFFECTING THE WIDER AREA. AREAS OF NATURE CONSERVATION INTEREST, PARTICULARLY THOSE OF NATIONAL IMPORTANCE, WILL BE PROTECTED AND ENHANCED; MEASURES WILL INCLUDE:-**

- (i) THE APPROPRIATE MANAGEMENT OF CITY COUNCIL OWNED LAND;**
- (ii) ENCOURAGING LANDOWNERS AND OCCUPIERS TO ADOPT MANAGEMENT REGIMES SYMPATHETIC TO NATURE CONSERVATION, ESPECIALLY IN WILDLIFE CORRIDORS;**
- (iii) MAKING PROVISION IN DEVELOPMENT PROPOSALS FOR PRESERVATION OF HABITATS OR CREATION OF COMPENSATORY HABITATS;**
- (iv) SEEKING OPPORTUNITIES IN DEVELOPMENT PROPOSALS OR OTHER SCHEMES FOR NEW HABITAT CREATION ON BOTH PUBLIC AND PRIVATE LAND;**
- (v) IMPROVING ACCESS AND PROVIDING INTERPRETATION TO APPROPRIATE SITES OF WILDLIFE INTEREST; AND**
- (vi) REFUSING INAPPROPRIATE DEVELOPMENT.**

11.73 Despite being a major urban centre, the City retains numerous sites of nature conservation interest. They comprise SSSI's, SNCI's, LNR's and RIGS. A number of wildlife habitats and other features of natural interest have been lost due to new development, to changes in agricultural practices, or lack of proper management. This is a national as well as a local problem. It was concern over these losses which led to the preparation of the Tyne and Wear Nature Conservation Strategy. The latter has five main aims which are incorporated within the UDP:-

- \* to identify rare habitats and species and to promote their protection and management;

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- \* to identify opportunities for nature conservation;
- \* to create and protect a network of wildlife corridors;
- \* to make areas of wildlife interest accessible to all people in the County;
- \* to generate interest and community involvement in natural history.

11.74 In 1992, the U.K Government, in signing the Convention on Biological Diversity at Rio de Janeiro was required to “develop national strategies, plans or programmes for the conservation of biodiversity”; i.e. the variety of life forms in the surrounding environment. The importance of the effective conservation of wildlife and natural resources has been further amplified in recent guidance. This is an important part of an approach to the protection of species and habitats which, locally, can be traced back to the Tyne and Wear Structure Plan. As part of the Council’s continuing commitment to this issue the matter is now being developed via a forthcoming Biodiversity Action Plan; the natural resources of the City will also be monitored via a State of the Environment Report (“Sunderland’s Environment”).

11.75 Policy CN18 is therefore allied to sympathetic management of features of natural interest which will assist in their retention and enhancement. This will provide not only protection for the individual conservation features in the particular areas, but will also be of educational and environmental value generally. Such considerations are instrumental in the designation of Local Nature Reserves in the City.

11.76 Derelict Land Grant Advice Note 1 stresses the conservation aspects of the land reclamation process, signifying a change in Central Government’s approach towards nature conservation. Also under the Countryside Commission’s “Countryside Stewardship” initiative and English Nature’s “Wildlife Enhancement Scheme”, incentives are available to landowners for management practices which enhance or restore valued habitats and landscapes. In this respect target areas in the City comprise:-

- \* Magnesian Limestone grassland - a rare habitat of national importance, locally confined to Sunderland, South Tyneside and the eastern part of Durham county;
- \* Freshwater wetlands and the River Wear Corridor;
- \* Coastal habitats; and
- \* Links between sites such as wildlife corridors.

11.77 The City Council maintains a Countryside Management Scheme which is supported by the Countryside Commission. The priorities are:-

- \* to protect and enhance Sunderland’s countryside through habitat management and creation on both public and private land;
- \* to increase public awareness and enjoyment of this resource by:-
  - i) a programme of countryside interpretation, and
  - ii) works to improve access to the countryside.

The main sources of funding for initiatives under this scheme are the City Council, Countryside Commission, English Nature and European Commission. Land Reclamation Programme funding may also be drawn upon, where appropriate.

11.78 In assessing the appropriateness of any particular development proposal, consideration will be given to its possible effects on sites and features of nature conservation importance and to the continuity of wildlife corridors. The potential nature conservation interest of a development site will be given consideration by the Council at the pre-planning application stage or on receipt of an application. Where appropriate, precautions to protect important habitats will be included in the proposals. Where the value of a habitat is considered to be outweighed by the need for development, and no reasonable alternatives to the loss of the habitat can be found then they should be fully compensated for by new habitat creation (commensurate with the nature/ value of the site) preferably within the immediate vicinity. These measures will be achieved either by means of planning conditions or section 106 agreements. New habitat creation will be pursued, particularly via community-based initiatives for local improvement schemes. Grant assistance for measures such as pond creation, sowing of wildflower meadows and tree planting is available from the Countryside Commission and Great North Forest initiative. Those sites of natural interest and wildlife corridors, protected under the following policies, are indicated on the Proposals Map.

CN19 SPECIAL AREAS OF CONSERVATION, SPECIAL PROTECTION AREAS AND RAMSAR SITES, EITHER DESIGNATED OR PROPOSED FOR DESIGNATION, WILL BE CONSERVED. DEVELOPMENT WILL NOT BE PERMITTED UNLESS;

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- (i) IT IS DIRECTLY CONNECTED WITH OR NECESSARY TO THE MANAGEMENT OF THE NATURE CONSERVATION INTEREST OF THE SITE;
  - (ii) IT WOULD NOT ADVERSELY AFFECT THE NATURE CONSERVATION INTEREST OF THE SITE EITHER DIRECTLY OR INDIRECTLY; OR
  - (iii) THE DEVELOPER CAN DEMONSTRATE THAT THERE ARE IMPERATIVE REASONS OF OVERRIDING PUBLIC INTEREST FOR THE DEVELOPMENT AND NO ALTERNATIVE SITE IS AVAILABLE.
- WHERE SUCH DEVELOPMENT DOES PROCEED, IT MAY BE SUBJECT TO PLANNING CONDITIONS AND OBLIGATIONS TO SECURE MITIGATION OR COMPENSATORY MEASURES, INCLUDING THOSE NECESSARY TO ENSURE THAT THE OVERALL COHERENCE OF NATURA 2000 IS PROTECTED.

11.79 The “international” importance of some sites is now being examined. The European Union has developed the Habitats Directive to meet the commitments made at the Rio Earth Summit. The Directive is European law which gives protection to certain rare and endangered habitats, plants and animals and provides for the creation of a network of protected areas across the European Union. Known as “Natura 2000”, this network will represent the best nature conservation sites in Europe. In England, most of these sites are already protected as SSSI’s. They will be given additional protection by being designated Special Areas of Conservation (SPA’s) or Special Protection Areas (SPA’s). Following advice from English Nature the Government is currently consulting on which sites are potentially suitable for SAC designation - a list of “candidate” SAC’s will subsequently be forwarded to the European Commission. In a local context, it is understood that parts of the magnesian limestone escarpment are potentially suitable for designation. English Nature will be consulted in instances where development could affect a designated SAC or SPA. Proposals likely to affect these features will be carefully assessed taking account of the advice of English Nature. Planning permission will only be granted if no alternative locations are available and the development has to be carried out for imperative reasons of overriding public interest. Such reasons would need to be sufficient to override the ecological importance of the designation.

- CN20 DEVELOPMENT WHICH WILL ADVERSELY AFFECT A DESIGNATED OR PROPOSED SITE OF SPECIAL SCIENTIFIC INTEREST EITHER DIRECTLY OR INDIRECTLY WILL NOT BE PERMITTED UNLESS NO ALTERNATIVE SITE IS REASONABLY AVAILABLE AND THE BENEFITS OF THE PROPOSED DEVELOPMENT WOULD CLEARLY OUTWEIGH:-
- (i) THE INTRINSIC NATIONAL IMPORTANCE OF THE DESIGNATION; AND
  - (ii) THE NATIONAL VALUE OF THE NETWORK OF SUCH SITES; AND IN ALL CASES;
  - (iii) ANY APPROPRIATE MITIGATION OR COMPENSATORY MEASURES ARE SECURED THROUGH THE USE OF PLANNING CONDITIONS OR WHERE APPROPRIATE, PLANNING OBLIGATIONS.

- CN21 DEVELOPMENT WHICH WILL ADVERSELY AFFECT A DESIGNATED OR PROPOSED LOCAL NATURE RESERVE, SITE OF NATURE CONSERVATION IMPORTANCE OR REGIONALLY IMPORTANT GEOLOGICAL/ GEOMORPHOLOGICAL SITE EITHER DIRECTLY OR INDIRECTLY WILL NOT BE PERMITTED UNLESS:-
- (i) NO ALTERNATIVE SITE IS REASONABLY AVAILABLE AND THE BENEFITS OF THE PROPOSED DEVELOPMENT WOULD OUTWEIGH THE REGIONAL OR LOCAL VALUE OF THE SITE; OR
  - (ii) ANY LOSS OF NATURE CONSERVATION OR EARTH SCIENCE INTEREST CAN BE FULLY COMPENSATED ELSEWHERE WITHIN THE SITE OR IN ITS IMMEDIATE ENVIRONS THROUGH THE USE OF PLANNING CONDITIONS AND, WHERE APPROPRIATE, PLANNING OBLIGATIONS.
- ALSO, IN THE CASE OF AN LNR, THE EFFECTS OF A PROPOSAL WILL BE CONSIDERED AGAINST THE NEED TO PROTECT THE FOLLOWING:-
- (i) THE ECOLOGICAL INTEGRITY OF THE LNR;
  - (ii) THE CONTRIBUTION THE LNR MAKES TO EDUCATION ABOUT OR ENJOYMENT OF WILDLIFE AND NATURE CONSERVATION; AND
  - (iii) THE PROPER MANAGEMENT OF THE LNR.

11.80 The protection of wildlife species and habitats is particularly important in an urbanised area where sites can often be threatened by pressures and effects of development. In endorsing the Tyne and Wear Nature Conservation Strategy, recommendations for action to safeguard and protect important wildlife sites were agreed. There are three categories of these sites:-

**Sites of Special Scientific Interest (SSSI’s).** These are of national importance for their flora, fauna, or geological interest and thus are afforded special protection under the Wildlife and Countryside Act 1981. There are 16 SSSI’s within the City, representing almost half of all such sites in Tyne and Wear.

**Local Nature Reserves (LNR’s).** Sites which are considered by the local authority and English Nature as having nature conservation, amenity or educational value can be protected by designating them as LNR’s under the National Parks and Access to the Countryside Act 1949. The City’s first LNR - at Barmston Pond in Washington

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- was declared in 1993 and other sites at Fulwell Quarries, Hetton Bogs, Joe's Pond, North Hylton Riverside and Tunstall Hills are being considered for similar designation.

**Sites of Nature Conservation Importance (SNCI's).** These do not have statutory protection but are recognised on account of certain features which make them significant in a county or regional context. There are 68 SNCI's scattered throughout the City, many are of botanical interest while some support significant bird and amphibian populations. Over 25% of all such sites in Tyne and Wear are situated in Sunderland.

11.81 English Nature is now promoting the establishment of **RIGS (Regionally Important Geological and Geomorphological Sites)** which are the earth-science equivalent of non-statutory sites of wildlife value (SNCI's), and are considered worthy of protection for their educational, historical or aesthetic importance as well as their intrinsic geological interest. Four sites are being considered for designation; Roker Cliffs/ Parsons Rocks (due to its magnesian limestone cliffs and 'Cannonball' limestone), a 'tufa' (a dome-shaped deposit formed by the evaporation of calcium carbonate laden water) situated by the old harbour wall on the North Dock, also Ryhope Beach (sea cliff with wave-cut rock platform) and Houghton Hill (cut and scarp).

11.82 SSSIs, LNR's, SNCIs and RIGS are therefore those areas having the best examples of major habitat types, flora and fauna and geological features, not only within the local context but also in many cases at a regional and national level (the Magnesian Limestone Escarpment and Reef Limestone outcrops). It has not always been possible to protect SSSI's and SNCI's. Since 1986 when the last major review was undertaken two SSSI's and eight SNCI's have been adversely affected or lost completely. The majority of these are generally located in open space or Green Belt locations; one site within the Nissan compound may be modified to permit the essential expansion of the Company's activities but this will be subject to compensatory habitat creation elsewhere within the complex.

11.83 The Council's concern for these features means that emphasis will be placed on their preservation and protection when development proposals are being considered. In their consultation responses to the Draft Plan, both English Nature and the DoE advocated a protective hierarchical approach to such important features. SSSI's have statutory protection, and safeguards introduced under Circular 1/92 and this is reiterated in PPG9 which requires local planning authorities to consult English Nature on any schemes which may affect them. DoE Circular 15/88 (Environmental Assessment) advises that consideration should be given to the need for an Environmental Assessment for any Schedule 2 development likely to have significant effects on the special character of an SSSI by virtue of its size, nature or location. The Durham Wildlife Trust will be consulted where SNCI's are concerned.

11.84 The protection of nature conservation interests will be a material consideration in determining planning applications. Consideration will be given to the possible impact of proposed development in terms of the likelihood of trespass, interference with the water table or similar resultant drainage problems/ pollution, and upon any implications or restrictions regarding access to the site or feature. Planning applications will be determined in accordance with the type of designation outlined above.

11.85 Permission shall not be refused if development can be subject to conditions that will prevent damaging impacts on wildlife habitats or important physical features, or if other material factors are sufficient to override nature conservation considerations. In the City's case it could be where development is in the wider interests of the City or the region such as an exceptional industrial development or major improvements to infrastructure. Where there is a risk of damage to a designated site consideration will be given to the use of conditions or planning obligations under section 106. Conditions could be used, for example, to require areas to be fenced or banded off to protect them, or to restrict operations or uses to specific times of year. Planning obligations could also accompany permissions in order to secure long-term management, to provide management funds, or to provide nature conservation features to compensate for any such features lost when development takes place.

CN22 DEVELOPMENT WHICH WOULD ADVERSELY AFFECT ANY ANIMAL OR PLANT SPECIES AFFORDED SPECIAL PROTECTION BY LAW, OR ITS HABITAT, EITHER DIRECTLY OR INDIRECTLY, WILL NOT BE PERMITTED UNLESS MITIGATING ACTION IS ACHIEVABLE THROUGH THE USE OF PLANNING CONDITIONS AND, WHERE APPROPRIATE, PLANNING OBLIGATIONS, AND THE OVERALL EFFECT WILL NOT BE DETRIMENTAL TO THE SPECIES AND THE OVERALL BIODIVERSITY OF THE CITY.

11.86 Certain plant and animal species, including all wild birds, are protected under the 1981 Wildlife and Countryside Act. The schedules to the Act relating to such protected species are reviewed regularly and changes notified to the City Council. Some other animals are protected under their own legislation (e.g. the Protection of Badgers Act 1992). Similarly, the EC Habitats Directive also lists protected species; it is an offence to deliberately kill or injure such species or destroy their resting places or breeding sites. Listed plant species are also protected.

## CN 11 Countryside and Nature Conservation

11.87 PPG9 states that the presence of a protected species is a material consideration when considering a development proposal which, if carried out, would be likely to result in harm to the species or its habitat. English Nature will be consulted on applications affecting such features. Consideration will be given to attaching appropriate planning conditions or entering into planning obligations under which the developer would take steps to secure the protection of the species. This could include a requirement for monitoring to ensure that any mitigatory works are successful in the longer term.

### Wildlife Corridors

CN23 WITHIN THE WILDLIFE CORRIDORS AS INDICATED ON THE PROPOSALS MAP:-

- (i) MEASURES TO CONSERVE AND IMPROVE THE ENVIRONMENT WILL BE ENCOURAGED USING SUITABLE DESIGNS TO OVERCOME ANY POTENTIAL USER CONFLICTS;
- (ii) DEVELOPMENT WHICH WOULD ADVERSELY AFFECT THE CONTINUITY OF CORRIDORS WILL NORMALLY BE REFUSED;
- (iii) WHERE, ON BALANCE, DEVELOPMENT IS ACCEPTABLE BECAUSE OF WIDER PLAN OBJECTIVES, APPROPRIATE HABITAT CREATION MEASURES WILL BE REQUIRED TO MINIMISE ITS DETRIMENTAL IMPACT.

11.88 The Tyne and Wear Nature Conservation Strategy introduced the concept of Wildlife Corridors. It is believed that by linking urban green areas to the surrounding countryside, it is possible to maintain or create 'corridors' along which wildlife movement and colonisation can take place. Such links include Strategic Wildlife Corridors (connecting towns with major rural areas) and Local Wildlife Corridors (which run largely within the urban areas). Certain rivers and streams and disused railway lines in the City also have an important function in this respect.

11.89 The main reason for retaining a network of wildlife corridors connecting together existing sites of nature interest is to overcome the problem of species isolation; allowing migration and colonisation between the semi-natural habitats of the rural environment and the urban area. By maintaining their continuity, promoting improved links and resisting severance, an effective 'green' network can be created to link town with country. A greater variety of species will thereby be encouraged. The importance of maintaining and improving these corridors was stressed in Strategic Guidance and has been emphasised in the EEC 'Habitats Directive'.

11.90 Corridors will be enhanced primarily through various initiatives e.g. environmental improvements to transport corridors, the introduction of appropriate tree species as part of reclamation schemes, as well as through the Great North Forest project. Corridors are also a 'target area' for incentives under the Countryside Commission's "Countryside Stewardship" scheme. The corridors continuity will be maintained by the Council in its role as local planning authority; however certain strategic corridors are broad areas of countryside where it would be inappropriate to refuse all new development. The specific impact on each of any proposed development will be assessed by consultation with the appropriate agencies e.g. the Durham Wildlife Trust and English Nature. When developments are allowed, appropriate mitigatory measures or conditions will be applied by the local planning authority.

# M 12 Minerals and Waste Disposal

## CHAPTER 12

12.1 The City possesses a variety of valuable mineral resources which play a part in meeting local, regional and national requirements. Mineral extraction has been one of the most significant activities shaping the development of the City over the past two centuries. Extraction has transformed the landscape, leaving behind huge quarry voids and colliery spoil heaps. Many of the City's communities either grew up to serve the coal industry or owe their present size and importance to its influence.

12.2 Mineral extraction and waste disposal are frequently linked together, because the voids which result from quarrying and mining can often provide suitable sites for the disposal of large quantities of waste, hence the joint consideration of these matters in this chapter. Once infilling is complete, a site can then be reclaimed for a variety of end-uses.

## MINERALS

12.3 The term 'minerals' encompasses 'non-energy' minerals such as aggregates and building stone, and 'energy' minerals such as deep-mined and opencast coal, oil and natural gas. Sunderland is relatively rich in limestone resources and has workable deposits of sand and gravel, sandstone and coal. It is also within an area in which oil and gas deposits may possibly be found.

### Non-energy Minerals

12.4 Non-energy minerals can be conveniently divided into aggregates and non-aggregates. Aggregates are bulk materials used in the construction industry for purposes such as making concrete, road surfacing, mortar, etc or in constructing foundations and embankments. The main types of 'primary' aggregates are sand and gravel (both land-won and marine dredged), and crushed rock (mainly limestone). 'Secondary' aggregates are waste materials such as minestone, crushed coal, pulverised fuel ash, and demolition and construction arisings. Recycled aggregates include materials such as asphalt road planings. Non-aggregate minerals are those used as raw materials in industrial processes such as clay in brick-making and limestone in steel-making, or as building stone.

12.5 Over the past decade, Sunderland's main contribution to meeting local, regional and national requirements has been in providing Permian yellow sand and crushed rock from quarries on the magnesian limestone escarpment. These quarries have now reached, or are approaching, exhaustion and there are no extant permissions for wholly new quarries.

12.6 The locations of major potentially workable non-energy mineral resources, shown in Fig. 12.1, do not represent proven reserves, but rather include deposits which although not, perhaps, currently exploitable, may have some conceivable long term future use where environmental and other constraints allow. Fig. 12.1 is intended purely as a factual statement of local geology and permitted workings and is not to be taken as a statement of Council policy towards applications for mineral extraction in the areas shown. Of the different types of mineral shown, magnesian limestone covers the greatest area and is found mainly to the east of the limestone escarpment in the vicinity of High and Low Moorsley, Hetton Downs, Newbottle and Penshaw. Existing and former quarries on the escarpment are located at Houghton, Field House and Eppleton. Second most prevalent are sand and gravel deposits which are found in the Burdon, Warden Law and Eppleton areas. Thirdly, basal Permian sand deposits are found adjacent to the limestone deposits at High Moorsley, Hetton Downs, Houghton-le-Spring, Newbottle, New Herrington and Penshaw. Finally, workable sandstone deposits are found in the Springwell area.

### Energy Minerals

12.7 Coal can be worked by opencast methods where deposits lie close to the surface; any future extraction in the City is likely to be by such means. A major constraint to opencasting is the magnesian limestone escarpment extending from Downhill to High Moorsley (shown on the Proposals Map as the eastern limit of the shallow coalfield area). Opencast working east of the escarpment is restricted by the limestone strata which reach depths of up to 400m. West of the escarpment, opencasting is likely to affect areas of countryside which are often of landscape value or covered by such designations as SSSI's. However, there are cases, particularly where there has been earlier mining resulting in some degree of surface dereliction, where opencasting and subsequent restoration might provide environmental benefits.

# M 12 Minerals and Waste Disposal

## WASTE DISPOSAL

12.8 'Waste' arises from a variety of sources. The major types are household, commercial/ industrial refuse and building rubble. Other more problematic forms include hazardous industrial/ clinical waste, and sewage sludge.

12.9 Recent legislation has introduced major changes in the way in which waste disposal is operated and managed. The 1990 Environmental Protection Act separated the local authority functions of waste regulation and waste disposal, requiring the latter to be contracted out to 'arm's-length' Local Authority Waste Disposal Companies (LAWDC's) or to the private sector. As a result, local authorities no longer have a direct operational role in waste disposal sites.

12.10 The City Council is now required to place contracts by competitive tender for waste disposal arrangements/facilities in respect of the waste it collects. The unit price is the most significant factor in the disposal of this municipal waste although haulage costs, environmental effects and the capacity for recycling may also be taken into account. All of the landfill sites currently under contract are located outside the City boundaries, a reflection largely of economic factors.

### Types of Waste

12.11 **Household and Commercial** - Most household and commercial/industrial refuse collected and disposed of by the City Council (113,000 tonnes in 1993/94) was previously incinerated at Beach Street. The incinerator was closed in 1993 because the cost of modernisation to meet new EC emission standards was found to be prohibitive. Such waste is now landfilled at privately-operated sites outside the City, predominantly at Birtley.

12.12 **Construction** - Rubble resulting from construction, demolition and excavation is generally inert but bulky and is either re-used as fill in new construction projects or landfilled. Several major voids - Fulwell Quarry, Ford Quarry and most recently Warden Law Quarry - have been reclaimed by infilling with this material.

12.13 **Hazardous and Clinical** - The majority of hazardous liquid waste arising in Sunderland and the rest of Tyne and Wear is presently landfilled at Ryton-Greenside Quarries (in Gateshead) or in the adjoining counties of Durham and Northumberland; some is sent to other counties for treatment. The availability of landfill sites in adjoining counties is becoming increasingly limited, leading to increased commercial interest in developing land-based incineration plants to serve the Region. Clinical waste from Sunderland's hospitals is sent to Newcastle for treatment.

12.14 **Sewage and Sewage Sludge** - Except for a very small part of Washington which drains into Chester-le-Street District, the City is served by three main sewage treatment works, at Hendon, Sedgelych and Washington (Barmston) (see fig. 12.2). Major investment is required to enable the sewerage system to accommodate the increased demands placed upon it by existing and proposed development and the implementation of EC directives. The latter will require full treatment of sewage at land-based sites, bringing to an end the use of long outfalls for preliminary-treated sewage and the sea dumping of sludge. The Hendon works falls short of the new standards whilst Sedgelych also needs to be up-graded. In addition, the Sedgelych and Washington works are understood to be at or approaching capacity and may require additional investment in plant for this reason.

12.15 The combined effect of the new requirements will be to double the amount of treated sewage sludge produced, at the same time that the traditional means of disposal is ruled out. A range of methods exist for land-based disposal, including incineration, landfill, spreading on farmland (except where sludge is contaminated with toxic industrial waste), and composting as an additive to industrial waste. The long-term solution in this respect has still to be resolved.

### Waste Recycling

12.16 Present facilities for recycling are mainly small-scale local collection points sited adjacent to schools and large supermarkets. They currently include paperbanks at 24 locations, bottle bins at ten locations, textile banks at eight locations and canbanks at Sainsbury's supermarket on Silksworth Lane, Morrison's at Seaburn, and the Galleries at Washington. Larger vehicle and industrial metal waste is treated at scrapyards registered with the Environment Agency; there were 19 such sites in the City at June 1997.



# M 12 Minerals and Waste Disposal

## Existing and Potential Voidspace

12.17 Major landfill sites currently operating within the City are at Houghton Quarry and within the worked-out portion of Springwell Quarry. Further opportunities for new landfill sites could be provided during the Plan period at Eppleton Quarry and through the working-out of Field House and Hetton Moor Farm quarries.

**Table 12.1 : Existing and Potential Voidspace April 1997**

Quarry	Existing or potential void (million cubic metres)	Cessation of Quarrying
Eppleton Quarry	2.75	Ceased
Field House Quarry	1.40 <sup>1</sup>	By 2000
Houghton Quarry	3.69	Ceased: infilling begun 1997
Springwell Quarry	1.00+ <sup>2</sup>	After 2036

1 Being developed: figure is volume stated in 1997 application for determination of conditions  
 2 Being developed: figure is volume currently licensed for waste disposal

Source: Planning Service records

12.18 The quarry voids are a scarce resource and priorities will need to be determined if they are to be used for the most appropriate waste at the most appropriate time. Any proposals will need to be assessed in the light of the Environment Agency's policy for groundwater protection, to ensure that pollution of aquifers does not occur.

## PLANNING POLICY CONTEXT

### Minerals

12.19 Government policy on mineral extraction is set out in the Minerals Planning Guidance Note series (MPG1 to MPG15 - see Glossary). Following its approval in 1989, the Tyne and Wear Minerals Local Plan, together with the Structure Plan, provided the statutory framework for control over the working of non-energy minerals in the County. Policies in the Minerals Plan were designed to ensure that local, regional and national supply requirements were met insofar as this could be reconciled with maintaining the environment of the County, and that mineral deposits which might be required in the long-term were safeguarded against forms of development that would have caused their unnecessary sterilisation. The Plan did not propose sites for new quarries in the City but did contain proposals for existing quarries, allowing for extraction, reclamation and after-use at Field House and Springwell, limited growth at Eppleton and the reclamation of Warden Law Quarry. Its policies and proposals were intended to cover the period up to 2001. Strategic Guidance indicated that UDP's should have regard to the provisions of the Minerals Plan.

12.20 The regional context for the aggregate sector of non-energy minerals planning is set by the Northern Region Working Party on Aggregates (NRWPA). The 1991 NRWPA Regional Commentary concluded that permitted reserves were sufficient to cater for the estimated demand in the short term and that a regional "status quo" would meet demand for aggregates to the year 2011. It considered that the expected deficiency in supplies of crushed rock in Tyne and Wear could be met from elsewhere in the Region, subject to possible environmental, traffic and landbank implications to be further investigated.

12.21 MPG6 (Guidelines for Aggregates Provision), published in April 1994, provides guidance on the provision of aggregates in England. On the basis of anticipated demand, it estimates that the Northern Region would need to produce 245 million tonnes (mt) of aggregates from primary landwon sources between 1992 and 2006. The guidance requests mineral planning authorities (MPA's) in the Northern Region collectively to make provision in their development plans for 50mt of sand and gravel and 195mt of crushed rock. It also requests that landbanks of these minerals equivalent to at least seven years' extraction be maintained for appropriate local areas.

12.22 The apportionment of the Government's guidance figures within the Region has been completed by the MPA's, with the advice of the NRWPA. The sub-regional apportionment is generally achieved on a County basis, with, in the past, local production from quarries in Sunderland counting towards Tyne and Wear's contribution. The County basis remains appropriate for sand and gravel production but is no longer appropriate for Magnesian limestone, which is Tyne and Wear's main contribution to crushed rock supplies. The Inspector's report on the Tyne and Wear Minerals Local Plan accepted that Tyne and Wear is a highly urbanised area whose boundaries

## M 12 Minerals and Waste Disposal

have little relevance to the operation of markets for aggregates. A single landbank for crushed rock from the Magnesian limestone escarpment will therefore apply, consistent with the NRWPA's single apportionment figure for this mineral. The apportionment/landbank areas to which quarries in Sunderland will contribute are as follows:

- \* **Sand and gravel** - Tyne and Wear remains the appropriate local area for the apportionment exercise and the application of a County landbank. Permitted reserves in Tyne and Wear are equal to the forecast demand - 8 million tonnes, equivalent to some 14 years' supply (Aggregates Monitoring 1994).
- \* **Crushed rock (magnesian limestone)** - The NRWPA recognises that, for magnesian limestone, local circumstances necessitate combining figures for Tyne and Wear with those for Co. Durham (See Fig.12.3). Permitted reserves in Tyne and Wear amounted to 2.7 million tonnes at the start of 1994, which represents approximately 5 years supply at current rates of extraction.

The general approach of the Tyne and Wear Minerals Local Plan therefore remains an appropriate basis for the minerals policies of the Tyne and Wear UDPs.

12.23 With regard to energy minerals (in Sunderland presently coal but potentially including oil and gas), the Government considers that it is not for the planning system to seek to set national limits on or targets for any particular source or level of energy supply. Instead, Government policy is based on striking a balance between the economic importance of these minerals and the protection of the environment. Specifically with regard to oil and gas, Government policy is to encourage exploration for and production of the country's own reserves where this is compatible with environmental objectives. Strategic Guidance refers authorities to the advice given in Circular 2/85 (Oil and Gas Operations).

### Waste Disposal

12.24 Current Government policy towards land-use planning for waste disposal is influenced by the EC Waste Framework Directive (1975, amended 1991). This sets out a number of objectives which are to be implemented through UK control regimes for waste, which include the town and country planning system. The Directive is transposed into English law by the Waste Management Licensing Regulations 1994. These Regulations require the competent authorities to discharge specified functions in relation to waste recovery/disposal so as to meet 'relevant objectives'. The relevant objectives likely to be applicable in a planning context relate to:

- \* ensuring that waste is recovered or disposed of without using processes or methods which could harm the environment and in particular without causing nuisance through noise, or adversely affecting the countryside or places of special interest;
- \* implementing, so far as material, any development plan; and
- \* (in relation to waste *disposal* only) establishing an integrated and adequate network of waste disposal installations, enabling the EC as a whole to become more self-sufficient in waste disposal, and enabling waste to be disposed of at one of the nearest appropriate installations.

12.25 EC directives aimed at improving air and water quality will also affect waste disposal practices. The 1989 Directive on the Reduction of Air Pollution from Existing Municipal Waste-Incineration Plants imposes new standards for emissions from some types of incinerator whilst the Bathing Waters Directive and the Urban Waste Water Treatment Directive control the dumping of waste (including untreated sewage) at sea.

12.26 In regard to the recovery of waste, the White Paper 'This Common Inheritance' set a target to recycle at least 50% of all recyclable material by the year 2000 (which equates to a quarter of all household waste). The 1990 Environmental Protection Act places a duty on the City Council as waste collection authority to prepare a Waste Recycling Plan, which was published in draft in 1992. The Government has further elaborated its strategy for sustainable waste management in the White Paper 'Making Waste Work', published in December 1995 (See Table 12.2).

**Table 12.2: Selected Targets from the Government's Sustainable Waste Management Strategy**

* *	Recycle or compost 25% of household waste by 2000
* *	Achieve easily accessible recycling facilities for 80% of households by the year 2000
* *	40% of domestic properties with a garden to carry out home composting by the year 2000
* *	Recover value from 40% of municipal waste by 2005

## M 12 Minerals and Waste Disposal

- \* \* Reduce the proportion of controlled waste going to landfill from 70% to 60% by 2005
- \* \* Increase use of recycled and secondary materials in construction from 30 mt to 55 mt a year by 2006

Source: White Paper 'Making Waste Work', December 1995

12.27 PPG23 also refers to the role of the development plan system in achieving the aforementioned objectives. Essentially, development plans, including the UDP, should:

- \* set out planning criteria for the acceptability of sites for landfill and for improving the environmental acceptability of waste management facilities in general
- \* take account of the availability of industrial areas suitable for incinerators and other waste facilities
- \* have regard to the potential for rail or water access to waste sites
- \* identify sites with spare capacity and, where appropriate, new sites, also broad areas suitable and unsuitable for waste treatment/disposal.

### UDP MINERALS AND WASTE DISPOSAL STRATEGY

12.28 Both mineral extraction and waste disposal require large areas of land and can give rise to adverse environmental effects, such as disturbance from site traffic. It is therefore important that their relationship to other land-uses is considered in the UDP, balancing need, economic benefits and employment generation against environmental impact and seeking to minimise any potential nuisance.

### Minerals

12.29 As mineral planning authority, the City Council is asked to make an appropriate contribution to meeting demand, subject to local environmental considerations. Policies should be designed to allow consideration of mineral applications on their individual merit, having regard to other policies for the environment, agriculture, the economy and the need for the mineral. These considerations should particularly take into account the urbanised nature of Sunderland and of Tyne and Wear in general.

12.30 *Non-energy minerals* - The general approach of the Tyne and Wear Minerals Local Plan, together with the related elements of the Structure Plan, remains relevant and its key points are incorporated into the UDP. Its assumptions will need to be kept under review to ensure that they remain valid in the context of the sub-regional apportionment (see Table 12.3).

12.31 *Energy minerals* - The need to plan for new deep mine facilities would no longer appear to be an issue, but land west of the magnesian limestone escarpment (defined on the Proposals Map) could be of interest to opencast coal operators. Following privatisation, the initiative for extraction will come from private operators licensed by the Coal Authority, the body now responsible for owning and managing coal resources. On-shore oil and gas extraction is a possibility which it is prudent to plan for. The UDP establishes criteria for evaluating proposals relating to the extraction of energy minerals, elaborating on Objectives MOi and MOii.

### Waste Disposal

12.32 Efforts to reduce the quantity of waste produced and to recycle materials will help to ease the pressure on existing disposal sites but they will not remove altogether the need for new ones. There will also be a continuing need for special treatment of more difficult types of waste.

12.33 Present uncertainties surrounding national and regional strategies for waste management mean that the UDP cannot provide a clear land-use statement on all these matters. Therefore, it is intended that the Plan pursues a strategy based on assessment of proposals by criteria.

12.34 The City cannot be wholly self-sufficient in all waste disposal (particularly as regards those forms of waste requiring special treatment, where the necessary facilities are unlikely to be provided on less than a regional basis). The same will be true of other areas in the Region, hence the regional pattern of waste movements will include some imports as well as exports across the City boundary. The Council will give emphasis to the disposal of waste generated within the City, and will seek to minimise both import and export of materials, in accordance with the 'proximity principle', under which waste should be disposed of (or otherwise managed) close to the point

## M 12 Minerals and Waste Disposal

at which it is generated (see PPG23, para. 2.3). However, the City may need to contribute to the provision of facilities to meet regional or national needs which justify an exception to these general rules.

12.35 The UDP's consideration of waste disposal matters is based on the following two principles:

- \* policies for the disposal of bulk organic and inert materials should seek to minimise the amount of material and its travelling distance, use appropriate routes, and ensure site management agreements so as to avoid adverse environmental effects;
- \* policies for disposal of various toxic and polluting wastes should be geared to providing appropriate criteria to ensure the maximum environmental protection. In particular, they should seek to limit the import of waste generated from outside the City.

### POLICIES

#### Non-Energy Minerals

**M1 EXTRACTION OF NON-ENERGY MINERALS WILL BE PERMITTED AS ALLOWED BY EXISTING PLANNING PERMISSIONS AND OTHER RIGHTS AND NORMALLY WHERE MINERALS ARE WORKED AS A SECONDARY PRODUCT TO OPENCAST COAL. OTHER PROPOSALS FOR EXTRACTION WILL BE TREATED ON THEIR MERITS IN ACCORDANCE WITH POLICIES M2, M3, M7, M8, M10 AND M12.**

12.36 The City has a long history of quarrying for crushed rock, sand and gravel. Many former and existing quarries have been located on the magnesian limestone escarpment, where much of the land is now subject to statutory and non-statutory environmental designations on account of its nature conservation importance.

12.37 There are three quarries currently being worked in Sunderland (see fig. 12.1). Most have been a source of planning problems due to local impact through noise, vibration and poor access. Extraction at Field House and Hetton Moor Farm quarries is expected to cease before 2001; the extraction of building stone at Springwell may continue, however, into the next century, though restoration will take place progressively in the intervening period. A quarry was recently re-opened at Warden Law under an old planning permission related to the former Warden Law Quarry but it has now been closed and the site re-instated. A further area nearby has planning permission for sand and gravel extraction. There are no other recorded permissions capable of implementation but amendments to existing permissions will be favourably considered provided that they raise no new environmental or other issues of concern.

12.38 The Tyne and Wear Minerals Local Plan, which looked to 2001, did not identify any sites for new quarries in Sunderland and no new sites for aggregate extraction are identified in the UDP. MPG1 seeks to reconcile mineral working with other claims on land: a balance has therefore to be struck between mineral extraction and the protection of the environment. Further resources do exist in the City and some have been safeguarded against sterilisation by development (see M3), but the difficulty remains to balance the need for extraction against its likely environmental and other effects. In his report on the Inquiry into the Minerals Plan, the DoE Inspector accepted that Tyne and Wear is a highly urbanised area whose boundaries have little relevance to the operations of the market for aggregates or any other minerals. He also noted the adequacy of permitted reserves elsewhere in the Region. For these reasons, no proposals for new quarries have been made. New areas for extraction may need to be considered if supplies from elsewhere in the Region become insufficient to meet Government guidelines.

12.39 Much of the land in Sunderland with potentially workable mineral resources is situated adjacent to or prominent from residential and other development. Mineral working close to some parts of the built-up area would have a totally unacceptable impact on local amenity due to noise, dust, inadequate access roads, etc. Other areas provide valuable recreation facilities which should be safeguarded. Conflict with established land uses in this way is regarded as a major constraint on future mineral working.

12.40 In addition, it is clear that much of the land within potential mineral resource areas is visually sensitive and may include areas either of higher quality agricultural land or of nature conservation interest. The effect on nature conservation resources represents a strong constraint against working, particularly where SSSIs are involved (see CN20). The grasslands of the magnesian limestone escarpment, for example, are of national importance for their botanical interest. The effect of extraction on the visual environment is regarded as a relative constraint to future working, since the impact in many cases may be significantly reduced by advance landscaping works, phased restoration and aftercare treatment.

## M 12 Minerals and Waste Disposal

12.41 Only land that is not seriously affected by these environmental constraints and has not been otherwise sterilised by conflicting land uses might be considered as suitable for future quarrying. Where objections remain, the applicant will have to show that extraction is necessary to maintain an appropriate landbank and that the shortfall cannot be made up elsewhere within the area for which the appropriate landbank is defined (see M2 and paras. 12.44-12.46).

12.42 Non-energy minerals are sometimes found in association with coal suitable for opencasting. Where the primary extraction of coal is acceptable, such minerals should also be taken out, provided that the period of extraction is not unreasonably lengthened, and satisfactory restoration of the site can still be achieved. Extraction in these circumstances can make a worthwhile contribution to supply without increasing environmental damage (see M11).

12.43 M1 will be implemented through consideration of monitoring of sales and planning consents by the NRWPA and by the City Council as mineral planning authority.

**M2 THE CITY COUNCIL, IN CONJUNCTION WITH THE OTHER FOUR DISTRICTS IN TYNE AND WEAR AND WITH OTHER AUTHORITIES IN THE NORTHERN REGION, WILL AIM TO MAINTAIN, FOR THE APPROPRIATE AREA, LANDBANKS OF RESERVES (WITH PLANNING PERMISSION), OF SAND AND GRAVEL EQUIVALENT TO AT LEAST SEVEN YEARS EXTRACTION AND OF CRUSHED ROCK EQUIVALENT TO AT LEAST TEN YEARS EXTRACTION. THIS WILL BE DONE IN THE CONTEXT OF THE REGIONAL COMMENTARY AND ANNUAL REPORT OF THE NORTHERN REGION WORKING PARTY ON AGGREGATES.**

12.44 MPG6 requests that a sufficient stock of permitted reserves be maintained for all aggregate minerals. The aim should be to provide for the release of land to maintain a stock of permissions, for an appropriate area, sufficient for at least seven years' extraction in respect of sand and gravel; a longer period may be appropriate for crushed rock. The provision to be made in each authority's Plan is to be justified not only in relation to this Government guidance, but also in relation to all other relevant considerations affecting the planning of the area (see MPG6 paras. 53, 68, 80, 86). Some of these have been discussed under Policy M1 above. The phrase 'at least' provides flexibility for the comprehensive working of an area of mineral resources to be permitted notwithstanding that it would increase the supply to more than the minimum requirement. It is not intended as a justification for maintaining the supply above the minimum where there are over-riding objections to permitting an extraction proposal, nor does the general commitment to maintain a landbank remove the Council's discretion to refuse planning permission should there be over-riding objections. Government guidance states that landbank calculations and estimates of real supply can seldom be exact and decisions on individual applications should not be determined on an over precise calculation of whether supply matches the requirement.

12.45 For sand and gravel, Tyne and Wear remains the appropriate local area for maintaining a landbank. A very strong case will be required before further land-based workings, primarily for these materials, are permitted within Sunderland. This is in view of the land allocated for glacial sand and gravel extraction in the Ryton/Greenside area within Gateshead and permitted at Warden Law, also existing licences for marine extractions and existing landing and treatment facilities. The agreed Tyne and Wear landbank amounts to 14 years supply. It is therefore considered that no further permissions in Sunderland will be required during the Plan period.

**Table 12.3: Sub-regional Apportionment of Aggregates Output 1992-2006 (million tonnes)**

	Sand & gravel	Magnesian limestone	Other crushed rock
Cleveland	*	6.8	0
Cumbria	15.5	0	68.2
Durham	11.0	59.1*/**	19.9
Northumberland	15.5	0	41
Tyne & Wear	8	**	0
* Figure for Cleveland combined with figure for Durham			
** Figure for Tyne & Wear combined with figure for Durham (see para. 12.46)			

Source: NRWPA

12.46 With regard to crushed rock, South Tyneside and Sunderland are the only Tyne and Wear districts with suitable resources. Both districts produce crushed rock from magnesian limestone quarries which have a limited remaining life and would be unable under existing planning permissions to support a landbank for Tyne and Wear

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throughout the Plan period. For reasons of confidentiality and other local circumstances, the NRWPA has found it necessary to combine the apportionment for Tyne and Wear with that for Co. Durham. Table 12.3 therefore provides a combined apportionment figure for magnesian limestone for Tyne and Wear and Durham. The figure has been derived from the current ratio of MPA area sales to regional sales averaged over the three years 1991 to 1993 and applied to the period 1992 to 2006. The county figures for Durham (51.3 million tonnes) and Tyne and Wear (7.8 million tonnes) have therefore been combined to form a single figure of 59.1 million tonnes. This revised approach is consistent with MPG6. Reserves of rock with planning permission within the combined Durham/Tyne and Wear landbank area amount to some 30 years' supply on current trends. There is therefore no immediate need to consider new sites for primary crushed rock quarrying. The adequacy of supplies from sources in Co. Durham and elsewhere in the Northern Region will need to be kept under review by reference to the demand forecasts of the NRWPA, which take into account secondary and recycled materials and imports from other regions. Sunderland may still contribute to the landbank through crushed rock as a secondary product to some other development, or where there are no insuperable environmental constraints to approval of any submitted planning application (see policies M1, M7, M8).

**M3 LAND WITH SPECIFIC MINERAL RESOURCES AT EPPLETON, GREAT EPPLETON, PITTINGTON HILL, SPRINGWELL AND WARDEN LAW (AS DEFINED IN PART II) WILL BE SAFEGUARDED AGAINST UNNECESSARY STERILISATION BY DEVELOPMENT. MINERAL WORKING IN THESE AREAS DURING THE PLAN PERIOD WILL NOT NORMALLY BE PERMITTED UNLESS ESSENTIAL TO MEET REGIONAL REQUIREMENTS (UNDER POLICY M2). ANY PROPOSAL FOR EXTRACTION WILL BE SUBJECT TO RIGOROUS SCRUTINY IN RESPECT OF THE CRITERIA OF POLICY M8.**

12.47 No new sites for aggregate extraction are proposed for working during the Plan period. Proposals are made, however, to safeguard known mineral resources against unnecessary sterilisation by development; the specific areas are shown on the Proposals Map.

12.48 As outlined previously (in paras 12.20 and 12.40), there are environmental problems associated with any further mineral extraction within all of the potential resource areas. Springwell Quarry is close to urban Gateshead, Field House Quarry is in a prominent and visually sensitive location, whilst Hetton Moor Farm Quarry adjoins higher grade agricultural land. Similar factors apply in respect of most of the specific resource areas protected from sterilisation and future extraction.

12.49 At present, adequate alternative sources of supply exist within the Northern Region for all of the minerals found in the potential resource areas. There is therefore no over-riding need to permit extraction, but in the medium/long term, as existing sources are exhausted, it may become necessary to reconsider the arguments. Development which would sterilise potentially workable resources will therefore not be allowed unless it is essential. Extraction will normally only be permitted within these areas during the Plan period if essential to meet overall regional or proven special requirements. Any proposals will be subject to rigorous scrutiny in respect of the environmental and other criteria outlined in Policy M8. The full extent of the resource to be worked should be assessed in a like manner to the appraisal of potential for concurrent working under Policy M11; planning permission will specify the depth to which the mineral or minerals may be worked. The only other specific circumstances in which extraction may be permitted is under the terms of the latter part of Policy M7. In the case of Pittington Hill, where resources of high grade dolomite used in iron and steel production are potentially of national importance, the question of future mineral extraction should be assessed in the light of the prevailing supply and demand position, taking account of their specialised nature and the environmental impact of any such exploitation. Any proposal for future working at Warden Law should be considered in the context of proposals for the use of reclaimed land at Warden Law Quarry (HA9(1)).

**M4 THE CITY COUNCIL WILL ENCOURAGE THE USE OF SECONDARY/ RECYCLED AGGREGATES IN PREFERENCE TO PRIMARY AGGREGATES WHEREVER ECONOMICALLY AND TECHNICALLY FEASIBLE.**

12.50 Paragraph 11 of the revised MPG6 seeks to apply 'sustainable development' principles to mineral extraction. It seeks to minimise new extraction by emphasising increased use of secondary and recycled aggregates. The use of these materials in place of primary aggregates can reduce the need for new or expanded quarries. MPG6 seeks an increase in their contribution from an estimated 10% of consumption in 1989 to 12% over the period 1992-2006.

12.51 At present, the largest use of waste materials is for bulk fill. Local highway authorities are encouraged to make greater use of waste and recycled materials in their road construction projects. Other large-scale development projects might also have uses for secondary aggregates; the possibilities will be explored with the developer at the planning application stage. However, cost differentials and minimum technical specifications

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will limit the extent to which secondary aggregates can be used. To prepare materials for re-use, there may be a need for long-term or semi-permanent recycling plants. These will be considered in accordance with Policy M18. The use of secondary/recycled aggregates will be monitored during the Plan period.

### ENERGY MINERALS

#### Opencast Coal Mining

**M5 WHERE NEED IS ADVANCED BY AN APPLICANT AS AN OVER-RIDING ARGUMENT FOR OPENCAST COAL EXTRACTION, THE MARKETABILITY OF THE PARTICULAR COAL ON A LOCAL, REGIONAL OR NATIONAL BASIS MUST BE ESTABLISHED.**

12.52 The shallow coalfield area west of the magnesian limestone escarpment, within which this policy is applicable, is identified on the Proposals Map. (The line drawn includes areas overlain by basal Permian sand, which are not technically within the 'exposed' coalfield but are theoretically workable by opencast means.)

12.53 In the absence of national or regional guidelines, the overall level of opencast production is determined by the market. The Council will consider proposed opencast operations by reference to all appropriate factors, and will seek to achieve an equitable balance between the economic benefits of extraction and its environmental impact (see M7 and M8). This is in recognition of national guidance which states that restrictions on coal extraction should be no more than are necessary to protect the environment (MPG3 para. 11). Where environmental objections remain unresolved, it will be for the opencast developer to make a case for the particular site on the grounds of need for the specific coal and to prove the existence of this need by identifying a market for the output. Where need is advanced as an over-riding argument, regard may also be had to the possibility of meeting that need from alternative sites or sources of supply elsewhere in the Region.

#### Oil and Gas

**M6 EXPLORATION FOR OIL OR NATURAL GAS WILL BE PERMITTED WHERE THIS WOULD NOT UNDULY OR PERMANENTLY HARM THE ENVIRONMENT OR AREAS OF NATURE CONSERVATION INTEREST, OR UNDULY AFFECT THE AMENITIES OF LOCAL RESIDENTS. PLANT AND OTHER SITE WORKS NECESSARY TO APPRAISE THE EXTENT OF A PROVEN DEPOSIT OF OIL OR GAS AND FOR COMMERCIAL PRODUCTION WILL BE CONSIDERED IN RELATION TO RELEVANT CRITERIA OF POLICY M8 AND ON THE BASIS OF A PRODUCTION STRATEGY TO BE AGREED WITH THE CITY COUNCIL.**

12.54 Sunderland falls within the boundary of the sedimentary basin stretching from the Wash to the Tyne in which deposits of oil and natural gas may be expected. Given that the availability of gas reserves in the North Sea is greater than previously thought, pressure for exploration in the Sunderland area could be a possibility, especially with modern technical advances.

12.55 On-shore oil and gas development is generally subject to planning permission and to a licensing system operated by the Department of Trade and Industry. Three phases of development can be distinguished - exploration, appraisal and production/distribution. Circular 2/85 (Oil and Gas Operations) sets out the considerations that should apply to each phase. This advice will be applied to this particular policy.

12.56 The main impact on the environment occurs at the production/distribution stage, with a large and potentially obtrusive site required, with a limited range of suitable locations. The production life of an on-shore field can be 20-25 years. The timetable for these operations should therefore be made the subject of a 'production strategy' setting out a plan of working for agreement with the City Council. Installations required at the production stage may be significant enough to require an environmental assessment.

12.57 Strata likely to bear oil or gas often occur in areas given protection for environmental reasons. In these areas the responsibility lies with the industry to demonstrate that the need for the development outweighs any environmental objections (Circular 2/85). If commercially viable deposits of oil or gas are found in Sunderland it is unlikely that the production and distribution stage could be reached within the timescale covered by the UDP.

12.58 The term 'unduly' in Policy M6 will be interpreted in the light of consideration of the range of effects listed in Policy M8.

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## CONTROL

### Sterilisation of Mineral Resources

**M7 THE COUNCIL WILL, WHERE PRACTICABLE, ENSURE THAT MINERAL RESOURCES (NON-ENERGY AND ENERGY) ARE NOT UNNECESSARILY STERILISED BY BUILT DEVELOPMENT OR WILL PERMIT MINERAL EXTRACTION WHICH ACCORDS WITH POLICY M8 BEFORE SURFACE DEVELOPMENT BEGINS.**

12.59 Housing and other built development can effectively sterilise mineral resources, preventing their recovery from beneath and from adjacent land. As well as the specific areas safeguarded from development under Policy M3, there may be other areas where surface development threatens to sterilise mineral deposits; working of the latter deposits will normally be permitted if no unacceptable environmental or other effects would ensue. In the area west of the magnesian limestone escarpment (see Proposals Map), particularly where opencast coal operators have expressed interest in a site, the Council will need to balance the benefits arising from a proposed development against the possible sterilisation of known coal or other mineral resources. The Coal Authority will be consulted on any proposals for substantial development on undeveloped land west of the escarpment.

### General Locational Criteria

**M8 PROPOSALS FOR MINERAL EXTRACTION ACCEPTABLE UNDER THE TERMS OF POLICIES M1, M2, M5 AND M6 MUST ALSO, WHERE RELEVANT, ENSURE THAT:**

(A) IN REGARD TO EFFECTS ON LOCAL COMMUNITIES:

- (i) THEIR AMENITY, ENVIRONMENT AND SAFETY ARE PROTECTED, ESPECIALLY FROM THE EFFECTS OF NOISE, DUST, VIBRATION, AND VISUAL INTRUSION ASSOCIATED WITH THE WORKINGS AND RELATED TRANSPORT MOVEMENTS;
- (ii) IN ANY GENERAL NEIGHBOURHOOD NO MORE THAN ONE SCHEME SHOULD BE IN PROGRESS AT ANY ONE TIME, NOR SHOULD THE NEIGHBOURHOOD SUFFER A CONTINUOUS OR NEARLY CONTINUOUS SERIES OF SUCH SCHEMES, UNLESS IT CAN BE DEMONSTRATED THAT MORE SITES WOULD NOT HAVE UNACCEPTABLE ENVIRONMENTAL OR OTHER EFFECTS;
- (iii) THERE IS NO SERIOUS ADVERSE ENVIRONMENTAL EFFECT ON EXISTING BUSINESSES;

(B) IN REGARD TO LANDSCAPE AND THE ENVIRONMENT:

- (iv) THERE IS NO SERIOUS ADVERSE IMPACT ON AREAS OF RECREATIONAL VALUE, AND THAT ACCESS FOR RECREATIONAL PURPOSES TO THE WIDER COUNTRYSIDE IS MAINTAINED (SEE ALSO POLICY L10);
- (v) EXISTING RIGHTS OF WAY ARE PROTECTED OR THAT DIVERSIONS DO NOT UNREASONABLY EXTEND THE LENGTH OF THE ROUTE;
- (vi) THE IMPACT ON THE LANDSCAPE DIRECTLY AFFECTED AND SURROUNDING THE SITE IS SATISFACTORY, BOTH DURING AND AFTER WORKING (IN ACCORD WITH POLICY CN16) (AN ASSESSMENT OF THE AGE OF THE LANDSCAPE AND THE MATURITY OF VEGETATION AND ECOLOGICAL SYSTEMS WITHIN IT WILL BE REQUIRED);
- (vii) THERE IS NO ADVERSE EFFECT ON THE CREATION OF THE GREAT NORTH FOREST (SEE ALSO POLICY CN15);
- (viii) THE VISUAL IMPACT OF THE WORKINGS FROM THE SURROUNDING AREAS, FROM IMPORTANT TRANSPORT CORRIDORS AND MAJOR APPROACHES AND ENTRANCES TO THE CITY IS ACCEPTABLE (IN ACCORD WITH POLICY CN14);
- (ix) WATER RESOURCES AND LAND DRAINAGE ARE PROTECTED TO THE SATISFACTION OF THE ENVIRONMENT AGENCY (IN ACCORD WITH POLICY EN12);
- (x) OPPORTUNITIES FOR THE RECLAMATION OF DERELICT LAND ARE CONSIDERED AND INCORPORATED INTO ANY SCHEME (IN ACCORD WITH POLICY EN15)
- (xi) THE PROPOSED SCHEME OF WORKING FOLLOWS BEST PRACTICE AND INCLUDES SATISFACTORY PROVISION FOR PHASING (WHERE APPROPRIATE), RESTORATION AND AFTERCARE (IN ACCORD WITH POLICY EN16);

(C) IN REGARD TO CONSERVATION:

- (xii) FEATURES OF ARCHAEOLOGICAL OR HISTORIC IMPORTANCE ARE SUITABLY PROTECTED (INCLUDING ANCIENT MONUMENTS, LISTED BUILDINGS AND THEIR SETTINGS, AND CONSERVATION AREAS, IN ACCORD WITH POLICIES B6 AND B8 TO B18);
- (xiii) THERE IS NO IRREVERSIBLE LOSS OF THE BEST AND MOST VERSATILE AGRICULTURAL LAND (GRADES 2 AND 3A) AND THAT WHERE AGRICULTURAL LAND IS TAKEN FOR EXTRACTION THERE IS



## M 12 Minerals and Waste Disposal

- A REASONABLE PROSPECT OF RESTORATION TO EQUIVALENT OR HIGHER QUALITY (IN ACCORD WITH POLICY CN8);
- (xiv) THERE IS NO ADVERSE EFFECT ON THE EFFICIENCY OF SURROUNDING AGRICULTURAL UNITS;
- (xv) THE EFFECTS ON THE NATURE CONSERVATION VALUE OF THE SITE ARE IN ACCORD WITH POLICIES CN18 TO CN23;
- (D) IN REGARD TO TRANSPORT:
- (xvi) THE POTENTIAL FOR THE MOVEMENT OF MINERALS BY RAIL AND BY SEA HAS BEEN CONSIDERED AND, WHERE FEASIBLE, THAT APPROPRIATE PROVISION IS MADE (IN ACCORD WITH POLICY T24).

12.60 Where mineral extraction is acceptable in principle, it must also meet the environmental and other criteria of Policy M8. Some of these criteria are explained in greater detail below.

12.61 M8(i) seeks to protect local communities from the adverse effects of extraction - air pollution, noise, vibration, etc. Whilst mineral extraction will always cause some adverse environmental impact, this does not mean that in the last resort this must be condoned simply to maintain a theoretical level of contribution. The greater the adverse effect which extraction would have on local communities, the stronger will be the case against permitting the scheme. In particular, it is unlikely that extractive processes could be carried on within 300 metres of housing areas without severely affecting residential amenity (500m where blasting is involved). Within such distances, the onus should be on the operator to demonstrate that disturbance will not arise. Exceptions to these restrictions may be appropriate where mineral extraction assists in the speedy reclamation of derelict land.

12.62 'General neighbourhood' (M8(ii)) cannot be defined in advance on a map, but the following factors will be taken into account in applying this element of the policy:

- \* whether any given settlement would suffer adverse effects from a proposed mineral extraction scheme (dust, noise, vibration, visual intrusion, including the effects of transport movements), which recently has suffered or currently is suffering the effects of another scheme, whether for the extraction of the same or any other mineral; and
- \* whether from any normally frequented point of view more than one scheme would be visible at any one time.

12.63 The 'general neighbourhood' concept is qualified by wording which would permit extraction if there are no unacceptable environmental or other effects on local communities (such as effects on safety). For example, a scheme may be visible without being unduly prominent. A proposed scheme taken in isolation will have to comply with Policy M8(i); the Council will interpret 'unacceptable environmental or other effects' as referring to a failure to comply with this criterion once the cumulative impact of the proposal along with other existing or approved sites is taken into account.

12.64 The purpose of the 'general neighbourhood' concept is also to consider the need to combat any detrimental effects of a continuous or nearly continuous series of schemes. 'Nearly continuous' is to be understood as including a 'breathing space' between schemes, which if it is to have any meaningful effect, should normally be of at least five years duration. The five year breathing space between schemes in the same general neighbourhood will be measured from the time of spreading of all topsoil, subsoil and soil-making material of the first scheme, to the start of soil stripping on the second.

12.65 The five year period is a guideline, not a rigid criterion. It may sometimes be advantageous to work schemes continuously or nearly continuously, for instance to reduce the overall impact on surrounding communities, to avoid the sterilisation of deposits, or to expedite the reclamation of derelict land.

12.66 With regard to M8 (B) and (C), Strategic Guidance asks the Tyne and Wear districts to give special attention to areas of strategic environmental importance. The City Council is committed to upgrading the environment and to protecting and enhancing the open countryside. The Council will therefore seek to protect the attractive and diverse features of the landscape and any areas of archaeological or nature conservation value that may be affected by mineral extraction. It will also seek to protect the best and most versatile agricultural land (Grade 2 and 3a) and will take into account the effects of extraction on surrounding agricultural units, e.g. due to severance.

12.67 Parts of the countryside are of significance for recreation, either because they have been set aside for specific activities or because there is public access for passive recreation, e.g. by means of footpaths. Mineral workings should avoid any serious adverse effects on such access. Recreation may be an appropriate after-use for restored sites.

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12.68 Strategic Guidance states that important impressions of the County are given by the immediate hinterland seen from the main communications corridors. M8(viii) therefore seeks to ensure that the visual impact of workings does not detract from the image of the City perceived by visitors.

12.69 Much of the sub-region is underlain by aquifers which include sources of public drinking water. Proposals for mineral extraction will need to assess any implications which mining or quarrying could have for underground watercourses, springlines and the water-table. The effect on surface water features and land drainage patterns will also need to be considered, particularly where tipping could precipitate flooding (MPG2 para. 35). The Council will seek the advice of the Environment Agency on these matters.

12.70 The benefits which can result from opencast coal extraction include the removal of substantial areas of derelict land and consequent improvement in the quality of the landscape. For example, opencasting at Rye Hill and Herrington will have assisted in the reclamation of derelict land for countryside recreation use. Such benefits will be given serious consideration. The City Council will seek to minimise disruption to the community and environment, whilst maximising the after-benefits.

12.71 Where a proposed mineral extraction site would have a significant effect on the environment, by reason of such factors as its nature, size or location, the developer will be required to provide an environmental statement to enable its impact to be assessed. This will include details of measures proposed to mitigate any adverse effects. Government advice (DoE Circular 15/88) is that opencast sites and sand and gravel workings of more than 50 ha. may well require environmental assessment (EA) and significantly smaller sites could require EA if located in a sensitive area or if subjected to particularly obtrusive operations. Whether other mineral workings require EA will depend on the location, scale and type of the activities proposed. Given the range of sensitive environmental factors present in the City, an environmental assessment is likely to be required for all applications.

### Operational Controls

M9 PROPOSALS ACCEPTABLE IN PRINCIPLE UNDER THE TERMS OF POLICIES M1, M2, M5, M6 AND M8 SHOULD:

- (i) PROVIDE SUITABLE SCREENING OF OPERATIONAL WORKS;
- (ii) INCLUDE CONTROLS ON MATTERS SUCH AS THE DAYS AND HOURS OF WORKING, NOISE, DUST AND VIBRATION LEVELS, INCLUDING OFF-SITE DIRT FROM SITE TRAFFIC, SO AS TO MINIMISE DISTURBANCE TO THE GENERAL NEIGHBOURHOOD;
- (iii) INCLUDE CONTROLS ON ROUTES FOR SITE TRAFFIC, ESPECIALLY HEAVY VEHICLES AND, WHERE APPROPRIATE, INCLUDE PROVISION FOR HIGHWAY IMPROVEMENTS OR STRENGTHENING;
- (iv) ENSURE THAT ANCILLARY BUILDINGS AND PLANT ARE SITED AND SCREENED SO AS TO MINIMISE THEIR IMPACT ON THE ENVIRONMENT;
- (v) PROVIDE FOR THE DISPOSAL OF MINERAL WASTE IN WAYS WHICH ARE ENVIRONMENTALLY ACCEPTABLE AND WHICH MAKE THE FULLEST ECONOMIC USE OF THE MATERIAL;
- (vi) ENSURE THE RESTORATION OF LAND AFFECTED BY EXTRACTION AND ITS ASSOCIATED ACTIVITIES TO ENABLE A BENEFICIAL USE IN ACCORDANCE, WHEREVER PRACTICABLE, WITH A PHASED PROGRAMME OF EXTRACTION, RESTORATION AND AFTERCARE. THIS WILL INCLUDE PROVISION FOR A FIVE-YEAR AFTERCARE SCHEME WHERE RESTORATION TO AGRICULTURE OR FORESTRY IS PROPOSED.

12.72 Where sites are considered acceptable in principle for mineral extraction, agreement will need to be reached on safeguards concerning screening, methods of working and access arrangements, and to achieve satisfactory proposals for restoration. This Policy follows the advice given in MPG1.

12.73 Where a mineral extraction site is located close to a railway line, a prospective developer may be required to consider whether the construction of a new spur would be a practical proposition as a means of reducing the volume of site traffic using local roads (see T24). This would especially apply to schemes of medium to long term duration (over five years) and those where lorry movements would have a significant effect on the local highway network. The construction of new haul roads may also be appropriate. Lorry routes should avoid housing or adverse impact on local communities; whenever possible, traffic should use the strategic route network for all off-site journeys or have designated routes to it.

12.74 M9(v) should be read in conjunction with M4; mineral waste can be an economically and technically viable source of secondary aggregates, the potential of which needs to be investigated at the pre-planning application stage.

12.75 Beneficial after-uses for mineral extraction sites could include agriculture, forestry, and nature conservation. Within the Great North Forest, restoration to woodland will be particularly encouraged.

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12.76 This Policy provides a framework for ensuring that good working practices are adhered to so as to minimise adverse environmental effects. Opencasting has the potential to create new landscapes and this opportunity will be used to the full. Restoration design and after-use will be a major consideration at the planning application stage and will need to be taken into account in the preparation of an environmental statement, if required to accompany the planning application. MPG7 provides guidance on restoration and the need for after-care where the proposed after-use is to be agriculture, forestry or amenity uses; such guidance will be actively pursued.

12.77 The City Council will generally seek to ensure that extensive areas of featureless uniformity are avoided and that restoration schemes incorporate a diversity of topographical features to add to the landscape quality. Schemes will include tree planting, the creation of a variety of wildlife habitats including the provision of open water areas and wetlands where appropriate. The Council will also seek improved public access to the countryside and will encourage land to be restored to managed woodland and outdoor recreational uses, particularly on the urban fringe. (The Forestry Authority provides a Community Woodland Supplement to encourage joint public access/tree-planting schemes.) Schemes which accord with ideas for creation of the Great North Forest will be especially encouraged, though those which adversely affect existing woodland will normally be resisted. Within the area of the Great North Forest, schemes should be in accord with the provisions of the Great North Forest Plan. After-uses other than agriculture, woodland and countryside recreation will be considered on their merits.

12.78 Most permissions will be subject to extensive conditions and/or planning obligations to achieve the proper management and aftercare of the site.

### Piecemeal Working

M10 THE PIECEMEAL WORKING OF SITES WHICH ARE PART OF A LARGER RESERVE WILL NOT NORMALLY BE PERMITTED.

12.79 The piecemeal working of sites can lead to sterilisation of coal and other minerals, a continuous or nearly continuous series of schemes and an unsatisfactory overall restoration of the area. Applications for permission to extract coal or other minerals will have to show that the site is either not part of a larger reserve or that the operation will be properly co-ordinated with any other adjoining operations.

12.80 It will be a matter for judgement in any particular case as to whether the environmental disturbance to a locality is minimised by a major site which may last a number of years and have the associated problems of scale and heavy traffic movements, or by a succession of planned smaller sites and extensions (see MPG3 para. 25). Policy M10 takes the approach that piecemeal working will not normally be permitted; exceptions will be considered only where the adverse environmental effects are best minimised by this means.

### Concurrent Working

M11 OPERATORS SHALL MAKE PROVISION FOR THE APPRAISAL AND PROPER UTILISATION OF OTHER MINERALS OCCURRING ON PROSPECTIVE EXTRACTION SITES WHERE THESE CAN BE WON IN COMMERCIALY VIABLE QUANTITIES, PROVIDED THAT IT CAUSES NO SIGNIFICANT ADDITIONAL ENVIRONMENTAL DISTURBANCE AND DOES NOT IMPEDE THE PROPER RESTORATION OF THE SITE.

12.81 There may be benefits, for both the mineral operators and the environment, if two minerals found together in the same site, e.g. opencast coal and fireclay, or limestone and Permian sand, are worked concurrently. In this respect, Policy M1 allows for the extraction of non-energy minerals where these are worked as a secondary product to opencast coal. This policy would allow for other combined operations; however, there should be an adequate appraisal undertaken prior to working to determine the type, amount, depth, marketability and ease of recovery of other minerals. Concurrent working will be permitted provided that this does not impede the proper working of the site, unreasonably extend the period of its operation/restoration, or lead to other unacceptable environmental disturbance. It is possible that if the minerals are not worked together one may be permanently sterilised.

# M 12 Minerals and Waste Disposal

## WASTE DISPOSAL

### General

**M12 PROPOSALS TO DISPOSE OF WASTE ON EXTENDED OR NEW SITES, OR FOR THE CONSTRUCTION OF DISPOSAL OR TRANSFER FACILITIES (OTHER THAN SCRAPYARDS - SEE POLICY EC15), WILL BE ACCEPTABLE IF IT CAN BE SHOWN THAT:**

- (i) THE PRIMARY REQUIREMENT IS TO DEAL WITH WASTE GENERATED FROM WITHIN THE CITY;**
- (ii) THE METHOD OF DISPOSAL IS PROVEN, EFFECTIVE AND ENVIRONMENTALLY ACCEPTABLE FOR THE TYPE OF WASTE; AND**
- (iii) CONSIDERATION HAS BEEN GIVEN TO WASTE REDUCTION BY MEANS OF APPROPRIATE, PRACTICAL AND ECONOMIC RECYCLING MEASURES.**

**M13 WASTE DISPOSAL APPLICATIONS NOT COMPLYING WITH POLICY M12(i) WILL BE CONSIDERED ON MERIT, PROVIDING THAT:**

- (i) THE PROPOSAL IS NEEDED TO SATISFY THE REQUIREMENTS OF A PLAN FOR SUNDERLAND PRODUCED BY THE ENVIRONMENT AGENCY; OR**
- (ii) THE PROPOSAL WILL BRING ABOUT EARLY AND NECESSARY RECLAMATION OF DERELICT OR DEGRADED LAND (INCLUDING THOSE RESTORATION PROPOSALS FOR QUARRIES IN PART II), WHICH COULD NOT BE EXPECTED TO BE RECLAIMED BY OTHER MEANS; OR**
- (iii) THERE IS A PROVEN REGIONAL OR NATIONAL NEED.**

12.82 As previously described, the City Council no longer has an operational role in waste disposal (see paras. 12.9 and 12.10). It follows that it is not practicable for the Council to specify waste disposal sites in the UDP in the absence of an identified commercial interest in operating them, though waste disposal has been identified elsewhere in Part II as an appropriate use for certain quarries in the Washington and Houghton-Hetton areas as part of reclamation projects (see WA23, HA23). Policies M12 and M13 provide a set of criteria by which proposals for sites can be assessed, and cover all types of waste and methods of disposal.

12.83 The Government subscribes to the 'proximity principle' (see PPG23 para. 2.3), under which waste should be disposed of (or otherwise managed) close to the point at which it is generated. This strategy implies that Sunderland should consider options for disposal of its waste within its own boundaries (which also has the environmental benefit of minimising heavy vehicle movements). The ability to do this is constrained by the availability and economic viability of landfill sites (see paras. 12.17 and 12.18). Whilst current waste disposal contracts involve direct disposal and transfer of wastes to neighbouring authority areas, the timescales (five years in most cases) are such that the Council has a degree of flexibility in terms of its medium to long term waste disposal strategy and will be able to take account of market and legislative conditions as they evolve in the future.

12.84 The quarry voids, being a limited resource, will normally be reserved primarily for waste arising from within the City; also, it will be expected that efforts are made through other measures, e.g. waste minimisation and recycling, to reduce the volume to be landfilled. At present, this principle will be reconsidered only where there is a proven over-riding need in the national or regional interest to introduce waste from outside the City. Additionally, it may be reconsidered if the early and necessary reclamation of voids cannot be brought about except by importing waste from elsewhere, also if an Area or Regional plan is produced under environmental protection legislation which sets the City's voids in a wider context.

12.85 Proposals need to be considered against the requirements of the EC Waste Framework Directive (see para. 12.24). The Government's view is that, since an 'integrated and adequate network of waste disposal installations' is not defined in the Directive, authorities will need to consider in each case whether there are already adequate facilities within a reasonable distance. What is a 'reasonable distance' will depend on the type of waste concerned, the quantity arising in the area, and the particular geographical circumstances. The Directive also requires authorities to seek to enable waste to be disposed of at one of the nearest appropriate installations. PPG23 states that these objectives are in line with the 'proximity principle', which also underlies the UDP policies.

**M14 PROPOSALS FOR WASTE DISPOSAL, ACCEPTABLE UNDER THE TERMS OF POLICIES M12 OR M13, MUST BE LOCATED AND PLANNED TO ENSURE THAT:**

- (i) THE AMENITY OF RESIDENTIAL, RECREATIONAL, COMMERCIAL AND B1 INDUSTRIAL AREAS AND OTHER SENSITIVE USES IS PROTECTED;**

## M 12 Minerals and Waste Disposal

- (ii) THERE IS ACCEPTABLE MEANS OF ACCESS TO THE STRATEGIC ROAD NETWORK FOR THE NUMBER AND SIZE OF VEHICLES INVOLVED IN THE OPERATION, AND TO THE RAIL NETWORK, WHERE READILY AVAILABLE;
- (iii) PUBLIC ACCESS TO SURROUNDING AREAS IS MAINTAINED;
- (iv) DISCHARGES TO THE AIR OR INTO GROUND WATER OR SURFACE WATER FEATURES ARE MINIMISED (NOTWITHSTANDING THAT THEY MEET POLLUTION CONTROL STANDARDS AND REGULATIONS);
- (v) THERE IS NO SERIOUS ADVERSE EFFECT ON LAND DRAINAGE;
- (vi) THE EFFECT OF THE PROPOSAL ON ARCHAEOLOGICAL REMAINS, LISTED BUILDINGS, CONSERVATION AREAS OR SITES OF NATURE CONSERVATION VALUE MEETS THE REQUIREMENTS OF POLICIES B4 TO B18, AND CN18 TO CN23;
- (vii) DURING ITS OPERATION, THE VISUAL IMPACT OF THE SITE ON THE SURROUNDING LANDSCAPE IS MINIMISED, AND THAT ON COMPLETION THE SITE IS COMPLEMENTARY TO THE LANDSCAPE;
- (viii) THERE IS NO ADVERSE EFFECT ON THE CREATION OF THE GREAT NORTH FOREST (SEE ALSO POLICY CN15);
- (ix) THE EFFICIENCY OF SURROUNDING AGRICULTURAL UNITS IS NOT IMPAIRED;
- (x) THERE IS NO IRREVERSIBLE LOSS OF THE BEST AND MOST VERSATILE AGRICULTURAL LAND (GRADES 2 AND 3A) (IN ACCORD WITH POLICY CN8); AND THAT
- (xi) AREAS OF MINERAL RESOURCES AS DEFINED ELSEWHERE IN PART II ARE SAFEGUARDED.

12.86 The criteria in Policy M14 seek to ensure that waste disposal sites can be operated without serious detriment to amenity or public safety and without having a significant adverse effect on environmental, conservation and farming interests. Amenity can be affected by dust, noise, odours, vermin and windblown litter. It is important to control such problems as far as is practical and, where problems cannot be satisfactorily regulated, it may be appropriate to refuse permission for the siting of waste disposal facilities. This is particularly so where they would adversely affect sensitive uses such as housing, schools or hospitals.

12.87 Where a major waste disposal site is located close to a railway line, a prospective developer may be required to consider whether the construction of a new spur would be a practical and economical proposition as a means of reducing the volume of site traffic using local roads (see T24). The construction of new haul roads may also be appropriate. Lorry routes should avoid adversely affecting local communities; whenever possible, traffic should use the strategic route network, or have purpose-made links to it, for all off-site journeys.

12.88 Proposals need to be considered against the requirements of the Waste Framework Directive (see para. 12.24). Policy M14 takes account of the Directive's aim of ensuring that waste is recovered or disposed of without using processes or methods which could harm the environment and in particular without causing nuisance through noise, or adversely affecting the countryside or places of special interest.

12.89 The Council will consult with the Environment Agency and other relevant bodies and take their advice into account in determining any application for planning permission.

**M15 PROPOSALS FOR WASTE DISPOSAL SITES OR FACILITIES MUST INCLUDE ACCEPTABLE PLANS FOR SITE MANAGEMENT AND CONTROL AND, WHERE APPROPRIATE, PHASED RESTORATION AND AFTERCARE FOR A SUITABLE AFTER-USE.**

12.90 Several quarry voids still require planning permission for waste disposal or other landfill reclamation. Before detailed proposals are finalised for their use, factors such as the need for impermeable linings (to prevent leaching of pollution from the quarry), control of landfill gas (see M16), new access/ service roads, transport costs and the operational requirements of any continuing quarrying will need to be carefully considered. Policy M15 provides a framework for controlling such matters, as well as hours of operation and means of limiting odours and windblown litter. The effects upon nature conservation will also need to be taken into account, in accordance with Policy M14, including consideration of protective measures for any important habitats or geological features affected. The creation of new wildlife habitats will also be encouraged. Whenever appropriate, restoration bonds or other financial safeguards will be sought (see EN16). Suitable capping of waste tipping areas or other appropriate measures to support future woodland establishment will be expected where forestry is proposed as an after-use. Within the area of the Great North Forest, schemes should be in accord with the provisions of the Great North Forest Plan.

12.91 Policy M15 likewise takes account of the Waste Framework Directive. The Council will consult appropriate agencies for detailed advice as described under Policy M14.

**M16 SHOULD ANY LANDFILL SITE BE CONSIDERED TO HAVE THE CAPACITY TO PRODUCE LANDFILL GAS IN THE FUTURE REQUIRING THE INTRODUCTION OF A FLARE STACK VENTING MECHANISM, THE LOCATION OF THE FACILITY SHALL BE IDENTIFIED ON THE AGREED RESTORATION PROPOSALS PLAN.**

## **M 12 Minerals and Waste Disposal**

12.92 Sites which produce landfill gas are normally vented, either passively or positively; positive venting may require the installation of a flare stack. The provision of such a facility should be considered at the planning application stage; it should be accommodated in land restoration proposals so as to cause minimal environmental disturbance. Energy recovery (see M17) is to be preferred to flaring-off of landfill gas and the Council will wish to see evidence that this has been considered.

### **Energy Recovery**

**M17 IN THE PLANNING OF WASTE DISPOSAL OR TRANSFER FACILITIES, CONSIDERATION SHALL BE GIVEN TO THE FEASIBILITY OF ENERGY RECOVERY FROM WASTE.**

12.93 Opportunities exist to use waste as an energy resource, for example by recovering the heat produced by incineration and by utilising landfill gas for electricity generation. Where the proposed development is acceptable, in accordance with Policies M12-15, the Council will encourage such practices (see also EN2, EN3). Applications should include energy recovery proposals or else a reasoned explanation should be submitted as to why recovery is not feasible.

### **Waste Recycling**

**M18 THE CITY COUNCIL WILL PERMIT THE PROVISION OF FACILITIES FOR THE RECLAMATION AND RECYCLING OF WASTE MATERIALS SUBJECT TO THE PROTECTION OF LOCAL AMENITY AND OTHER PROPOSALS OF THIS PLAN. PROCESSING FACILITIES WILL BE CONSIDERED IN RELATION TO RELEVANT CRITERIA OF POLICY M14.**

12.94 Present facilities for recycling were described previously (see para 12.16). Further collection sites will extend accessibility, the City Council's aim being to increase provision initially to one site per 10,000 households and eventually to one site per 5,000 (Draft Recycling Plan (1992)). New facilities could extend the range of materials to include cardboard and plastics. Much will depend on the development of markets for the waste if schemes are to be commercially viable (the Council's interim objective is to achieve recycling of 12% of household waste as a step towards the long term goal of 25%). Any processing facilities must however be located and designed to avoid adverse effects such as noise, odours or windblown litter. Where facilities are large-scale they might include a plant for heat and power generation from combustible waste.

### **'Civic Amenity' Sites**

**M19 SITES FOR THE DISPOSAL OF CERTAIN TYPES OF WASTE BY PRIVATE HOUSEHOLDS WILL BE DISTRIBUTED SO AS TO OPTIMISE ACCESS FROM ALL PARTS OF THE CITY, SUITABLY LOCATED TO AVOID ADVERSE ENVIRONMENTAL EFFECTS.**

12.95 Local authorities are required under the 1978 Refuse Disposal (Amenity) Act to provide facilities where bulky household refuse, other than refuse arising in the course of business, may be deposited. Such facilities are usually referred to as 'Civic Amenity' or 'Waste Reception' sites. The sites need to be well-distributed across the City so as to be easily accessible. Existing provision at Springwell and Beach Street serves the north of the City (though a new location will be needed when Beach Street is redeveloped). Durham County Council sites currently serve the south-west areas. A new site is required to adequately serve the south-central parts.

12.96 As a result of the 1990 Environmental Protection Act, sites will be provided by Local Authority Waste Disposal Companies (LAWDC's) or by the private sector, therefore it is not possible for the UDP to be specific about their location. Proposals will be assessed in terms of the overall pattern of such sites that may emerge and in terms of their effect on traffic, dust, odours and other nuisance (see M12 - M14). They may be most appropriate within larger waste transfer and disposal sites.

### **Sewage Treatment**

**M20 THE CITY COUNCIL WILL ENSURE THAT APPROPRIATE STANDARDS OF SEWAGE TREATMENT CAN BE MET BY ALLOCATING SITES FOR EXTENDED OR NEW SEWAGE TREATMENT WORKS, SUITABLY LOCATED IN RELATION TO DRAINAGE PATTERNS AND TO EXISTING OR PROPOSED DEVELOPMENT.**

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12.97 As a result of EC legislation, secondary sewage treatment facilities have to be provided to deal with the discharge from the existing Hendon sea outfall by 31st December 2000 and new plant is proposed in this locality. Further detail is provided in the Sunderland South chapter (see SA41). If capacity problems are found to exist at Sedgelech and Washington works, in particular, arising from new housing and industrial development, then new facilities there will also be required (see para 12.14). However, it is understood that these could be developed within existing site boundaries.

# **T 13 Transportation Framework**

## **TRANSPORTATION**



# T 13 Transportation Framework

## CHAPTER 13

13.1 Transportation is a wide ranging topic which must take account of the need by all sectors of the community for access to goods, services and facilities. It embraces all forms of public and personal modes as well as freight transport. The importance of mobility to the social and economic well being of the local and wider community means that transportation matters have a significant impact on the physical environment, its appearance and the effectiveness of land use. Transportation and land use are thus inextricably inter-related.

13.2 Mechanised transport, however, is also one of the major sources of atmospheric pollution and global warming emissions. At a local level, problems arise from noise, fumes and vibration, as well as from the conflict between vehicles and pedestrians. Such problems are most acute where traffic generating uses are concentrated in urban areas but the intrusion caused by traffic is also felt in rural areas.

13.3 The Unitary Development Plan by its nature and timescale must provide a basis for the Highway Authority and other agencies, both public and private, to make investment decisions; this is reinforced by Central Government advice in PPG13 (see also para. 13.8 below). It must strike a balance between the need for access, the advantages of mobility and the desirability of minimising the need to travel, for environmental health and other social reasons.

## NATIONAL/REGIONAL CONTEXT

13.4 Local policies must be devised in relation to what is happening regionally and in the light of the current national situation. Most journeys involve the use of roads, which accounted nationally for 93% of passenger kilometres and 87% of freight kilometres in 1990 (British Roads Federation figures). The average household makes about 40 journeys of more than 1.6 km each week; over half are by car or taxi, about 20% by bus and a similar proportion on foot or bicycle. One third of all journeys are less than 1.6 km, most of these (76%) being on foot or by cycle. The proportion of such journeys is greatest amongst children (45%) and the elderly (38%).

13.5 There has been a significant increase in the number of vehicles in recent years; in 1990 there were 24.7m vehicles, a 29% increase since 1980. In addition, vehicles are travelling greater distances each year on average. Hence the volume of traffic is increasing more rapidly than vehicle numbers, rising by 42% between 1978 and 1988. Lorry traffic has become increasingly concentrated on motorways, with a 63% rise between 1978 and 1988. Over the same period it increased by only 3% in rural areas, whilst in urban areas it showed a decline of 43%. Based on present trends, traffic growth can be expected to continue unless there is a dramatic change in national policy. The Department of Transport's National Road Traffic Forecast (1989) predicted an increase of between 29% and 49% over the period 1988 to 2000, and of between 82% and 134% by 2025. Whilst more recent forecasts (NRTF 1997) suggest that the growth could be some 10% less than that predicted in 1989, there is still cause for some concern.

13.6 Despite the significant increases in traffic volumes, overall road safety has generally improved. Over the period 1978 to 1988 there was a 7.9% reduction in all casualties. Although the rate rose in the late 1980's, by the early 1990's it was once again falling back. This national trend was reflected Countywide (Strategic Guidance 6th Monitoring Update, 1994).

13.7 Within the area of Tyne and Wear provision of public transport (measured by miles per mode) increased by 12% over the period 1982 to 1993, but patronage declined to only two thirds of the 1982 level (Strategic Guidance 6th Monitoring Update, 1994). The biggest increase in provision was Metro (40%), but at the end of the period it still had only 96% of its earlier patronage. There was an even greater decline in bus patronage of 38% despite a service provision increase of 10%.

## POLICY CONTEXT

13.8 Government planning policy in relation to transportation (PPG12, PPG13) states that local authorities should aim to reduce the need for travel, especially by private car, hence improve the environment and accessibility by:-

- \* ensuring that development makes full and effective use of land within existing urban areas and is closely related to public transport, as well as accessible by cyclists and pedestrians;
- \* encouraging higher residential densities and optimising settlement size and structure; juxtaposing housing with employment opportunities, schools and other local facilities;
- \* locating new developments attracting trips at accessible points such as town and local centres, which act as nodes for public transport and should be maintained and revitalised;

## T 13 Transportation Framework

- \* encouraging daily convenience shopping in local centres and allocating accessible out of centre locations for superstores catering for bulk shopping;
- \* ensuring provision of facilities for walking and cycling;
- \* encouraging interchange opportunities between public transport networks;
- \* encouraging movement of goods by rail and water.

Transportation policies should also take account of PPG6, which is concerned with retailing, and which makes reference to the need for shopping facilities to be accessible. The national policy context is evolving and recent Ministerial statements, along with the recommendations of the House of Commons Environment Committee report 'Shopping Centres and Their Future' (1994) and the Royal Commission on Environmental Pollution report 'Transport and the Environment' (1994) imply that Government policy in relation to Transportation could become more heavily influenced by environmental concerns. This has been further characterised by the recent Road Traffic Reduction Act (1997), Air Quality Management Regulations (1997) and the White Paper 'A New Deal for Transport - Better for Everyone' (1998).

13.9 Strategic Guidance for Tyne and Wear sets the specific context for preparation of Sunderland's UDP. Although issued prior to the current Guidance Notes referred to above, it nevertheless conforms in principle. With regard to transportation, it requires that policies should:-

- \* assist urban regeneration, facilitate further investment in industry and housing and enhance the environment, especially on entry corridors;
- \* support Town and City Centres;
- \* improve mobility;
- \* ensure that land use proposals are well related to the transportation system with satisfactory access for buses and private cars along with adequate off-street parking;
- \* ensure adequate access to industrial areas for heavy goods vehicles;
- \* promote the possibility of transferring long haul freight from road to rail, supported by appropriate land use policies;
- \* make best use of the existing highway network and show how pressure can be relieved by public transport;
- \* ensure that new road construction assists the trunk road system to operate efficiently along with the Strategic Route Network;
- \* use public transport as a positive means of easing congestion in key areas such as major centres and at river crossings, with provision for convenient bus terminals and for bus priority facilities where appropriate;
- \* consider possible extensions and improvements to the Metro and Rail systems. Alignments should be protected in a manner similar to proposed road lines. In addition to economic viability, account should be taken of the alternative system's ability to:
  - improve strategic links in the transportation system,
  - stimulate economic development or urban regeneration,
  - relieve pressure on the road network.

13.10 The Transport Policies and Programme (TPP) was an annual submission to the Department of the Environment, Transport and the Regions setting out the City Council's Highways Capital Programme for the coming year, its longer term intentions and the policies upon which the programme is founded. The role of the Unitary Development Plan was to provide the framework for future TPP submissions. The intention is to replace the TPP with an annual Local Transport Plan in conjunction with the adjoining local authorities and the PTA. The aim is to develop a multi-modal strategy to integrate transport with land use planning in accordance with the Government's 1998 Transport White Paper "A New Deal for Transport: Better for Everyone".

### TRANSPORTATION STRATEGY

13.11 The objectives of the UDP in relation to Transportation are to:-

- \* develop a well balanced and integrated Transportation system which is environmentally friendly, sustainable and efficient;
- \* ensure ease of access to a wide range of facilities for all sectors of the community;
- \* minimise the need to travel;

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- \* give emphasis to proposals which improve the environment as well as reducing congestion and hazards;
- \* further promote an attractive, environmentally friendly public transport system;
- \* consolidate the Strategic Route Network and access to existing and proposed development;
- \* develop greater opportunities for pedestrians and cyclists.

13.12 The strategy therefore makes provision for improvements to public transport, including appropriate new modes such as an extension of the Metro system to Sunderland, whilst also recognising the need for a safe and efficient road network for private cars and commercial vehicles as well as buses and other users. Interchange facilities are also to be promoted (including park-and-ride) at appropriate locations (eg Metro and heavy rail stations) to encourage use of public transport, thereby reducing possible road congestion. New roads will be constructed to bypass environmentally sensitive areas, alleviate congestion, improve access to the City Centre and other main centres along with employment locations, and to accommodate longer distance traffic. This will facilitate improved conditions for non-polluting forms of transport such as cycling and walking, by enhanced provision of footpaths, cycleways and multi-user routes. Throughout, the needs of those with mobility problems (eg those with disabilities, the elderly, etc) are to be taken into account. Environmental improvement schemes, including traffic calming and other traffic management measures are to be implemented where appropriate. Car parking policies are intended to provide safe road conditions, help reduce travel demand and promote more environmentally benign modes of transport whilst ensuring the viability of existing retail and commercial centres. Policies are also to encourage freight movement by rail, the development of the Port and support improvements to the national highway and rail networks which enhance the City's accessibility.

### GENERAL POLICY

**T1 THE CITY COUNCIL WILL PROMOTE THE DEVELOPMENT OF A BALANCED, INTEGRATED AND SUSTAINABLE TRANSPORT SYSTEM WHICH MEETS THE ACCESSIBILITY NEEDS OF THE COMMUNITY BY ENCOURAGING A WIDE RANGE OF TRANSPORT MODES. THE COUNCIL WILL GIVE HIGH PRIORITY TO MEASURES WHICH PROMOTE WALKING, CYCLING AND PUBLIC TRANSPORT; STIMULATE ECONOMIC DEVELOPMENT AND REGENERATION; IMPROVE ROAD SAFETY; AND PROTECT AND IMPROVE THE ENVIRONMENT.**

13.13 Transportation policies in general are concerned with accessibility of people and goods to a range of facilities. In recent years the location of new employment centres, retail outlets and recreational facilities has become more decentralised, with a resulting change in travel patterns. Although Government policy is now geared to reducing the need to travel, the legacy of past developments will continue to influence travel patterns over the Plan period. It is important to ensure ease of access to facilities for all sectors of the population, therefore a balanced transportation system is required to cater for different needs. Consequently, the Council will make provision for as wide a range of modes as feasible, including cyclists and pedestrians, private (and commercial) vehicles and a range of public transport requirements (eg bus, rail, Metro, taxi), as well as encouraging innovative forms as appropriate.

13.14 Strategic Guidance indicates that the transportation network should meet the needs of both private and public transport. The development of a well-balanced transportation network is also important in achieving the wider economic development and environmental goals of the Plan, thus the policies set out in this section are developed in recognition of the close inter-relationship between land use and the transportation system.

13.15 Strategic Guidance emphasises the primacy of economic regeneration. To facilitate this it will often be necessary to ensure the presence of high quality roads giving access to industrial and commercial sites. This will accommodate the increase in vehicular traffic (commercial and private) which could result from successful economic regeneration as well as reduce the level of non-essential traffic on roads passing through residential areas and shopping centres.

13.16 At the same time, public transport will be given higher priority and encouraged because:-

- \* car ownership rates are low, the 1991 Census revealing the Tyne and Wear rate to be about 30% below the national average, with 48.8% of households in Sunderland not having a car (Although ownership rates are increasing, to date they have merely kept pace with national change; thus even if in future they rise relatively quickly as a result of successful economic regeneration, they are likely to remain low throughout the Plan period, resulting in a continued dependency on public transport.);
- \* even amongst car owning households, there will be times when a car is not available for use;
- \* a good attractive public transport system will help establish a strong pattern of usage even amongst car owners (This should help offset congestion on radial roads and major junctions which, as mobility demands increase,

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is likely to worsen if alternatives to the car are not available. It will also ensure a network exists to cater for demand should congestion and national pollution controls start to discourage the use of private cars.);

- \* it is more efficient in terms of fuel use and use of roadspace;
- \* it is more environmentally friendly.

13.17 Private transport, however, cannot be unduly restricted in the present circumstances without adverse implications for economic regeneration, which is the Council's priority. For this reason, a high quality road network will still need to be provided which will:-

- \* help facilitate economic development by providing a high level of access to employment and commercial centres by bus, car and commercial vehicles; this is of particular importance in relation to the City Centre and other main centres to ensure their on-going vitality and viability;
- \* provide a safe and attractive Strategic Route Network for through traffic and traffic of more than local importance;
- \* reduce the adverse environmental effect of traffic in locations such as residential areas, shopping centres, Conservation Areas, etc.;
- \* assist in the determination of commercial/ business routes to link to the national highway network.

Whilst it is important that private transport is not so unduly restricted as to affect urban regeneration, the Council recognises the need to effectively manage demand for private car use and is committed to preparing a strategy in relation to this as part of the Plan's first review. This is in accordance with the aims and objectives of the City Council's Local Agenda 21 process and will need to be the subject of wide discussion to formulate a workable strategy which balances urban regeneration, environmental, and accessibility concerns.

13.18 This policy, which promotes all of the Transportation objectives, therefore sets the strategic framework for the policies in the following chapters, which provide details of measures to be taken and the means by which they will be achieved. In order to be fully effective it must be considered in the light of other Plan policies, particularly those which relate to the environment.

# T 14 Public Transport

## CHAPTER 14

14.1 The low car ownership rate in the City, noted in para. 13.16, results in a continued relatively high dependence on an efficient public transport network. Public transport facilities within and adjacent to the City comprise:-

- \* the Metro system;
- \* bus services;
- \* railways;
- \* taxis;
- \* air transport.

The current situation regarding the above is outlined in turn in the following paragraphs.

### THE METRO SYSTEM

14.2 This is a modern rapid transit system offering attractive, fast and congestion-free services, having 59 km of track with 46 stations serving most of urban and industrial Tyneside. Although bus and rail interchange facilities are available at Heworth (Gateshead), the system does not serve the City at present.

14.3 In April 1993 the Tyne and Wear Passenger Transport Authority (PTA) gave approval in principle to a Metro extension route running from Heworth to Sunderland City Centre, making joint use of existing railway track, thence westward to South Hylton on new track following a former railway line which is currently a major landscaped multi-user route. It is programmed to be operational by early in the new millennium.

### BUSES

14.4 Countywide, patronage on buses has declined from a peak in the mid-1980's following deregulation (see para. 13.7); the City continues to have an above average level of public transport usage. Passenger loadings are at their highest outside the usually recognised morning and evening peak traffic periods. The internal network comprises a series of routes radiating from the major centres, especially Sunderland City Centre, giving rise to a comprehensive system serving the City and the surrounding area (see Fig. 14.1).

14.5 The City Centre Traffic and Transportation Study (1993) indicated that people are choosing to use the bus rather than car: "the level of public transport use into the city centre is far higher than what would normally be expected, and even allowing for low car ownership levels many car owning visitors to the city centre must choose to use the bus or taxi services available. The exceptionally good public transport system still has spare capacity and increased usage would not automatically result in additional buses on the highway network." The number of operators has grown since deregulation and service frequencies have increased on some corridors. The majority of services in Sunderland are provided by companies which are now part of the emerging national bus groups.

14.6 Secured services, i.e. subsidised by the PTA, include evening, Sunday, works' and scholars' services. They are aimed at:-

- \* sustaining appropriate levels of service for the labour force;
- \* providing facilities to meet the requirements of all sections of the community;
- \* enabling adequate travel to medical and social facilities, including shopping centres.

The internal bus service network is complemented by services linking with other centres in Tyne and Wear and beyond (e.g. Newcastle, South Shields, Durham, Darlington, Teesside). Finally, there are national coach services providing access to destinations throughout the country.

14.7 Special facilities are also provided for the elderly and those with disabilities, comprising:-

- \* Carecall, a door-to-door mini-bus service;
- \* Carecab, a system of half price taxi journeys with registered operators.

Additionally there are voluntary and private sector services meeting the needs of people with disabilities (eg Transide, run by the City of Sunderland Council for the Disabled), CVS, and accessible taxis.

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14.8 There are four bus stations within the City, two in Sunderland City Centre and two in Washington, providing interchange facilities between bus services but only limited interchange with other modes of travel. The two stations within Sunderland City Centre are some 300m apart. The Central Bus Station, managed by the PTE, is a focus for routes serving Sunderland City. It is fully enclosed, but is currently operating above its capacity, leading to operational and environmental problems. The Park Lane Bus Station, operated by the Go-Ahead Group, was a focus for routes heading elsewhere in Tyne and Wear and longer distances, as well as a number operating within the City, mainly to destinations out of Sunderland City. The Park Lane Bus Station site is well located adjacent to the Inner Ring Road and it is intended to create a public transport interchange in this location and the site of the adjacent bus depot and Cowan Terrace car park. Once constructed, this will cater for most of the movements presently accommodated by the Central Bus Station and the present, smaller Park Lane operation, with the remainder being accommodated in the sections of John Street and Fawcett Street where buses have priority. It will also facilitate interchange with the Metro on the same site and allow additional space for the extension of The Bridges shopping centre (see chapter 19 - City Centre). The other bus stations are in Washington, at The Galleries, where a major renewal scheme is projected, and at Concord. Elsewhere there are local concentrations of on-street stops, the most significant being Newbottle Street, Houghton, where congestion problems occasionally occur; other locations of bus convergence are generally associated with local shopping centres. The only timekeeping and reliability problems appear to be associated with the use of radial roads at certain peak times and within the City Centre at congestion points. The Durham Road Super Route has been introduced to address this problem by giving buses priority over other traffic.

14.9 A recent study, 'The Role of the Bus in the Urban Economy' (1994), by Wootton Jeffries for the Confederation of Passenger Transport, investigated the role of the bus in the economy of Sunderland along with 4 other towns and cities. This found that in the City:-

- \* buses account for 21.5% of journey to work trips, whilst twice as many women use the bus for this purpose than men;
- \* a weekday survey of shoppers in the City Centre indicated the majority travelled by bus (61%), with 28% by car, 10% on foot and 1% by train. It is estimated that 50% of the centre's retail turnover is derived from bus passengers;
- \* a home interview survey for the whole City estimated that the overall motorised modal split was that 61% of all trips were by car, 34% by bus and 4% by other means. This was the lowest proportion of car trips and highest of bus trips of all 5 case studies;
- \* the modal split varies; of total trips to the City Centre, the home interview survey suggested that 37% are by car, 60% by bus and 3% by other means (e.g. train or bicycle);
- \* analysis of cordon count data shows that, for the City Centre, buses represent approximately 5% of vehicles, occupy 11% of road space, but move 36% of the total number of people travelling.

### RAILWAYS

14.10 The Durham Coast Rail route, which runs between Newcastle and Middlesbrough, is an integral part of the wider regional rail network. It passes through the City on a north/south axis with passenger stations at Sunderland and Seaburn (see Fig. 14.1). The route is currently seen as having a long term future, but the limited number of stations and its seaward location means that much of the population does not have direct access. Rail patronage in Tyne and Wear decreased slightly between 1982 and 1993, from 2.3m to 2.2m passengers per year, despite an increase in service provision of 25%. The Durham Coast Rail Line Study (1994) by Ove Arup, however, identified scope for the provision of additional stations in the City to assist patronage.

14.11 Services to Newcastle are frequent, being generally at 15 minute intervals during daytime on a weekday; this route is subsidised by the PTA under section 20 of the Transport Act 1968. There are interchange facilities onto the Metro with through links to the Metrocentre and to Hexham and Carlisle. The line also provides access to the national rail network at Newcastle, with fast and frequent (half hourly) links to London (King's Cross) as well as to other centres. Convenient access to the national rail network from the western parts of the City is available from Durham City Station. Southwards from Sunderland there is an hourly service to Middlesbrough, whilst direct services to York, Leeds, Manchester and Liverpool commenced in May 1992. Rail based freight services through the City are described in para. 16.26. The privatisation of rail services plus the proposed joint use by the Metro service will affect the usage of the line.

# T 14 Public Transport

## TAXIS

14.12 Two types of taxi service operate within the City, namely private hire cars and hackney carriages. The former operate via radio-controlled centres, responding to private requests by telephone for their services. They cannot use taxi ranks or ply for hire. The number of private hire cars fluctuates but at present there are some 420. As at early 1995 there were approximately 190 Hackney Carriage licences using designated ranks at various locations throughout the City and plying for hire. Within Sunderland itself there are two zones, focused on the City Centre; additionally, Houghton/Hetton and Washington each have their own ranks/zones. Taxis compete with service and disabled persons vehicles for the limited amount of roadspace in the vicinity of ranks, causing conflict and congestion on occasions. Trends in numbers in both sectors have been upwards in recent years although, other than at peak times, it is considered there are currently sufficient taxis to meet most demands.

## AIRPORTS

14.13 The main regional airport serving Sunderland is Newcastle Airport, situated to the north west of the Tyneside conurbation. The Airport plays an important role in the strategic and economic development of the region, providing an attractive and convenient gateway for overseas investment. By late 2001 the City of Sunderland will benefit from a direct Metro link between the City Centre and Newcastle Airport. This will complement access to the Airport via the Strategic Route Network using the Newcastle Western By-pass. Over the next decade the Airport's importance to the regional economy is anticipated to grow strongly, promoting a positive and dynamic image of the region. Newcastle Airport has seen unparalleled growth when compared to the national situation. In 1987 the Airport handled 1.34m passengers and this figure has grown steadily to reach 2.65m passengers by 1997. Forecasts indicate that by 2006 the Airport could be handling up to 5.6m passengers. To accommodate the forecast growth, the Airport Company is to undertake a £27m investment in terminal facilities. The development will almost double passenger handling capacity enabling the Airport to handle 4.8million passengers per annum upon completion in 2000. The Airport's Land Use Masterplan includes substantial maintenance and freight development. Such proposals are likely to see a rise in on-site employment from almost 2,800 in 1997 to about 5,000 by 2006.

14.14 Teesside Airport is also reasonably accessible from the City via the A19 to the south, also by rail, though not directly.

## PUBLIC TRANSPORT POLICIES

**T2 THE COUNCIL WILL PROMOTE THE ROLE OF PUBLIC TRANSPORT BY SUPPORTING IMPROVEMENTS TO THE QUALITY, ATTRACTIVENESS AND RANGE OF SERVICES WHEREVER POSSIBLE. THIS WILL INCLUDE BUSES, A METRO EXTENSION/ OTHER INNOVATIVE TRANSPORT SYSTEMS, HEAVY RAIL FACILITIES, AS WELL AS THE PROVISION OF TRANSPORT INTERCHANGES, AND FACILITIES FOR TAXIS.**

14.15 Public transport provides for the mobility needs of those sectors of the community without use of a car (48.8% of households in 1991), thereby enhancing access to employment opportunities and shopping, recreation, etc. facilities. Buses can carry a greater number of passengers than can a car in relation to roadspace occupied, thus making more efficient use of the road network. Public transport uses less fuel to carry a given number of passengers; being less polluting and a more sustainable form of transport. It is, therefore, more environmentally acceptable.

14.16 It is available for all to use, whereas continuing increases in private car usage could significantly reduce levels of access to this transport mode as a result of possible service reductions. This is particularly important in view of the continuing low car ownership rates envisaged in the City, given that the pattern of development, especially in relation to employment and retailing, has become more dispersed in recent years. The importance of this is emphasised by pockets of very low car ownership, for example Pennywell and Southwick, where in 1991 62.5% and 65.4% of households respectively did not have a car, leading to a high dependence on the various modes of public transport available.

14.17 Government guidance (PPG12, PPG13) suggests that acceptable public transport alternatives to the private car should be promoted in development plans. Strategic Guidance also gives emphasis to public transport, stating that it should be used as a positive means of easing congestion in key areas such as major centres and river crossing points.

# T 14 Public Transport

## The Metro

**T3 THE CITY COUNCIL WILL SUPPORT THE DEVELOPMENT OF AN EXTENSION TO THE METRO SYSTEM BETWEEN THE HEWORTH INTERCHANGE, THE CITY CENTRE AND SOUTH HYLTON, AND WILL CONSIDER OTHER INNOVATIVE PUBLIC TRANSPORT SYSTEMS WHICH MAY BE PROPOSED TO SERVE THE CITY. LAND AFFECTED BY SUCH DEVELOPMENT WILL BE PROTECTED FROM ALTERNATIVE DEVELOPMENT.**

14.18 The Tyne and Wear Metro (see para. 14.2) forms one of the main elements of the public transport system in the other districts within Tyne and Wear and its extension into the City is seen as an important element in the regeneration of the local economy. Approval in principle was given by the PTA in April 1993 to an extension to the City (see Fig. 14.1); this will provide a high quality rapid transit system linking Sunderland with Tyneside and could:-

- \* provide a fast, frequent and reliable service, thereby improving public transport accessibility;
- \* bring about an improvement in access to employment opportunities within Tyne and Wear for residents of the City;
- \* enhance the accessibility of the University;
- \* strengthen the role of Sunderland City Centre by improving accessibility from within its catchment area, thereby increasing development and investment opportunities;
- \* reduce congestion within the urban area, especially on the radial roads, thereby contributing towards the improvement of the environment and image of the City Centre;
- \* improve access into Sunderland for both domestic and international visitors arriving in the region via Newcastle Airport.

14.19 From Heworth to Sunderland Station the route involves joint use of existing railway track. Between Sunderland and South Hylton the proposed line utilises a former railway line which has been reclaimed and landscaped in recent years to provide an attractive, well-used multi-user route. Construction of the Metro will include provision for an alternative alignment for the latter. It is anticipated that six Metro trains will operate in each direction every hour between Newcastle, Sunderland and South Hylton, providing direct links to Gateshead and Newcastle, inter-city rail links, Newcastle Airport and the Tyne riverside and coast. A total of 9 stations are proposed within the City, including those existing at Seaburn and Sunderland (see policies NA33, NA49, SA42, SA87). Work is anticipated to begin by 1999 with full completion by 2001, at an estimated cost of £65m.

14.20 Along with the extension of the Metro system, consideration is being given to Metro-complementary routes such as the creation of a busway between Sunderland, Washington, and Newcastle, using continental-style flexible buses capable of carrying 120 passengers which can operate on both existing roads and, in places, on purpose-built guided tracks. This, along with other routes or other forms of innovative public transport (eg mini trams), will be encouraged, where appropriate, and land protected from development accordingly. An important feature is the 'image' created by these new, cleaner forms of transport which gives the potential to attract people who may otherwise be car-borne. Routes of railways with potential for use as communications corridors are also protected under policy T16; this could assist in the implementation of these new forms of public transport.

## Buses

**T4 THE MAINTENANCE AND IMPROVEMENT OF A COMPREHENSIVE NETWORK OF BUS ROUTES AND PROVISION OF FURTHER SERVICES, PARTICULARLY IN AREAS OF LOW CAR OWNERSHIP, WILL BE ENCOURAGED, BY THE MANAGEMENT OF ROADSPACE AND PROVISION OF APPROPRIATE FACILITIES (E.G. BUS LANES, JUNCTION PRIORITY) IN CONGESTED LOCALITIES, THEREBY LINKING RESIDENTIAL AREAS TO:-**

- (i) THE MAIN SHOPPING, EMPLOYMENT AND RECREATIONAL AREAS OF THE CITY (INCLUDING RURAL RECREATION SITES);
- (ii) RAIL AND METRO SERVICES;
- (iii) OTHER PARTS OF THE COUNTY AND REGION.

14.21 Buses form the major element in achieving an attractive public transport system. They are an accessible form of transport, penetrating into residential areas and providing an extensive network of routes to commercial, industrial and recreational facilities as well as linking to destinations outside the City. They also have the advantage of flexibility in their routing, being readily able to respond to changing patterns of demand.



## T 14 Public Transport

14.22 Buses play a particularly important role in servicing Sunderland City Centre (see para. 14.5). However, if there is to be any future prospect of persuading people to voluntarily give up car use, facilities must be available to enable public transport to provide a reliable, efficient and attractive alternative service. Congestion at certain times, especially in Sunderland City Centre and on radial roads leading to it, results in timekeeping and reliability problems, as does the lack of capacity in Sunderland Central Bus Station and surrounding streets. This policy seeks to rectify these problems and attain a viable public transport service. Bus priority routes, which have been introduced in the City centre and on Durham Road (the Super Route) and the Park Lane interchange will improve the attractiveness of bus services, especially when complemented by other measures such as the introduction of high quality buses, e.g. the new low floor easy access buses, and measures such as real time information at bus stops.

14.23 The deregulation of services under the 1985 Transport Act has greatly restricted the degree to which local authorities can achieve wider transportation and environmental objectives; consequently the proposals of the UDP are aimed at an improvement in bus operating conditions. There is evidence that buses are effective in reducing congestion and if, by the end of the century, the attractiveness of public transport could be improved to the point where patronage increased by 28% there could be a resulting drop in the morning peak demand for road space of 5% over 1993 levels ('The Role of the Bus in the Urban Economy', Wootton Jeffries, 1994).

14.24 In Sunderland's case it is thought that this could be achieved by a range of measures including bus lanes and junction priority which would enhance the efficiency of the bus network, but with only minimal need for private car restraint measures. Consideration will also be given to the provision of further dedicated bus routes (see para. 14.20). In addition, new developments will be designed and located to take into account the need for the penetration of bus services so that bus stops can be located within 400 metres walking distance of every dwelling. Although the influence of the public sector has diminished since deregulation, the capital programme of the Environment Committee makes provision for £50,000 a year until 2000 for bus priority measures. Any measures proposed under this policy will provide a highway framework within which various private operators can work. It will however be up to them to maximise the potential benefits with regard to prevailing market forces. The availability of Council finance may enhance the scope for public/private sector partnerships in relation to bus-related infrastructure and may assist in implementing this policy.

### Railways

T5 INFRASTRUCTURE INITIATIVES TO IMPROVE RAIL PASSENGER AND FREIGHT SERVICES, INCLUDING THE PROVISION OF NEW STATIONS AT STRATEGIC LOCATIONS, ALONG WITH IMPROVED PARKING FACILITIES FOR CARS, TAXIS, AND CYCLES, WILL BE SUPPORTED.

14.25 The Newcastle-Sunderland-Teesside route is a key strategic long-term asset within the region's transportation network (see para. 14.10). The Sunderland/ Newcastle link is of particular significance, carrying some 2.5m passengers each year, over 1.8m boarding or alighting at Sunderland. The main weekday peaks correspond with work journeys, thus helping to ease intra-regional traffic congestion. Improvements in recent years include provision of new rolling stock, station refurbishment, increased inter-peak frequency and automatic fare collection equipment. There may be scope for further stations south of Sunderland well-related to new development, provided they do not result in less attractive journey times for the long-distance passenger (see policy SA43). In general, provision of new stations at strategic locations where the opportunity arises (including for Metro), along with interchange facilities where appropriate, will make the system more attractive and accessible to users of other modes of transport, thereby enhancing its role within the City's transportation system and potentially reducing future congestion.

14.26 Privatisation of services may lead to some uncertainty but in the light of the above considerations, the Council will continue to encourage provision of new facilities where appropriate, possibly including new lines (see policy T16). Funding could be through the PTA, the City Council or the new private rail service operators, with submissions to DETR through the 'package approach'. The potential for European finance will also be investigated.

### Interchanges

T6 THE CONSTRUCTION OF TRANSPORT INTERCHANGES (E.G. FROM CAR TO BUS OR BUS TO RAIL) WILL BE ENCOURAGED. PARTICULAR ATTENTION WILL BE GIVEN TO THE NEEDS OF THOSE WHO RELY ON PUBLIC TRANSPORT, ESPECIALLY PEOPLE WITH DISABILITIES, THE ELDERLY AND PEOPLE WITH YOUNG CHILDREN, ENSURING A HIGH LEVEL OF PERSONAL SAFETY THROUGHOUT.

## T 14 Public Transport

14.27 Within an efficient passenger transport system, interchange facilities enable passengers to transfer between modes and allow the most appropriate method to be used for particular stages of a journey. At the present time, facilities only exist for transfers between services within a particular mode (eg bus stations) Provision of facilities allowing for the effective and efficient movement from one mode of travel to another will help make public transport a more attractive option, thereby encouraging its use. Where sites become available at appropriate locations, consideration will be given to the need to protect them from other forms of development, thereby enabling the establishment of interchange facilities.

14.28 It is important that, in the detailed design of interchanges, particular attention is given to providing for access and egress by people with disabilities and mobility problems, that vehicle/pedestrian conflicts are minimised and that personal security risks are taken into account. New interchanges with park-and-ride and/or kiss-and-ride facilities could help stimulate increased public transport usage. It is considered that such facilities will be provided at appropriate locations in conjunction with the proposed Metro extension along with any additional rail stations which may be constructed. Finance could be through the PTA, the City Council, the new private rail operators, or a combination of all three. The possibility of European finance could also be investigated.

### Taxis

T7 THE CITY COUNCIL WILL SEEK TO PROVIDE SUFFICIENT TAXI STANDS IN APPROPRIATE LOCATIONS WHICH ARE READILY ACCESSIBLE BY CUSTOMERS AND TAXI DRIVERS, TAKING INTO ACCOUNT THE NEED TO REDUCE TRAFFIC CONGESTION, IMPROVE ROAD SAFETY AND POSSIBLE DETRIMENT TO RESIDENTIAL AMENITY.
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14.29 This Policy sets out the general planning considerations against which proposals for establishing new ranks or relocating existing ones will be evaluated. Taxis form an important element of the public transport system although they carry fewer passengers than other forms. They offer a 24-hour service geared to a market where individuals require a journey tailored to their own particular requirements. They are particularly valuable for the elderly and those with disabilities. It is therefore desirable to ensure that stands for Hackney Carriages are in locations which are safe and convenient for both operators and users.

14.30 The need for accessible locations for stands is particularly pronounced in the City Centre, where other proposals of the Plan will result in the restriction of through traffic. Although links within the City Centre have been modified to ease the problems of access to the railway station which would have otherwise arisen, the situation will need to be monitored and may need to be reviewed in the light of any operational difficulties which might arise. Certain taxi ranks, particularly in the City Centre, give rise to environmental and social problems. It is therefore important that the amenity of an area is not affected by noise, trespass, litter, etc. Any changes to or additional provision of taxi ranks will be the subject of consultation with the appropriate operators and occupiers of property in the vicinity.

# T 15 Personal Mobility

## CHAPTER 15

15.1 In addition to encouraging people to choose the more environmentally-friendly public transport options, the UDP also seeks to widen the choice available to residents by promoting the most environmentally-friendly forms of personal movement, namely walking and cycling. Consideration is also given in this chapter to the needs of those whose mobility is restricted, either by age, disability or by the need to cope with prams, pushchairs or shopping trolleys.

### PEDESTRIANS

15.2 Pedestrian movement takes two forms; going from one place to another and moving in and around a particular centre. Linear movement is catered for by footpaths, usually adjacent to the City's road network. The major exception is in Washington New Town where there is a segregated, integrated system of footpaths with well-designed crossing facilities, including underpasses. A similar system exists at Doxford Park, although it is not quite so comprehensive. Elsewhere, new development has provided segregated pedestrian ways, but currently these do not generally build up into a comprehensive network. Footpaths have also been provided through linear reclamation schemes, some covering quite substantial distances (5-10 km) but except in the inner urban area they tend to have more of a recreational role, often extending into the countryside (see also policy L10).

15.3 The other main source of pedestrian movement is at centres of activity. Pre-eminent among these are the City Centre, Town Centres and local shopping centres. Within Sunderland City Centre a number of streets have already been pedestrianised and other measures to enhance pedestrian priority may be implemented during the Plan period. Washington Town Centre (The Galleries) has internal malls linked to external over/underpasses, providing a reasonably satisfactory environment for pedestrians. Mautland Square in Houghton is pedestrianised; nearby Newbottle Street, which is the main shopping street, has restrictions on through vehicular movement, although it is still utilised by significant numbers of buses and service vehicles. Conditions for pedestrians have now been improved by widening pavements and enhancing the quality of the streetscape, although further works may be required in conjunction with the regeneration of Houghton Town Centre in association with other proposals of this Plan (see chapter 22).

15.4 Suburban shopping centres in Sunderland and Houghton/Hetton, however, are generally situated astride main roads, leading to pedestrian/ vehicular conflict. There is also considerable conflict at the seafront, especially in the vicinity of Seaburn Park. Other points of conflict occur where educational and other social/community facilities open directly onto main roads, especially the Chester Road University campus, which is divided by the A183.

### CYCLISTS

15.5 Cycling is an efficient form of transport which is also healthy and inexpensive. For the community it is non-polluting and the facilities needed by cyclists generally cost much less than those required by car users. Nationally, cycling has been growing in popularity in recent years, although this is in the context of a long term decline over the last 40 years. Locally, the lack of dedicated facilities, the climate and the terrain have been suggested as the causes of comparatively low cycle usage, but conditions in these respects are no worse than in many other towns and cities throughout the UK.

15.6 Cycling can be divided into everyday and recreational use. Although to date only limited provision has been made for everyday use on or adjacent to highways within the City, the Council is endeavouring to develop a range of measures to assist cyclists. This includes provision of bicycle parking facilities at the St. Mary's multi-storey car park, although this is currently the only such facility in the City. Progress has, however, been made in providing facilities of a more recreational nature, opportunities having been afforded through reclamation schemes, especially where former railway lines were involved, although these are not always adequately signed (see L10). Appropriately-surfaced routes have been provided within them, making provision for combined cycling and walking, together with facilities for horses in some instances. As an example, the Consett to Sunderland cyclepath, undertaken by Sustrans as part of the coast-to-coast (C2C) cycle route provides a safe and attractive route for cyclists and pedestrians, though its easterly linkages to the coast are at present limited.

# T 15 Personal Mobility

## PEOPLE WITH DISABILITIES AND OTHER SPECIAL NEEDS

15.7 People may suffer disabilities, temporarily or permanently, for a variety of reasons. These include blindness and deafness as well as physical difficulties of movement. Additionally, the elderly and people with young children may experience many problems similar to those of the disabled.

15.8 Surveys of disability undertaken by OPCS (published 1988) reveal that nationally some 6.2m people suffer some form of disability, 70% of whom are over the age of 60. Some 3% of children under 16 also have disabilities, indicating that it is a matter of concern across the spectrum of all age groups. Generally locomotive disabilities are the most prevalent form of disability amongst adults. Some 69% of adults with such a disability live at home, of these, 10% had wheelchairs. If this picture is reflected locally it is estimated that there are nearly 26,000 adults (ie 8.8% of the population) aged between 16 and 74 in the City who suffer some form of disability. Of these 16,300 had difficulties with mobility, 9,000 with hearing and a further 4,700 with sight; more than 50% being aged between 60 and 74.

15.9 Nationally, the most commonly used form of transport amongst adults with disabilities is the private car (used by 76%), stressing the importance of making dedicated provision. Half of those travelling by car are, however, driven by someone outside of their household, indicating the degree of dependence on other people for mobility. Around one third of disabled adults living at home go out several times a week and over two thirds of less disabled people use buses whereas less than one seventh of more disabled do so. At the present time there are a total of 115 dedicated parking spaces for the disabled at Sunderland City Centre with further provision at Washington and Houghton Town Centres. There is constant pressure to increase the spaces available for parking by orange badge holders, especially at popular centres of activity.

## PERSONAL MOBILITY POLICIES

### Pedestrians

**T8 THE NEEDS OF PEDESTRIANS WILL BE GIVEN A HIGH PRIORITY THROUGHOUT THE CITY BY:**

- (i) **TAKING ACCOUNT OF THEIR REQUIREMENTS IN THE DESIGN OF HIGHWAY MAINTENANCE, TRAFFIC MANAGEMENT AND ROAD IMPROVEMENT SCHEMES AND IN THE PLANNING OF NEW DEVELOPMENT;**
- (ii) **PROMOTING SCHEMES WHICH PROVIDE A CONVENIENT, ATTRACTIVE AND INTEGRATED NETWORK OF ROUTES OFFERING A HIGH LEVEL OF PERSONAL SAFETY AND SECURITY;**
- (iii) **IMPROVING AND DEVELOPING PEDESTRIAN LINKS BETWEEN RESIDENTIAL AREAS AND EDUCATIONAL ESTABLISHMENTS, EMPLOYMENT AREAS, TRANSPORT INTERCHANGES, RECREATIONAL AREAS AND SHOPPING CENTRES;**
- (iv) **IMPROVING FACILITIES FOR PEDESTRIANS WITHIN THE CITY CENTRE AND ALL OTHER AREAS WHERE PEDESTRIANS ARE CONCENTRATED;**
- (v) **DEVELOPING A NETWORK OF STRATEGIC RECREATIONAL ROUTES TO AND WITHIN THE COUNTRYSIDE.**

15.10 In minimising the environmental effects of transport it is essential that the Plan includes measures designed to encourage the use of non-polluting modes, which include walking. Almost everyone is a pedestrian at sometime during their normal daily routine and for journeys of less than 1.6 km, walking is frequently the most suitable mode (see para. 13.4). People without access to a car, including children and people on low incomes, are heavily dependent on walking for moving around as well as for recreation. The Plan therefore includes measures that improve the pedestrian environment, whilst recognising that personal safety is an important issue for people on foot. In this regard, routes shall be on logical desire lines to ensure maximum usage, be well lit and readily capable of surveillance; planting or other features should not be positioned in a manner which may provide opportunities for criminal or threatening behaviour. They should be surfaced with a finish appropriate to the level and type of use (see also T11), and well signposted.

15.11 Subject to other requirements, a high level of pedestrian priority is to be sought where people congregate (eg at shopping centres, schools, the seafront, etc). Of particular importance is Sunderland City Centre where opportunities to further enhance pedestrian priority will arise as a result of completion of the Inner Ring and Eastern Relief Roads, which allows all extraneous traffic to be removed. Other major centres are also afforded high priority. Only proposals which enhance the vitality/viability of the centre will be promoted.

## T 15 Personal Mobility

15.12 The potential of disused railway alignments for use as footpaths and strategic recreation routes is identified and protected under policies L10 and T16. Improvements to shopping centres are promoted under their appropriate Part II proposals for individual areas of the City.

15.13 Finance may be available from the Single Regeneration Budget, TPP Package monies and the Council's Capital Programme for pedestrianisation schemes.

### Cycling

**T9 SPECIFIC PROVISION WILL BE MADE FOR CYCLISTS WHERE APPROPRIATE ON THE EXISTING AND PROPOSED ROAD NETWORK, AND BY OFF ROAD FACILITIES. MEASURES TO ASSIST CYCLING WILL BE PROMOTED BY:**

- (i) **DEVELOPING A SYSTEM OF CYCLEROUTES LINKING RESIDENTIAL AREAS AND OTHER CENTRES OF ACTIVITY;**
- (ii) **ENSURING THAT CYCLISTS' NEEDS ARE TAKEN INTO ACCOUNT IN THE DESIGN OF HIGHWAYS, TRAFFIC MANAGEMENT AND PUBLIC PARKING SCHEMES;**
- (iii) **ENCOURAGING CYCLISTS TO USE RECREATIONAL ROUTES BY ACCESS IMPROVEMENTS, BY SIGNING AND SURFACE TREATMENT AND THE DEVELOPMENT OF LONG DISTANCE CYCLEWAYS;**
- (iv) **ENCOURAGING THROUGH PLANNING CONDITIONS AND OBLIGATIONS THE PROVISION OF ACCESSIBLE SECURE CYCLE PARKING FACILITIES AT SHOPPING CENTRES, BUS AND RAILWAY STATIONS, SOCIAL AND COMMUNITY FACILITIES AND PLACES OF WORK.**

15.14 Cycling is a benign, healthy and inexpensive mode of transport (see para. 15.5). In recognition of these facts, the Royal Commission on Environmental Pollution in its 1994 report, 'Transport and the Environment', advocated that 10% of urban journeys should be by bicycle by 2005, compared with 2.5% at present. However, cycle use in the City is currently relatively low, in part due to a lack of specific facilities and somewhat hazardous road conditions, hence the need to provide attractive conditions for cyclists to maximise cycle use. The intention of the policy is to provide safe cycling facilities for all potential users.

15.15 The first two measures proposed seek the creation of an integrated system of safe and attractive cycle-routes, following logical desire lines, largely utilising existing and proposed highways. This will be achieved by various means, including traffic management measures (such as dedicated cycleways ) or signposting of side roads as appropriate. It may also be feasible to allow cyclists to use bus gates designed for the purpose, or other bus facilities (eg bus lanes where there is sufficient width to allow a bus to overtake a cycle safely). In addition, new highway schemes and traffic calming measures will provide an opportunity to incorporate appropriate facilities. The third measure, encouraging the use of recreational routes and the development of long-distance cycleroutes, will provide links from the urban areas to the countryside including multi-user routes (see policies L10, T10). There remain a number of former railway lines in the City which could have potential for use as cycleways (temporary and long term); the Council has agreed to protect such linear routes for transportation needs including the needs of cyclists. The overall effect will be to create a network of strategic and local routes for cyclists in both the urban and rural areas. Construction of secure, safe and accessible cycle parking facilities at focal points of business and recreational activity, as proposed in (iv), will further assist in encouraging use of the bicycle.

15.16 Cycles are frequently the most suitable mode for journeys below 5 km and in recent years have become more popular for recreational purposes (e.g. BMX and Mountain Bikes). Nevertheless, cyclists are particularly vulnerable to road accidents (7% of all accidents in Sunderland in 1993); proposals are therefore intended to provide attractive and safe routes. Investment in safety measures will help to rebuild confidence amongst cyclists. The measures proposed in the area chapters, which will need to be implemented incrementally in relation to the development of demand, could ultimately enable provision of 72 km of cycleway in the City; other opportunities to enhance provision for cyclists will be implemented as they arise. It should be noted that cyclists will also be able to use appropriate proposed multi-user routes (see policy T10).

15.17 Specific proposals derived from this policy will be implemented using funds from various sources, including the Council's Capital Programme (which makes provision for expenditure of £210,000 on provision for cyclists up until 2000), the TPP and the Single Regeneration Budget. The Council will also ensure that appropriate facilities are incorporated in major development schemes as part of the development control process.

# T 15 Personal Mobility

## Paths and Multi-User Routes

**T10 THE CITY COUNCIL WILL PROTECT AND REVIEW PATHS SHOWN ON THE DEFINITIVE PATH MAP AND, IN ASSOCIATION WITH THE COUNTRYSIDE COMMISSION AND OTHER AGENCIES, WILL SEEK TO UPGRADE EXISTING ROUTES AND IDENTIFY NEW ONES, INCLUDING THOSE FOR RECREATIONAL PURPOSES. IT WILL ALSO CONSIDER THE FEASIBILITY OF ADAPTING SOME OF THESE ROUTES FOR USE BY CYCLISTS, PEOPLE WITH DISABILITIES AND HORSE RIDERS TO PROVIDE MULTI-USER ROUTES.**

15.18 The importance of paths is reinforced by the fact that walking has become an increasingly popular activity, reflecting environmental awareness as well as a recognition of the value of exercise in the improvement of personal health. Many countryside initiatives, such as the Great North Forest, perform an environmental education role and the development of paths enables people to take advantage of such initiatives. However recreational use of the countryside can lead to increased problems of trespass on adjoining agricultural land. In recognition of this, a field penalty assessment of certain priority areas was undertaken by the Agricultural Development and Advisory Service on behalf of the City Council in 1991. The results of this have been taken into account in the formulation of proposals which identify over 60 km of paths.

15.19 Consideration will be given to the adaptation of some routes to provide a network of multi-user routes, both urban and rural, to serve the City. A multi-user route is generally an off-road route of greater width and more robust surface treatment providing attractive and safe movement for both recreational and other users. They will provide facilities, wherever possible, for the following potential users:-

- \* pedestrians;
- \* the disabled;
- \* cyclists;
- \* horseriders.

In particular, efforts will be made to incorporate facilities helpful to those with disabilities (eg surface treatments, gradients, gate design, etc.) although in some cases this may not be feasible if, for example, topography precludes it. It is estimated that around over 120 km of multi-user routes are proposed in the Plan (see Fig. 15.1). Occasionally links may have to be made along short sections of all-purpose roads. Most routes will inter-connect with other strategic paths, or cycle routes defined under Policy T9. A number of routes are being developed under the Heritage Trail Initiative. Details of these are included in the area proposals and an indication of routes shown on the Proposals Map. Where existing and proposed paths and multi-user routes are in proximity to sites of nature conservation interest, appropriate safeguards will be incorporated to ensure the protection of that resource. In implementing proposals, landscaping will be of a nature appropriate to the encouragement of wildlife habitats.

15.20 The Council will also review and update the register of paths in accordance with the requirements of the Countryside Act 1990. Expenditure of £200,000 on development of Heritage Trails over 5 years has been approved as part of the Single Regeneration Budget submission. In addition, EC funding and English Partnerships monies will be sought where derelict land is involved.

## People with Disabilities and Other Special Needs

**T11 PARTICULAR ATTENTION WILL BE GIVEN TO THE NEEDS OF PERSONS WITH MOBILITY PROBLEMS AND SENSORY IMPAIRMENTS (INCLUDING THE ELDERLY, THOSE WITH DISABILITIES, AND THOSE WITH YOUNG CHILDREN); SPECIAL PROVISION FOR THESE NEEDS WILL BE INCORPORATED INTO THE DESIGN OF HIGHWAY SCHEMES / TRAFFIC MANAGEMENT MEASURES AND IN THE PROVISION OF PUBLIC TRANSPORT FACILITIES.**

15.21 The quality of a person's life is affected by how free they are to move about as they please; many people with disabilities are precluded from playing a full and independent role in society by the inaccessibility of amenities, including transport facilities. Section 76 of the Town and Country Planning Act 1990 acknowledges this and requires developers of specified types of buildings to provide suitable means of access and parking for people with disabilities.

15.22 People with mobility problems or sensory impairments form a significant minority of the local population (8.8%) (see paras. 15.7-15.9). It is likely that most people will experience some form of temporary or permanent handicap that impairs their mobility at some time in their lives. It is also true that the prevalence of personal mobility problems increases with age; current demographic trends will mean therefore that in future a greater proportion of the population will encounter such problems.

## **T 15 Personal Mobility**

15.23 People with disabilities also have specific requirements in terms of pedestrian movement. Poorly maintained pavements can be dangerous to all users, more especially to those with disabilities. Street furniture that clutters the footway rather than being consistently positioned can cause a hazard, whilst crossing roads can be made easier for some groups by the installation of tactile surfaces to locate crossing points. Thus the adoption of appropriate features in the detailed design of highways, pedestrianisation schemes and pedestrian routes is important; these should be in accordance with the Institute of Highways and Transportation Guidelines 'Reducing Mobility Handicaps'. With regard to public transport access, a 1988 survey by OPCS showed that only 16% of the most severely disabled groups used buses. Consequently there is a need to give consideration to how the specific needs of the disabled can be met, in this connection the provision of appropriate facilities to provide access to public transport is important.

15.24 All such measures will, in consultation with the Council for the Disabled, also be sought through negotiation and the imposition of suitable conditions on planning applications where appropriate. In addition, multi-user routes will make provision for people with disabilities wherever possible (see para. 15.19). The Council's Capital Programme makes provision for expenditure of £206,000 up to 2000 on providing facilities for people with disabilities.

# T 16 Highways, Traffic Management and Freight

## CHAPTER 16

16.1 The Strategic Route Network (see Fig. 16.1) represents the framework of major roads serving the City. It comprises trunk roads (which, along with motorways, are the responsibility of the Secretary of State for Environment, Transport and the Regions and are administered by an Executive Agency - the Highways Agency), other primary routes and roads of more than local importance, all of which generally carry in excess of 15,000 vehicles per day. The network generally relates well to the major traffic generators in the City, although access to the coastal industrial strip and the South Docks area is currently tortuous and restricted by other development. The major focus of the Strategic Route Network is Inner Sunderland, where a number of primary roads radiate from the City Centre. There is also a significant framework of such roads in Washington New Town, and in Houghton/Hetton. The River Wear, however, acts as a major barrier to north-south movement, there being only 4 major crossing points, though these are distributed throughout the length of the river within the City.

16.2 The A194(M) and A19(T) are both dual carriageway roads, with grade separated junctions, running outside of the built-up areas. Other components of the network are of varying quality; roads such as the A183, A182 and A690, although dual carriageway in parts, in inner Sunderland and parts of Houghton/Hetton have frontage development on significant stretches and in places problems of substandard horizontal and vertical alignments. These factors lead to an impoverished environment, along with inefficiencies and delays in traffic movements together with dangers to pedestrians, cyclists and motorists. Additionally, some major roads pass through or close by areas which are environmentally sensitive, such as Conservation Areas and important local shopping centres.

### Existing Traffic Flows

16.3 The composition of traffic reflects the City's current level of prosperity, with relatively low peak-hour flows, a high proportion of movements by bus and fewer commercial vehicles than might otherwise be expected. Significant volumes of traffic are, however, attracted to:-

- \* Sunderland City and Washington Town Centres;
- \* industrial areas, especially the larger and more modern ones;
- \* recreational areas, especially the seafront.

16.4 Existing traffic flows per 24-hour day on the main road network within and adjoining the City indicate that in general the highest flows are on the A1(M) and A19(T) (74,000 and 54,000 vehicles respectively), reflecting their wider regional importance. The A1231 linking Sunderland and Washington (39,000 vehicles) and the A182 through Washington as far as the A183 (23,000 vehicles) also carry high volumes of traffic (see Fig. 16.1).

16.5 Within Sunderland itself, traffic flows build up in the inner areas, particularly in the vicinity of the City Centre, where most roads have frontage development. The A183 east of the A19 carries 39,000 vehicles, but north of the river the same road has comparatively low flows for much of the time but is subject to serious congestion during events on the seafront. The Outer Ring Road between Grangetown and the A690 also carries a considerable volume of traffic (15,000 vehicles).

16.6 Elsewhere in the City, flows on other roads are comparatively low, other than on the A195 in Washington between the A182 and the A1(M). This does not, however, necessarily imply that flows elsewhere are acceptable; for example, poor alignment and the presence of frontage development offset the benefits of relatively low volumes of traffic using the A182 in the Houghton/Hetton area. Predicted increases in general traffic flows (see paras. 16.9-16.11) could very much worsen the situation.

16.7 The constraint imposed by only 4 bridge crossing points over the River Wear gives rise to the comparatively high traffic flows using them. Figures for 1996 reveal that annual average daily flows amounted to 151,500 vehicles per 24-hour day. The greatest number were on Hylton Bridge (57,000), then Wearmouth Bridge (41,200), Queen Alexandra Bridge (30,700) and finally, despite being constructed to dual carriageway standard, Chartersheugh Bridge (23,900). In spite of efforts to encourage more walking, cycling and use of public transport, this traffic can be expected to increase substantially over the Plan period.

16.8 The main focus of peak hour congestion problems is in Sunderland City Centre, although this has eased with completion of the final stages of the Inner Ring and Eastern Relief Roads. Other locations which may experience congestion from time to time include Chester Road (A183) east of Ormonde Street, parts of the A690 (particularly at East Herrington), Southwick Road, St. Luke's Terrace, Hylton Road, Thompson Road, the A183 at Shiney Row, the A1052 at Fence Houses, and the A182 in Hetton Centre.

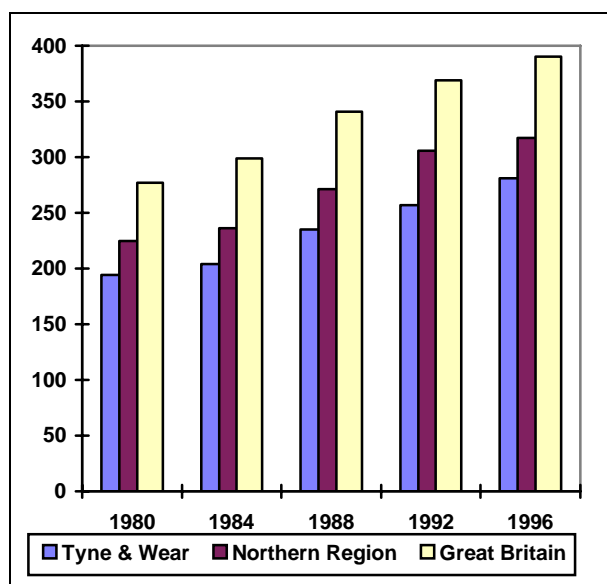


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## Trends in Traffic Growth

16.9 As cars form the bulk of traffic on roads, car ownership and usage is a very important consideration. Car ownership in Tyne and Wear increased by around 44% between 1980 and 1996, broadly in line with national trends ('Transport Statistics in GB', HMSO (1994, 1997)). However, the Tyne and Wear base level of ownership was some 30% below the national average, the average growth rate of 2% p.a. maintaining the differential. If existing trends are allowed to continue, further substantial increases in car ownership can be anticipated. Allied to this, anticipated increases in car usage of 6% and in commercial traffic of 15% will lead to significantly greater pressure on available roadspace. The prospect of this increase actually occurring, or even being exceeded, will be related in part to the level of success in regenerating the economic base of the City, though modified by the need to reduce environmental pollution by minimising the need to travel. There is evidence to suggest that increases are occurring on a significant scale. Between 1981 and 1991 the number of cars within the City rose by 10,000, giving rise to an increase of 22% in traffic using the City's roads. By 1991 more people were driving to work (58.1%, roughly in line with national figures); conversely there were reductions in the proportion using buses or walking to work.

Fig 16.2 Car Ownership



Source: Transport Statistics in GB: HMSO / DETR

16.10 Whilst such growth is likely to lead to an increased level of atmospheric pollution, contrary to the Government's declared aim of reducing global warming emissions, the national strategy to restrain increases in traffic is limited to advice contained in Government guidance and the 1998 Transport White Paper. In the absence of legislative changes, the scope for the City to pursue policies to restrain traffic independently without having an adverse effect, especially in relation to economic development, is limited. Less polluting forms of transport can however be promoted, giving the City's residents an increased opportunity to exercise voluntary restraint. Furthermore, by careful planning the City Council can assist the public to minimise the numbers and length of less essential journeys.

16.11 Patterns of movement are also likely to alter as a result of the location and scale of new development both within the City and in adjoining areas. It is anticipated that Sunderland City Centre will need to strengthen its attractiveness, if it is to remain a centre of regional importance; this is likely to result in increased flows of traffic to and from it. New generators of industrial and commercial traffic are emerging, notably within the Enterprise Zones also elsewhere, on the North Sunderland Riverside, Doxford Business Park, Rainton Bridge economic development sites and with further developments at Washington and Nissan. The concentration of new housing within any one location could also have a significant effect on the pattern of local traffic generation. Conversely, the importance of traditional generators of traffic, particularly shipbuilding and other industries in Inner Sunderland along with coal mines in Houghton/Hetton, has declined in recent years. Unless remedial measures are taken, however, the net effect of increased traffic and changing patterns of movement, derived in part from economic regeneration initiatives, could well exacerbate existing problems.

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## **THE ENVIRONMENT AND SAFETY**

### **The Environment**

16.12 The highway network can have a major effect on the environment of surrounding areas by virtue of the associated noise (to which attention has been drawn in recent Government advice: see PPG24), pollution and danger, as well as the intrusive visual impact. With anticipated increases in traffic flows it can be expected that the effects will be exacerbated. In practical terms the impact is generally greatest within the older built-up areas of Inner Sunderland and Houghton/Hetton. In such locations major roads are often fronted by continuous residential development with, in some instances, property opening directly onto the highway; this inevitably leads to a poor environment for residents of such properties.

16.13 Many of the City's shopping centres are bisected by main roads; the resulting conflict between pedestrians and traffic leads to an increased danger of accidents as well as a poorer shopping environment and fragmentation of facilities. Problems are particularly severe in parts of Sunderland City Centre (e.g. Vine Place, Derwent Street and Olive Street). With the completion of the Inner Ring Road and the Eastern Relief Road, measures can now be taken to improve the environment of these localities, thereby complementing initiatives undertaken in High Street West, Market Square, Blandford Street, Fawcett Street and elsewhere. Improvements to the circulation and safety of traffic in the City Centre were identified in the City Centre Traffic and Transportation Study (1993). In suburban centres, environmental problems associated with traffic are particularly evident at Chester Road; Ryhope Road, Grangetown; Hylton Road; Sea Road; and St. Luke's Terrace. There are lesser problems at the Concord centre in Washington.

16.14 Environmental problems within the built-up area also arise through on-street car parking particularly in residential streets adjacent to shopping centres, hospitals, the University and other traffic generators. Conservation Areas such as Ashbrooke, Ryhope Village Green and Newbottle are also affected by the presence of through traffic. Outside of the urban areas, the impact of any changes to existing roads or new proposals leading to an intensification of traffic on roads within the Green Belt, nature conservation areas, wildlife corridors and other areas of open countryside will need to be taken into account (PPG24, paras. 20, 21).

### **Safety**

16.15 The Department of Transport (now DETR) and the Local Authority Associations proposed that road accident casualties be reduced by 33% by the year 2000. Central Government initiatives are needed to achieve much of this reduction but it is anticipated that action by the City might achieve a 10% improvement; the Council submits an annual Road Safety Plan setting out the policies it intends to pursue to reduce the incidence of accidents. Measures include accident investigation and the implementation of appropriate road safety schemes, together with a programme of road safety education, training and publicity. In particular, traffic calming schemes in residential areas are helping to increase safety by reducing traffic speeds.

## **PARKING**

16.16 The need for car parking (and problems related to its provision) principally arises in the vicinity of traffic generators, although specific problems may occur in other localities (e.g. the need for off-street parking in association with housing fronting main roads). The major demands for car parking within the City focus on Sunderland, Washington and Houghton Centres, the secondary shopping centres, industrial estates, hospitals, other community facilities, and some areas of recreational activity, e.g. the seafront. Additional problems arise on a less frequent basis as a result of specific events; major problems in this regard are the Football Stadium and the annual air display.

16.17 It should also be noted that the City Council's policy in relation to the provision, pricing and management of car parking, particularly in the City Centre, has changed to encourage short-stay and discourage long-stay parking.

### **Sunderland City Centre**

16.18 There are some 5,300 car parking spaces within the City Centre parking control zone. These comprise 2,830 spaces in multi-storey car parks which, along with over 1,000 off- and on- street bays gave nearly 4,000 public parking spaces; the remainder comprising an estimated 1,250 private non-residential and 200 'opportunist'

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spaces (see Table 19.11). Formal parking facilities were generally not fully utilised, with multi-storey car parks usually having lower occupancy rates than surface car parks, the notable exception being St. Mary's. This 500-space 'state of the art' multi-storey is directly linked to the shopping centre by an enclosed footbridge and is frequently fully occupied. In the run-up to Christmas the overall levels of occupancy increase to around 80% for multi-storey and 95% for surface car parks. The importance of car-borne shoppers to the viability of the City Centre is reflected in the fact that car users in 1994 spent on average £25.95 per trip, compared with £16.30 per trip by bus users, although the latter visited the centre more frequently ('The Role of the Bus in the Urban Economy', Wootton Jeffries (1994)).

16.19 Additionally, problems of on-street car parking occur in residential side streets in the vicinity of the City Centre, arising from the proximity of the commercial core and other traffic generating uses such as the University.

### **Washington Town Centre**

16.20 There are some 3,000 publicly available, free car parking spaces at Washington Town Centre. These are arranged into sizeable well landscaped surface car parks, easily accessible from the main road network; however, demand exceeds supply at peak periods, especially in the run-up to Christmas. Improvements to the Western car park are intended to provide easier access to the shopping centre by re-locating roads which cross the parking area to the edge of the site.

### **Houghton Town Centre**

16.21 There are nearly 300 free parking spaces available, of which 120 are currently provided on a surface car park adjacent to Mautland Square. This car park is frequently used to capacity. Most of the remaining spaces are in Brinkburn Crescent.

### **Car Parking Problems Elsewhere**

16.22 Secondary shopping centres also generate a demand for car parking which is met at present by on-street parking (e.g. at Sea Road, Chester Road, Hylton Road and St. Luke's Terrace). This is to the detriment of the environment, especially when it occurs in nearby residential side streets.

16.23 Industrial areas generate a demand for parking which, in the case of some of the older areas leads to problems where in-curtilage provision is inadequate. The seafront recreation area and the Stadium of Light both attract large volumes of traffic on a seasonal/occasional basis. Even though provision at the seafront has increased there is insufficient to meet maximum demands for special events, with parking occurring in adjacent residential streets. Whilst on-site parking has been provided in association with the Stadium of Light, there are still some problems of parking in residential streets in parts of Southwick, although the development of the Metro extension may partially relieve this. Other problems exist in the vicinity of the University, hospitals and, increasingly, in the vicinity of schools as more parents take and collect their children from school by car.

16.24 As a result of anticipated increases in car usage, there is likely to be continued pressure for parking at all these locations. Increased provision would make locations which currently suffer a deficiency of space more competitive and attractive, particularly to shoppers who may otherwise not have used facilities within the City. There thus needs to be a balance between increased provision to assist regeneration, and the attainment of environmental and transportation objectives.

## **FREIGHT MOVEMENT AND THE PORT**

### **Freight**

16.25 The Strategic Route Network (see Fig. 16.1) generally provides an effective framework for freight movement by road. It provides reasonable access to most commercial and industrial destinations, the major exception being the South Docks and the adjacent coastal industrial strip. New and proposed industrial areas are well-located for freight movement by road, giving ease of access to the regional and national road network. However, traditional industrial and commercial areas are situated in more urban locations drawing freight traffic further into the built-up areas, to the detriment of the environment.

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16.26 The City's rail network accommodates freight as well as passenger traffic, with freight lines to the Port. There are also a number of former railway lines linking various parts of the City and penetrating into the heart of the urban areas (see Fig. 16.3); these have potential for future use as various forms of transport corridor. The Leamside line, which runs north/south between Washington, Fence Houses and West Rainton, is not currently used, but is being protected by Railtrack who might wish to re-use it for freight. Provision of a new spur line to the Nissan plant remains a possibility, whilst Durham County Council wishes to retain the Leamside line for local passenger services.

### The River and Port

16.27 Although the River Wear is navigable by small craft as far west as Fatfield, the commercial zone forms a compact area of about 72 ha around the harbour entrance and within the South Docks. It has a range of facilities including a deep water quay (8.8m draught). The South Docks form a substantial complex but the lock by which access is gained imposes a restriction on the size of vessel which can be berthed.

16.28 The importance of the Port has declined in recent years. Whilst between 1978 and 1992 cargo movements from the regions' ports increased by 15%, those from Sunderland declined by 28%. Most of the tonnage passing through the Port is transported to and from it by road; this is likely to continue to be the case. It is estimated that in 1986/87 some 42,500 lorry trips were made to and from it, rising to over 70,000 in 1991/92. Oil storage facilities, however, continue to use the rail line, thus securing its retention in the short/medium term.

## HIGHWAYS, TRAFFIC MANAGEMENT AND FREIGHT POLICIES

### The Strategic Route Network

**T12 WHEREVER POSSIBLE, MAJOR TRAFFIC FLOWS AND HEAVY GOODS VEHICLES WILL BE ENCOURAGED TO USE THE STRATEGIC ROUTE NETWORK, TAKING INTO ACCOUNT TRAFFIC MANAGEMENT POLICIES T17 AND T20.**

16.29 The Strategic Route Network (see Fig. 16.1) comprises:-

- \* motorways (A194(M)) (N.B. the A1(M) runs adjacent to the City boundary west of Washington);
- \* trunk roads (A19);
- \* other primary routes (A184, A690, A1018, and A1231) and other roads of more than local importance which are:
  - those generally carrying over 15,000 vehicles per day;
  - routes for through traffic not easily diverted by signing;
  - routes which carry significant flows of longer distance traffic associated with major industrial, commercial and residential areas;
  - and which provide links between parts of the Primary Route Network.

It should be noted that the stretches of motorway and trunk road within the City are the responsibility of the Secretary of State for the Environment, Transport and the Regions.

16.30 The Department of Transport (now DETR) estimated that traffic volumes could grow by between 2% and 3% p.a. during the 1990's with an overall increase in commercial traffic, including heavy vehicles, of some 15%. Even if efforts to persuade people to exercise restraint in the use of motor vehicles and to promote other forms of transport are fully endorsed, there are few signs at present of any reduction in the demand for motorised transport.

16.31 Locally this may be greater with the successful stimulation of economic development. During the 1980's cross-river traffic in Sunderland increased by 52% (i.e. over 4% p.a.). The Strategic Route Network is made up of highways which should have the physical and environmental capacity to accommodate major traffic flows including heavy goods vehicles. The use of the Strategic Route Network (including new stretches proposed in this Plan) in preference to other routes should help alleviate the adverse effects of these increased flows. The maintenance, improvement and clear signposting of the network should avoid the necessity to introduce coercive measures to route heavy goods vehicles, though such measures may be a longer term requirement. The City Council as Highway Authority will use appropriate regulations to erect directional signs and implement traffic management measures to assist in the achievement of this policy.

# T 16 Highways, Traffic Management and Freight

## Highway Improvements

**T13 HIGHWAY IMPROVEMENTS, INCLUDING NEW ROAD CONSTRUCTION, WILL ONLY BE PROMOTED WHERE THEY FULFIL ONE OR MORE OF THE FOLLOWING CRITERIA:-**

- (i) **IMPROVE THE STRATEGIC ROUTE NETWORK AND ENCOURAGE ITS USE IN PREFERENCE TO OTHER LESS SUITABLE ROADS;**
  - (ii) **IMPROVE THE ENVIRONMENT AND SAFETY IN AREAS CURRENTLY ADVERSELY AFFECTED BY HEAVY TRAFFIC FLOWS;**
  - (iii) **FACILITATE THE MOVEMENT OF INDUSTRIAL TRAFFIC AND ASSIST THE DEVELOPMENT OR REDEVELOPMENT OF EXISTING AND PROPOSED INDUSTRIAL AND COMMERCIAL AREAS;**
  - (iv) **INVOLVE SCHEMES AND TRAFFIC MANAGEMENT MEASURES WHICH IMPROVE THE OPERATING CONDITIONS FOR PUBLIC TRANSPORT;**
  - (v) **IMPROVE THE ENVIRONMENT AND SAFETY CONDITIONS WITHIN RESIDENTIAL AREAS BY TRAFFIC CALMING;**
  - (vi) **PROMOTE ENVIRONMENTAL IMPROVEMENTS AND PROVIDE CAR PARKING/ IMPROVED SERVICING WITHIN SHOPPING, COMMERCIAL AND INDUSTRIAL AREAS;**
  - (vii) **IMPROVE CONDITIONS FOR PEDESTRIANS, CYCLISTS AND PEOPLE WITH MOBILITY DISADVANTAGES;**
  - (viii) **REDUCE ROAD ACCIDENTS BY APPROPRIATE TRAFFIC MANAGEMENT MEASURES.**
- THIS POLICY IS SUBJECT TO THE CONSTRAINTS OF POLICIES B4, B10, B12 AND CN18.**

16.32 The highway network is the predominant means of transporting people and goods by both public and private transport; it will remain so throughout the Plan period. It also includes all traffic routes reserved for pedestrians, cyclists, etc. It must cater for future demand in an efficient way, coping with anticipated increases in traffic. It is therefore important to ensure that improvements fulfil the statutory obligations of the Highway Authority (particularly with regard to safety and efficiency) as well as the wider Plan objectives relating to economic development, the environment and other socio-economic considerations (in accordance with Strategic Guidance). Access to industrial sites in particular is seen as a major element in the City's economic regeneration strategy. The remaining criteria in this policy support other objectives of the Plan but are not listed in order of priority. With the implementation of traffic calming in a selected number of locations, this has become high on the public agenda, though certain other major road schemes have conversely become subject to local public criticism.

16.33 Proposals will be subject to an environmental assessment with particular attention given to the impact of proposals on conservation areas, listed buildings, scheduled ancient monuments and other important archaeological sites, and nature conservation interests in accordance with policies B4, B10, B12 and CN18 respectively. In constructing new roads, care will be taken to ensure appropriate off-road provision is made for footpaths and bridleways and that any diversions to existing facilities will be minimised, with safe crossing points on busy roads. As far as possible, historic tracks and footpaths will be kept to their original alignment.

16.34 The Strategic Route Network (see Fig. 16.1) is proposed for improvement by the following four major highway schemes:-

- Southern Radial Route (Grangetown/Ryhope By-pass);
- Hetton By-pass;
- Central Route (Rainton Bridge to A182);
- New Wear Bridge.

Together with the provision of an improved approach road to the Port, these major schemes will allow access to all the major industrial/economic development and employment generating sites in the City from the primary road network. This will help to reduce the amount of traffic on those parts of the Strategic network consisting of 'roads of more than local importance', allowing them to play a role in the local distribution of traffic more effectively.

16.35 **Southern Radial (SA50.5)** - This route provides a strategic link from the south eastern end of the Eastern Relief Road to the A1018 south of the built up area. It will replace the existing A1018 which passes through residential areas, Grangetown shopping centre and Ryhope Village Conservation Area. It is estimated that reductions in traffic on existing roads of up to 70-80% can be achieved with this proposal, and heavy goods vehicles seeking access to the Hendon industrial areas and the Port will not need to use unsuitable or unsatisfactory roads passing through residential areas. Construction of this proposal will permit the implementation of other schemes to meet all of the eight criteria of this policy. Improved access into the eastern part of the City will contribute towards the economic regeneration of this inner city area. It also supports the

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revival of the City Centre to which the Council is committed. The Southern Radial route builds upon the investment already put into the Eastern Relief Road and makes a positive contribution to the integrated transportation network which the City will need in the next century.

16.36 **Hetton By-pass (HA28.2)** - The need for a by-pass was identified by the East Durham Coalfield Infrastructure Study which highlighted problems of poor environment and access to industrial sites as constraints to economic regeneration. The existing A182 which this proposal will replace is characterised by close frontage residential properties. The Draft Plan indicated an alternative, the Hetton Eastern By-pass, which, although likely to attract more traffic from existing roads, would have severed the central built-up area of Hetton. Public response to consultation on this issue was clearly in favour of the western option. Residents of Low Moorsley, however, are still concerned about the possible community severance which, it is feared, will arise if the preferred route is implemented. The Council has agreed to construct this section of the road in a cutting, passing beneath the existing road, in order to minimise any potential severance.

16.37 As well as allowing the implementation of schemes which meet the criteria of this Policy, the proposed route will ultimately connect with a new road being planned by Durham County Council in Easington and Durham City districts, to provide a new strategic link between the A1(M) and the A19(T). This route will also provide access to proposed employment generating uses on former colliery land at Murton and Seaham in nearby County Durham. Co-ordination of the various elements of this route is essential to ensure that major development initiatives in the neighbouring authority do not give rise to a substantial increase in traffic in Easington Lane and Hetton before the Hetton By-pass can be built.

16.38 **The Central Route, Houghton (HA28.1)** - This offers the potential for achieving more economically, and with less disruption, many of the benefits which might have arisen from two separate road schemes, namely the Newbottle By-pass and the Fence Houses Western By-pass. It also has the advantage of providing a by-pass to part of Shiney Row which the other schemes could not achieve. It will provide access to industrial estates and the potential for improved links to the A1(M) via the A182 for north-bound traffic. It is also connected via the B1294 with the proposed Hetton By-pass at the latter's junction with the A690, thus completing an alternative to the existing A182.

16.39 **The New Wear Bridge (SA50.2)** - Whilst new bridges have been built across the River Wear upstream, within the central built-up area of Sunderland there has been no increase in cross river capacity for almost seventy years. An alignment for a new bridge crossing has been protected since 1974 but in view of the major changes that have taken place, and are continuing to take place, along the river corridor it was felt appropriate to review the situation. Consultants were appointed, their conclusions being the subject of a public consultation exercise in 1994. Although several alignments were considered it was concluded that only two options, Claxheugh and Deptford, were viable (see Table 16.1 for a comparison of these alternatives). Following a public consultation exercise, the City Council resolved to continue to protect the Deptford option leading from the Camden Street gyratory to the roundabout at the cleansing depot at Trimdon Street, which is the basis for the proposal included in this Plan.

16.40 This alignment will provide a much improved link between the City Centre and Wessington Way which, as well as providing access to major new developments along the river corridor, is the strategic link to Washington and, via the A19 trunk road, the Tyne Tunnel and the rest of the Tyneside conurbation. The proposed bridge provides additional cross river capacity at a point where it is most needed, giving relief to the existing bridges and their approaches, thus helping the regeneration of the inner city, and allowing a better distribution of traffic over the entire strategic route network. The new bridge, in conjunction with the completion of the Eastern Relief Road and the Southern Radial will give greatly improved access from the north and west of the City to the Docks and the Hendon industrial area.

16.41 More details of each scheme, including implementation, are included in the appropriate area proposals.

**Table 16.1: Comparison of the Claxheugh and Deptford River Crossing Options**

	<b>Claxheugh</b>	<b>Deptford</b>
Bridge Type	Single carriageway	Dual carriageway
Main function	Provides a crossing as part of a new corridor in the Strategic Route Network. Whilst spreading the traffic load, this could have significant traffic impact in Front St. and St.	Recognises the existing heavily used main corridor where extra capacity would relieve the Queen Alexandra Bridge.

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Expected traffic flow in year 2015 (a.m. peak - low growth)	Luke's Tce. corridors 3,600 vehicles per hour.	5,100 vehicles per hour.
Adjacent highway improvements required	European Way, Pallion New Road and western junctions on Wessington Way (moderate improvements likely to be required in future).	Silksworth Row junction and all junctions on Wessington Way. (Dualling of Trimdon Street to Silksworth Row included in the scheme).
Traffic management measures required	Possible closure of St. Luke's Tce. (or other traffic management measures) required to avoid increased traffic in the shopping street.	None.
Effect on residential properties	One property may eventually need to be demolished. 153 residential properties would experience at least a halving in traffic flow. 341 residential properties would experience at least a 50% increase in traffic flow.	4 residential properties would experience at least a 50% increase in traffic flow.
Effect on industrial premises	Part of Grove Europe crane testing site and the development of Hylton Riverside affected.	Some industrial premises in the Deptford Area affected.
Effect on wildlife and nature conservation	Crossing in an area which is rich in wildlife and conservation interest. Careful design and construction procedures needed to minimise impact.	None.
Effect on riverside landscape	Crossing close to area of high landscape value. High standard of aesthetic design required.	Design of bridge should fit into industrial landscape.
Implications for:		
(i) Pedestrians	Short river crossing in new location. However potential pedestrian/vehicle conflict in areas to south of bridge	Shorter crossing in Queen Alexandra Bridge area.
(ii) Cyclists	Short river crossing in new location with special provision on bridge.	Special provision on bridge.
(iii) Bus operators and passengers	Short crossing in new location. Reduced congestion in Washington corridor.	Reduced congestion in Washington corridor.
(iv) Metro	Requires crossing over Metro alignment at junction with European Way.	None.

## Development Control Policies

### New Development

#### T14 PROPOSALS FOR NEW DEVELOPMENT SHOULD:-

- (i) BE READILY ACCESSIBLE BY PEDESTRIANS AND CYCLISTS AS WELL AS USERS OF PUBLIC AND PRIVATE TRANSPORT FROM THE LOCALITIES WHICH THEY ARE INTENDED TO SERVE;
- (ii) NOT CAUSE TRAFFIC CONGESTION OR HIGHWAYS SAFETY PROBLEMS ON EXISTING ROADS. WHERE THIS CRITERION CANNOT BE MET MODIFICATIONS TO THE HIGHWAYS CONCERNED MUST BE PROPOSED TO THE SATISFACTION OF THE RELEVANT HIGHWAY AUTHORITY AND THE COST OF THESE MUST BE MET BY THE DEVELOPER;
- (iii) MAKE APPROPRIATE SAFE PROVISION FOR ACCESS AND EGRESS BY VEHICLES (INCLUDING BUSES), PEDESTRIANS, CYCLISTS AND OTHER ROAD USERS, PAYING PARTICULAR ATTENTION TO THE NEEDS OF PEOPLE WITH MOBILITY IMPAIRMENT;
- (iv) MAKE PROVISION FOR THE LOADING AND UNLOADING OF COMMERCIAL VEHICLES;
- (v) INDICATE HOW PARKING REQUIREMENTS WILL BE ACCOMMODATED.

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16.42 New development provides the opportunity to apply up-to-date standards to ensure satisfactory environmental results which meet both highway and safety requirements. This policy sets out those matters which will help achieve this.

16.43 **Accessibility:** The key to a socially and environmentally sensitive transportation policy is in employing a broad range of transport modes. This policy recognises the close inter-relationship between land use and transportation by providing development control guidance to ensure that new developments are located on sites that are accessible to people travelling on foot, by bicycle or on public transport whilst accommodating those who are physically handicapped. Maximum reasonable walking distances to/from public transport facilities are regarded as being 400m (bus) and 600-800m (rail). Ideally, shorter distances should be aimed at to make short, safe and attractive walking routes. Vehicular accessibility is seen as only one of the factors in the location of development. The policy reflects Government advice which seeks to ensure development is located so as to be accessible to users of a wide range of modes, hence encouraging sustainability in the longer term.

16.44 **Reducing congestion:** This element of the policy seeks the optimum use of the existing infrastructure by locating development where spare capacity exists. However, where a proposal will create additional problems of congestion, etc. on the existing highway network in the vicinity, the developer may be required to enter into a legal agreement to undertake road improvements or make an appropriate contribution toward the cost of such improvements (under S.106 of the Town and Country Act 1990 or S.278 of the Highways Act 1980). The need for such a requirement will be dependent upon the degree of congestion or adverse road conditions created by the development. There are a number of development proposals in respect of which the Highways Agency has expressed concern as to the potential impact. These are referred to in the appropriate policies and proposals as shown in the Table below, along with the trunk road/junction potentially affected. In order to fully assess the traffic effect of each allocation, further work (including a Traffic Impact Assessment where appropriate) will need to be undertaken by the Highways Agency to ensure such traffic can be accommodated safely on the trunk road/junction referred to. Where this is not possible, but could become so by remedial highway improvements, the Highways Agency will seek the attachment of appropriate conditions relating to the commencement or occupancy of the development to the prior carrying out of such improvements. Where remedial works prove not to be feasible, or agreement as to their scale cannot be reached with the developer, the Highways Agency might have to direct refusal of the planning application or, if before the Secretary of State for the Environment, Transport and the Regions, object to the proposal.

**Table 16.2: Potential Impact of Proposals on existing Trunk Roads and Junctions**

Policy/Proposal No/Area to be Allocated	Trunk Road/Junction
EC6/SA4 Doxford International (Southern Extension)	A19/A690 junction
SA3 Non-Enterprise Zone part of Doxford Park	A19/A690 junction
SA3 Moorside Industrial Estate	A19/A690 junction
SA4 Doxford International (North Eastern Extension)	A19/A690 junction
WA8 Armstrong North	A194(M)/A182 junction
SA9 Chapelgarth, Doxford Park	A19/A690 junction
NA2 Hylton Riverside	A19/A1231 junction
NA2 Former Southwick Shipyard	A19/A1231 junction

Developers are, however, advised that other general policies and specific proposals may also be relevant and may need to be taken into account in the consideration of any planning application.

16.45 **Access and egress:** Provision of safe access and egress for all road users will, in conjunction with other measures, encourage use of a wide range of transport forms in accordance with the Plan's objectives and Government guidance in PPG13. Detailed provision will be in accordance with Design Bulletin 32, revised 1992. Provision of facilities for buses to, and where appropriate, through, new development sites will allow viable public transport services to be provided, helping ensure sustainable development and transport systems.

16.46 **Loading and Unloading:** Provision of adequate off road servicing facilities will avoid congestion in service areas and also help to ensure that no related problems arise on adjoining roads, thereby contributing to a safe, attractive and efficient highway network.



# T 16 Highways, Traffic Management and Freight

## Protection of Road Lines and Communications Corridors

T15 LAND REQUIRED FOR THE IMPLEMENTATION OF NEW HIGHWAYS AND IMPROVEMENTS TO EXISTING HIGHWAYS AS INDICATED ELSEWHERE IN THIS PLAN WILL BE PROTECTED FROM ALTERNATIVE DEVELOPMENT.

16.47 In developing and improving the highway network it is essential to ensure that future possible alignments and routes are protected from development. Nevertheless, it is also important that such protection does not result in the blighting of properties in the vicinity of proposed alignments. Additionally, interim uses can be encouraged, to prevent sites becoming untidy and derelict. Where new highway schemes or improvements are proposed, the City Council will accept early acquisition or the serving of a blight notice under section 150 of the Town and Country Planning Act 1990. Exceptions to this policy can only be considered when a decision has been taken by the Council either not to proceed with a proposed highway development or to alter its alignment.

16.48 This policy accords with Government advice (PPG12, para. 5.35), which states that:-

*'Where planning authorities wish to safeguard land for particular road proposals, they should do so through a proposal in the local plan. When the precise route of a proposed new or improved road is known at the time of preparation of the plan, this should be shown on the proposals map as the route to be safeguarded. When the precise route is not known, but where proposals are sufficiently advanced the authority may define on the proposals map the area of land over which it intends to apply a safeguarding policy....'*

T16 THE CITY COUNCIL WILL SEEK TO PROTECT THE ROUTES OF EXISTING AND FORMER RAILWAYS WHICH HAVE POTENTIAL AS COMMUNICATIONS CORRIDORS FOR A VARIETY OF TRANSPORT USES SUCH AS FOOTPATHS, CYCLEWAYS, BRIDLEWAYS, GUIDED BUSWAYS, METRO, HEAVY RAIL OR AS HIGHWAYS. WHERE THESE ARE NOT IDENTIFIED BY A MORE SPECIFIC PROPOSAL THEY ARE SHOWN ON THE PROPOSALS MAP.

16.49 Along with the operational Durham Coast rail route and sidings into the South Dock, there are a number of former railway alignments within the City that are a legacy of the area's industrial past, as shown on Fig. 16.5. These afford considerable potential for alternative transportation uses, particularly as they may include considerable civil engineering works, built with shallow gradients and gentle curves. Their use may also eliminate or reduce the need for property clearance or often complex land assembly negotiations. They have scope as recreation routes, some even being of industrial archaeological interest; they also have a role to play in nature conservation as wildlife corridors. Consequently any landscape proposals within them should enhance their potential for this. It is therefore important to provide safeguards in the Plan to ensure their potential for appropriate transportation-related uses can be realised. As an example, the County Durham Structure Plan Review includes policies relating to the possible future use of the former Leamside line within the County for high speed and local heavy rail services. Inclusion of that part of the Leamside line within the City under the aegis of T16 will enable it to be protected for such development should it prove feasible. The former Penshaw/Pallion railway will be similarly protected as a multi-user route (SA48.2) but with potential for other transport-related use if appropriate, subject to retention of an acceptable multi-user route. Additionally the former Southwick branch line has been developed as a by-pass for Southwick Road (see Proposal NA39.3); likewise, the proposed Farrington by-pass would utilise a former railway line. Consequently, new permanent development which would undermine this potential will normally be refused on all such lines.

16.50 Railtrack have indicated that where a line in current usage is discontinued they will retain the route until they are satisfied that it cannot be used for any other potential form of transport service. The Council will try and acquire those lines which were formerly owned by British Coal.

16.51 This policy is in accord with Government advice (PPG13, para. 5.8) which states that:-

*'Authorities should ensure that disused transport routes, such as old canals and railways, are not unnecessarily severed by new buildings and non-transport land uses, especially where there is a reasonable chance that such routes may be put to use in the future. As well as their original uses, such routes may serve as cycle routes, pedestrian paths or bridleways.'*

16.52 Policies T15 and T16 will be achieved through the development control process. Development will normally be refused on such protected alignments/corridors except where it can be shown that it is of a temporary nature, and a time-limited permission accordingly given.

# T 16 Highways, Traffic Management and Freight

## THE ENVIRONMENT AND SAFETY

### Environmental Improvements

**T17 MEASURES TO SECURE ENVIRONMENTAL IMPROVEMENTS AND REDUCE THE HARMFUL EFFECTS OF TRAFFIC CONGESTION WILL BE DEvised AND IMPLEMENTED WITHIN RESIDENTIAL AREAS, SHOPPING CENTRES, CONSERVATION AREAS, AROUND EDUCATIONAL ESTABLISHMENTS AND OTHER ENVIRONMENTALLY SENSITIVE LOCALITIES. MEASURES COULD INCLUDE:**

- (i) TRAFFIC CALMING AND OTHER TRAFFIC MANAGEMENT INITIATIVES, INCLUDING THOSE ON THE STRATEGIC ROUTE NETWORK;**
- (ii) FULL AND PARTIAL PEDESTRIANISATION (INCLUDING THE SENSITIVE TREATMENT OF HARD SURFACES);**
- (iii) CONSTRUCTION OF BY-PASSES AND OTHER NEW HIGHWAYS IN ACCORDANCE WITH THE CRITERIA INDICATED IN POLICY T13.**

16.53 Although other policies aim to reduce the need to travel and encourage the use of modes of transport other than the car, overall predictions are for an increase in traffic; there thus remains a need for measures to minimise the effect of traffic on the environment. The policy therefore defines a range of measures which will encourage the use of the Strategic Route Network (see Fig. 16.1), putting forward suggestions to enhance the environment, especially in areas which are sensitive, either in terms of their use or physical character. Together with the question of safety, the environmental effects of noise, vibration and exhaust emissions are among the most noticeable forms of pollution. Transportation policies must therefore address these issues. It is anticipated that individual measures including narrowing of highways, road humps and provision of chicanes, will be designed to influence the behaviour of traffic and its distribution on the highway network. Traffic calming may therefore be seen as an attempt to achieve safe conditions on streets, combined with environmental improvements. In this respect, the conditions will be created where extraneous traffic will be discouraged; those vehicles which remain will need to be driven with greater care at slower speeds (e.g. 20 mph limit)

**T18 IN ALL HIGHWAY CONSTRUCTION AND IMPROVEMENT WORKS SPECIAL CONSIDERATION WILL BE GIVEN TO:**

- (i) THE DESIGN, SELECTION AND USE OF STREET FURNITURE WHICH COMPLEMENTS THE ENVIRONMENT;**
- (ii) IMPLEMENTATION OF LANDSCAPING, PLANTING AND OTHER ENVIRONMENTAL IMPROVEMENTS.**

16.54 In seeking to ameliorate the effects of road traffic on the environment, a significant contribution can be made through incorporating high quality design into new construction or improvement schemes. The careful choice and location of street furniture can play a significant role in the enhancement of the street scene. Appropriate 'period' street lighting, for example can be incorporated into schemes within conservation areas. On a larger scale, environmental improvements, such as landscaping and the planting of trees and shrubs on verges, etc. in transport corridors, can make a significant contribution to enhancing the image of the City, as well as increasing the potential of roads as wildlife corridors by planting with appropriate species.

### Safety

**T19 THE CITY COUNCIL WILL UNDERTAKE MEASURES NEEDED TO REDUCE THE NUMBER OF ACCIDENTS IN THE PLAN PERIOD, BY:**

- (i) THE INTRODUCTION OF LOW-COST REMEDIAL WORKS IN LOCATIONS WHERE ACCIDENTS ARE CONCENTRATED;**
- (ii) THE PROMOTION OF ENVIRONMENTAL MEASURES AS PROPOSED IN POLICIES T13 AND T17, TO ENSURE THAT HIGHWAY LAYOUTS IN EXISTING AREAS ARE ACCEPTABLE; AND**
- (iii) THE CONSTRUCTION OF NEW ROADS TO MODERN DESIGN STANDARDS WHICH BY- PASS LESS SUITABLE ROUTES WITH POOR ACCIDENT RECORDS.**

16.55 The Council has approved a Road Safety Plan (see para. 16.15) setting out measures to reduce the incidence of accidents. Related to this, the above policy identifies those elements having a physical land use/ transportation basis which provides a framework for decision making sympathetic to improved road safety. Elements relevant to the UDP include:-

## T 16 Highways, Traffic Management and Freight

- \* preparation of appropriate local physical safety schemes which may be expected to bring about target casualty reductions (Priority will be given to schemes which may be expected to especially benefit vulnerable road users; in Sunderland, such groups have an accident rate higher than the national average.);
- \* providing new roads built to modern standards to by-pass less suitable routes through sensitive areas with high accident concentrations;
- \* ensuring that new highways and developments deliver maximum road safety benefits;
- \* co-ordinating appropriate programmes/schemes which have a bearing on the incidence of road safety.

16.56 Standards for the design and layout of highways in residential, industrial and commercial areas will be as indicated in Development Control Guidance and Design Bulletin 32 (1992).

### Traffic Management

T20 THE CITY COUNCIL WILL MANAGE THE HIGHWAY SYSTEM, BOTH BY REGULATIONS AND BY THE PHYSICAL IMPROVEMENT OF EXISTING ROADS AND JUNCTIONS, TO ENSURE THAT:

- (i) ON THE STRATEGIC ROUTE NETWORK, THE OPTIMUM USE OF EACH SECTION CAN BE REALISED, INCLUDING PROVISION FOR THE NEEDS OF PUBLIC TRANSPORT, PEDESTRIANS AND CYCLISTS;
- (ii) WITHIN THE MAIN COMMERCIAL AND SHOPPING CENTRES, OPERATING CONDITIONS FOR PUBLIC TRANSPORT ARE IMPROVED WHERE POSSIBLE, WHILST PROVIDING SAFE AND PLEASANT SURROUNDINGS FOR PEDESTRIANS;
- (iii) WITHIN RESIDENTIAL AREAS, TRAFFIC CALMING MEASURES WILL BE PROMOTED TO DISCOURAGE EXTRANEOUS TRAFFIC AND PROVIDE SAFE AND PLEASANT CONDITIONS FOR PEDESTRIANS AND RESIDENTS;
- (iv) WITHIN INDUSTRIAL AREAS AND THEIR LINKS TO THE STRATEGIC ROUTE NETWORK, ADEQUATE PROVISION WILL BE MADE FOR HEAVY VEHICLES.

16.57 This policy supports the general aim of encouraging traffic to use the Strategic Route Network. Traffic management is the means by which the City Council can optimise the use of the highway to achieve wider objectives including improving safety or securing environmental improvements as well as facilitating the movement of people and goods. Specifically:-

- \* Implementation of measures on the Strategic Route Network will ensure that the optimum use is made of existing roadspace, commensurate with the needs of public transport, pedestrian and cycle traffic and with due regard to the effect of traffic on the environment.
- \* Improved operating conditions for public transport in commercial and shopping centres, by bus-only links, junction and signal priority, etc. will enhance the accessibility and attractiveness of centres, helping to make them more competitive in the face of increased competition from new centres, which are more car-related.
- \* Traffic calming measures within residential areas, including speed restrictions, planting schemes, carriageway narrowing and surface differentiation, will discourage short-cuts and improve general amenity. This is of particular importance where traffic flows are relatively high, in congested inner areas, and in localities where there is a need for wider housing and environmental improvements.
- \* The importance of a high level of access on good quality roads (in terms of width, alignment, surface treatment, etc.) to industrial areas, especially for heavy vehicles, for both economic development and environmental reasons, is reflected in this element of the policy.

16.58 Funding to implement measures proposed in policies T17, T18, T19, T20 will include monies from the Council's annual TPP / Local Transport Plan bid, implementation of the Road Safety Plan, or from the Single Regeneration Budget where appropriate. The Council's Capital Programme makes provision as follows up until the end of the century:-

- \* traffic management schemes: £2.18m;
- \* general local safety measures: over £5m;
- \* specific local safety schemes: £1.57m.

### Parking

T21 THE PROVISION OF PARKING IN THE CITY WILL TAKE ACCOUNT OF THE NEED TO:

- (i) MAINTAIN SAFE ROAD CONDITIONS;

# T 16 Highways, Traffic Management and Freight

- (ii) **REDUCE TRAVEL DEMAND TO A SUSTAINABLE LEVEL;**
- (iii) **ENSURE THE ECONOMIC VIABILITY OF EXISTING RETAIL AND COMMERCIAL CENTRES;**
- (iv) **PROMOTE MORE ENVIRONMENTALLY SENSITIVE MODES OF TRANSPORT.**

16.59 Although car parking policy can be used as a tool of traffic restraint, this could impede economic regeneration, contrary to the City's strategy. On the other hand, some restraint, especially in the City Centre, can lead to enhanced environmental conditions and a safer, more efficient use of roadspace. Consequently this policy advocates a selective approach, through limiting or constraining parking space for commuters, both in public and private car parks, whilst making provision for business visitors (whose stay will generally be shorter), and operational users.

16.60 More specifically:-

- \* **Maintaining safe road conditions:** Measures will be considered to keep main roads free of on-street car parking which can obstruct the road physically, thereby reducing capacity and limiting visibility to the detriment of safety;
- \* **Reducing demand:** Car parking policies T22 and T23 are to be implemented to discourage unnecessary car use, especially by commuters to the City Centre, who tend to be the major contributors to peak hour congestion. As part of its commitment to this, the Council has agreed to develop a strategy for demand management of private car use as part of the Plan's first review.
- \* **Viability of centres:** Provision of adequate parking for shoppers and other business users at established centres, particularly the City Centre, is important if they are to compete effectively with out-of-town facilities. Restricting on-site parking within the City Centre and elsewhere will also help facilitate environmental improvements.
- \* **Promotion of environmentally-friendly modes of transport:** Proposals under this heading include provision of park-and-ride and interchange facilities to discourage drivers from penetrating into the inner area, especially at peak periods or when major events are being staged. Cycle parking facilities will be sought to encourage this environmentally-friendly mode of transport.

## Private Parking

T22 IN DECIDING THE APPROPRIATE LEVEL OF CAR AND CYCLE PARKING TO BE PROVIDED IN CONNECTION WITH A DEVELOPMENT PROPOSAL, THE COUNCIL WILL HAVE REGARD TO:

- (i) DEVELOPMENT TYPE (E.G. SCALE, USE, CATCHMENT, USER CHARACTERISTICS);
- (ii) LOCATIONAL CHARACTERISTICS (E.G. ACCESSIBILITY BY MODES OTHER THAN THE PRIVATE CAR, POPULATION DENSITY, HISTORIC CHARACTER).

THE NECESSARY CAR AND CYCLE PARKING PROVISION WILL BE ENSURED BY MEANS OF PLANNING CONDITIONS OR PLANNING AGREEMENTS OR, IF OFF SITE, THROUGH THE USE OF PLANNING AGREEMENTS TO PROVIDE SUITABLE PARKING ELSEWHERE. AGREEMENTS SHALL BE IN ACCORDANCE WITH GUIDANCE IN CIRCULAR 1/97.

16.61 Notwithstanding the aim of reducing dependence on the use of the private car, it is necessary to ensure that developments (including changes of use) make appropriate provision for off street car parking (including facilities for orange badge holders), and for cyclists. Developers will be guided as to what is necessary by the Development Control Guidance to be published by the Council. Failure to do this is likely to result in increased congestion, reduced levels of safety, and a poorer environment.

16.62 The means of achieving off-street parking, and the amount to be sought, will vary according to the form of development involved. Parking requirements will be kept to an operational minimum. There may be circumstances, such as where new housing is built close to the City Centre, when the provision of no car parking may be acceptable. In addition, reduced requirements for car parking will be expected in all locations which are well-served by public transport, whilst at peripheral locations, high levels of car parking which could significantly disadvantage more central areas will not be acceptable.

16.63 The need for parking provision will be kept under review in the context of PPG13 and revised guidelines to be approved by the Environment Committee will be included in the Council's Development Control Guidance. These will extend the range of uses covered and relate to the current Use Classes Order. The guidelines, to accord with Government advice, will also contain different requirements for the City Centre, reflecting the fact that it is well served by public transport.

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16.64 In some cases, especially in or near to the City Centre, it may not be possible or desirable for a developer to provide all the parking requirements on-site. Where appropriate, developers will be encouraged to enter into planning obligations (in accordance with Circular 1/97) to ensure adequate provision of parking or park-and-ride facilities, in line with development control guidelines. For example, it may be appropriate to provide facilities in other car parks at easily accessible locations; in the City Centre, preferably near the Inner Ring Road or the Eastern Relief Road. In some instances, developers may also be required to provide additional car parking for public use as part of a major development.

### Public Parking

T23 IN PROVIDING PUBLIC CAR PARKING, THE COUNCIL WILL:

- (i) ENSURE AN ADEQUATE SUPPLY OF TEMPORARY AND PERMANENT PUBLIC CAR PARKS IN THE CITY CENTRE, MAIN CENTRES, AND OTHER LOCALITIES WHERE DEMAND ARISES, TAKING INTO ACCOUNT THE NEED TO PROTECT THE ENVIRONMENT, MINIMISE CONGESTION AND ENCOURAGE SUSTAINABLE TRANSPORT INCLUDING THE USE OF PUBLIC TRANSPORT. CAR PARKS WILL BE DESIGNED TO A HIGH STANDARD WITH PARTICULAR REGARD TO ACCESS ARRANGEMENTS, SIGNING, SURFACE MATERIALS, LANDSCAPING AND SECURITY MEASURES AND WILL ALSO MAKE APPROPRIATE PROVISION FOR CYCLISTS.

THE COUNCIL WILL ALSO PROVIDE FOR:

- (ii) TOURIST, FOOTBALL AND OTHER SPECIAL EVENTS AS AND WHERE NECESSARY, INCLUDING PARK AND RIDE FACILITIES WHEN APPROPRIATE;
- (iii) VEHICLES DISPLAYING ORANGE BADGES, IN ACCESSIBLE LOCATIONS; BUT
- (iv) IT WILL ALSO RESTRICT ON-STREET PARKING WHERE IT WOULD HAVE A DETRIMENTAL EFFECT ON SAFETY OR WHERE THE ENVIRONMENT WOULD BE ADVERSELY AFFECTED.

16.65 The provision of adequate public parking facilities can act as a stimulant to economic development whilst having environmental and safety benefits in localities generating a considerable demand. This policy seeks to ensure that adequate car and cycle parking is provided where needed, whilst taking account of other requirements of the Plan. Within the City and Town Centres in particular it is essential that sufficient public parking facilities are provided to allow them to compete on more equal terms with out-of-town centres. Socially, it is also desirable to ensure convenient, accessible provision is made in specially demarcated bays to meet the needs of the disabled. At present there are 115 dedicated spaces for 'orange badge' holders in the City Centre, 61 on-street and 54 in multi-storey car parks. Appropriate safe, secure and accessible provision will also be made for cyclists to encourage use of this mode of transport; this has already been provided at the St Mary's car park.

16.66 The City Centre is the only place where charges are made for public car parking; this is intended to secure the maximum income consistent with full use of the available space. The supply of parking spaces will be managed both by controls and charges to ensure that demands can be met. The effectiveness of provision may be enhanced by installation of Urban Traffic Control (U.T.C.) which is a system of control/monitoring of traffic signal installations, including the use of Variable Message Signs (VMS) to indicate the availability of space in different car parks. Current problems relating to public car parks in Sunderland City Centre include the unpopularity of some multi-storey car parks, the difficulties of access and egress, together with the fact that some 40% of off-street surface spaces are provided on a temporary basis.

16.67 The provision of attractive car parking is of critical importance to the competitiveness and future role of the City Centre, especially in the light of competition from out-of-centre developments offering free parking e.g. the Gateshead Metro Centre, Sunderland Retail Park, and the Galleries and Peel Centre at Washington. It is estimated that two fifths of work journeys to the City Centre involve cars; further, one fifth of shopping journeys are made by car, the latter providing one quarter of the City Centre's retail turnover. Most stays are for two hours or less, reflecting the predominance of shopping and business visits.

16.68 A recent survey undertaken on behalf of the Confederation of Passenger Transport (see para. 14.9) indicates that 28% of shoppers in Sunderland City Centre travel by car; they spend on average more per trip than bus passengers. It can thus be seen that car-borne shoppers are very important to the economy of the City Centre; consequently attractive parking facilities must be provided if they are not to take their expenditure elsewhere, thereby threatening the centre's viability.

16.69 Whilst accepting the need to allow car access to the City Centre and the benefits in terms of spending power that car-borne shoppers bring, the Council appreciates the need to control demand for private car use, particularly commuter traffic, which is largely at peak times and requires greater provision of car parking space

## T 16 Highways, Traffic Management and Freight

with fewer benefits to the viability of the local economy. Therefore, the Council is considering the best ways of managing this demand and is committed to a strategy in relation to this as part of the Plan's first review.

16.70 The adequacy of car parking provision, both numerically and locationally, in the City Centre and elsewhere, will be kept under review. The other aspects of the proposal relate to the possible need to introduce special on-street parking controls around major vehicle attractions (e.g. hospitals, the University, etc.) so as to improve environmental conditions for people living in their proximity, along with the need for appropriately located provision for special need groups, eg orange badge holders. The Plan also makes provision for park-and-ride facilities in the detailed area proposals (SA43, NA34). The City Council is currently programmed to spend nearly £700,000 over 4 years on improvements to multi-storey car parks, commencing in the 1996/97 financial year.

### Freight and the Port

#### Freight Movement

T24 THE CITY COUNCIL WILL SEEK TO MINIMISE THE EFFECT OF FREIGHT TRANSPORT BY ENCOURAGING:-

- (i) DEVELOPMENTS THAT HANDLE BULK COMMODITIES TO LOCATE ADJACENT TO RAIL ALIGNMENTS AND TO USE RAIL TRANSPORT FOR FREIGHT MOVEMENT;
- (ii) THE PROVISION OF TRANSHIPMENT FACILITIES FROM ROAD TO RAIL AND BETWEEN LARGE AND SMALL VEHICLES.

16.71 This policy seeks to reduce the adverse impact heavy goods vehicles are having on the highway network and upon adjoining areas. It reflects both Government policy and Strategic Guidance, which states that consideration should be given to transferring long haul freight from road to rail also that land use based policies to facilitate this should be formulated wherever possible. The potential of the rail network to accommodate freight as well as passenger traffic, with its attendant advantages in terms of the environment as well as vehicular congestion, is recognised by the Council.

16.72 The use of rail for the movement of bulk commodities can be economical whilst having significant environmental benefits; one freight train can carry the equivalent of 25 or more lorry loads which, along with the overall nuisance factor, noise and air pollution, would otherwise have led to increased wear on the highway infrastructure. At the same time, by providing an efficient transport system, rail freight can help stimulate economic regeneration. The Newcastle-Teesside line is currently regarded as having a long term future for freight usage; consequently opportunities which may arise to further utilise the rail network for this purpose will generally be favourably regarded. This is especially so in regard to access to the Port and adjacent industries. In turn, the Port itself can have an important role to play in the movement of bulky goods; development of its potential in this respect will be encouraged by the Council as Port owner.

16.73 Trans-shipment of freight into small vehicles for local distribution will further allow the environmental effects of freight movement to be minimised. By encouraging the use of smaller vehicles for local deliveries rather than the penetration of large articulated vehicles into the more congested inner urban areas, especially the City Centre, both the environment and highway network can be enhanced. Such transshipment facilities could be developed at business locations on the periphery of urban areas, which are well related to the Strategic Route Network.

### National Communications

T25 THE CITY COUNCIL WILL SUPPORT IMPROVEMENTS TO THE NATIONAL HIGHWAY AND RAIL NETWORKS WHICH FACILITATE THE MOVEMENT OF BOTH GOODS AND PASSENGERS BETWEEN SUNDERLAND AND DESTINATIONS IN BRITAIN AND EUROPE.

16.74 Improvements to the road infrastructure include the proposed upgrading of the A1 to motorway standard. The rail network provides links to the Channel Tunnel as well as long distance passenger links. Future improvements could include new freight and passenger links along with further electrification schemes.

16.75 Enhancement of the accessibility of the City both from other regions of the country and from elsewhere in the European Union will improve its attractiveness for investment and hence its prospects of achieving an

## T 16 Highways, Traffic Management and Freight

acceptable level of economic regeneration. This is of particular significance in the light of the removal of trade barriers between Britain and other European Union countries which, together with recent political changes in Eastern Europe, is expanding opportunities for trade.

### The Port

T26 THE CITY COUNCIL WILL ASSIST THE OPERATIONS OF THE PORT OF SUNDERLAND BY ENSURING THAT:

- (i) SAFE AND CONVENIENT ROUTES FOR HEAVY TRANSPORT BY ROAD AND RAIL ARE PROVIDED AND MAINTAINED BETWEEN THE PORT AND THE NATIONAL ROUTE NETWORK;
- (ii) THE CONTROL OF DEVELOPMENTS WITHIN AND ALONGSIDE THE TIDAL WATER OF THE PORT WILL CONTINUE TO BE ADMINISTERED TO PRESERVE SAFE NAVIGATION AND AVOID CONFLICTS OF INTEREST.

16.76 Sunderland's general growth as a port has been limited by the recession and the long-term decline of the North East's traditional industries, culminating in recent years in the cessation of coal exports. It does, however, provide a valuable resource in promoting international trade by sea, particularly given its east-facing location in relation to Europe; furthermore, its presence may also help to promote new economic development as it provides a convenient means of shipment (see policy SA2).

16.77 Although the Port is served by both road and rail, the road approach is not well related to the Strategic Route Network (see para. 16.35). The Eastern Relief Road, together with the provision of the Grangetown and Ryhope By-passes will provide the opportunity for the construction of a new access from Hendon Road into the Docks, using the alignment of the disused Hendon-Pallion railway. This improvement will be required if the Port is to realise its full potential and will also ease the problems of providing a route to the Port for abnormally heavy or special loads and high lorries (see policy SA50.3).

**GENERAL**



# 17 Impact on the Environment

## CHAPTER 17

17.1 In 1992, the adoption of Local Agenda 21 at the Rio Earth Summit emphasised the need for Local Government to become more involved as a custodian of the environment and to assist with promoting 'sustainable development'. The Development Plans Regulations require that regard is given to environmental considerations and PPG12 (para. 5.52) suggests that an 'Environmental Appraisal' should be undertaken which ensures that the objectives of policy are clearly laid out, and the trade-offs between options assessed. This appraisal process helps identify, quantify, weigh-up and report on environmental and other costs and benefits of the UDP's proposed measures.

17.2 The process of appraisal was clarified by DoE guidance, 'Environmental Appraisal of Development Plans - A Good Practice Guide', published in 1993, after the UDP Draft for Consultation. Its methodology was used as a basis for appraising the **Draft** Plan and the results assisted in formulating amendments for inclusion in the **Deposit** version. Appraisal was focused on a comparison of

- \* the strategic objectives with a series of environmental criteria;
- \* checking that the scope of the Plan adequately encompasses the wide range of national Government planning advice; and
- \* an appraisal of the environmental impact of key policies.

17.3 As the objectives have remained generally consistent through the different stages of the Plan, apart from the addition of a new objective relating the development of the University, the original appraisal, as printed in Chapter 16 of the Deposit Version remains relevant. It is not considered necessary to reproduce the whole of that assessment in this final version of the Plan, but for the sake of continuity, the main conclusions of the appraisal are reprinted below. This chapter then goes on to highlight the environmental impact made by the modifications to the Plan arising out of the public consultations, the UDP Inquiry and the Inspector's report.

## APPRAISAL OF DRAFT OBJECTIVES AND STRATEGY

### Draft objectives appraisal

17.4 Overall the objectives were consistent with each other (where they had a relationship), with only limited areas of possible conflict. The greatest level of inconsistency lay between objectives for urban regeneration and the environmental criteria. Certain objectives in the Draft Plan were not explicitly related to the need to minimise the creation of demand for new travel and the need for development of new land. The new housing objective of the Draft Plan was modified to emphasise the need to respect environmental constraints and to relate to existing and proposed infrastructure. The objective to build on the City's advanced manufacturing role and encourage the continued growth of local business could be considered to conflict with the need to reduce trip generation. However this aspect is minimised by ensuring that employment generating sites are well related to residential localities. Any adverse short-term impact could in the longer term bring about many environmental benefits through the alleviation of poverty by increased employment. Greater emphasis on the re-use of derelict and unused land was sought in the Deposit Plan to minimise the pressures on 'greenfield' sites. In relation to leisure objectives, care is needed in developing the recreational potential of the City, particularly its countryside, to minimise greater private vehicle use or damage to valued landscapes and wildlife habitats. The objective of protecting open breaks between settlements is not beneficial in terms of reducing travel demand, but helps to concentrate development within existing urban areas, thus enabling public transport and built development to relate to existing infrastructure and maintaining the local environmental quality and urban 'liveability'.

### Compatibility with environmental objectives of national guidance

17.5 The next stage involved establishing whether the Plan adequately covered important advice related to environmental issues contained in Planning Policy Guidance (PPG's). Over 130 individual pieces of environmentally related advice were identified in PPG's, draft PPG's and MPG's (Minerals Planning Guidance). Several guidance notes have been published or drafted since finalising the Draft Plan in 1992. These were taken into account in the Deposit Plan policies and subsequent changes have been reflected at each of the succeeding stages.

# 17 Impact on the Environment

## Appraisal of policies

17.6 Key environmental and development policies of the Draft UDP were amended in the Deposit version to give greater emphasis to the protection of the environment. Even where reference was not explicitly made, it was intended that all development policies should operate in the context of the environmental policies of the Plan contained in the chapters on Environmental Framework (now Environmental Protection), Urban Character and Heritage (now Built Environment), Countryside and Nature Conservation and Minerals and Waste Disposal; Transportation policies also considered the need to reduce global pollution. (See revisions to chapter layout in para. 17.12).

17.7 The main additions to the Draft policies included in the Deposit version covered:-

- \* defining the coastal zone and protecting it from inappropriate development (EN10);
- \* criteria for judging proposals for energy production, and the development of schemes using renewable energy sources, in the interests of reducing global energy needs from fossil fuels (R4, EN2, EN3, EN4);
- \* protecting urban amenity and 'liveability' from the effects of noisy developments (EN5-7);
- \* aiming to ensure built development is not carried out on unstable or contaminated land (EN14);
- \* giving wildlife habitats and landscapes increased emphasis by protecting the countryside for its own sake (CN1);
- \* giving increased protection and opportunities for environmental enhancement of the urban fringe and safeguarding from development land between the Green Belt and the urban edge (Formerly CN6 but subsequently removed from the plan as it was considered to have an adverse impact (See para. 17.11));
- \* considering the impact of minerals extraction on natural resources and local environmental quality by using an expanded list of fifteen criteria as well as clarifying statements of the wider national/regional context to be applied in considering the need for such extraction (M2, M8);
- \* introducing a new policy to minimise the regional and local need for extraction of aggregates by emphasising that major projects should seek to use recycled and secondary aggregates where possible (M4);
- \* increasing priority for road schemes and development which can assist in increasing the use of public transport to help contain the growth of private vehicular traffic (T1);
- \* additional consideration of the impact of new roads on sites of natural and archaeological interest, in order to protect biodiversity and cultural heritage (T13);
- \* more restraint on car parking where public transport is a feasible option, including provision for park-and-ride, with the aim of reducing commuting by car, assisting the local environment by reducing congestion, and overall helping to reduce global pollution (T21, T23).

## Conclusions of original appraisal

17.8 It was concluded that, in general, the strategy, objectives and policies of the Draft UDP assisted towards the achievement of 'sustainable development'. For example, the proposed Green Belt was drawn to allow new employment opportunities and community facilities to be well related to the workforce and residential areas they serve. It still protected much of Sunderland's rural area. Criteria were included in many policies to protect the urban heritage, rural areas, nature conservation sites and ecosystems.

17.9 The Environmental Appraisal also showed that the Draft UDP did not adequately cover certain points raised in recent environmental guidance. The majority were taken into account by the inclusion of amendments to the Deposit UDP which gave increased emphasis to:-

- \* the concept of sustainability in general, incorporated by the rewording of strategy/objectives and policy (R1 in particular);
- \* housing choice in relation to environmental constraints (by rewording of housing objective and primary policy);
- \* maximising the use of derelict land and vacant land;
- \* requirements for renewable energy technologies;
- \* enhanced policies to control pollution of water, air and particularly noise generating development;
- \* greater emphasis on public transport use and the development of the Metro extension.

## **17 Impact on the Environment**

17.10 Policies within the Deposit UDP sought to minimise the impact of future development on the environment. Even though there were continued pressures for growth and new building it was considered that the Plan struck a satisfactory balance between these pressures and made the maximum use of existing and proposed infrastructure whilst respecting the needs of the environment.

### **APPRAISAL OF SUBSEQUENT CHANGES**

17.11 Arising from representations made during the Deposit period, and their subsequent consideration, both at the Proposed Changes stage and through the Public Inquiry, further ways in which the Plan could emphasise its environmental objectives became apparent. The policy which provided for a safeguarded area between the urban areas and the green belt was deleted as it was considered that it identified land for future development rather than retaining it to allow options for its future to be determined in the light of circumstances which had not yet arisen. Furthermore, a number of policies were changed at the Modifications stage. An assessment of the environmental implications of the changes to the strategic policies was made. This indicated that out of a total of 86 policies, 23 were not changed, and in 28 cases the changes did not have any environmental implications. Of the remainder, 12 changes were assessed as having a positive environmental effect, 19 had a minor positive effect and only 4 changes were considered to have a minor detrimental impact. It can therefore be seen that the changes continued the trend of improving the environmental credibility of the Plan.

17.12 Another alteration has been made which highlights the increased emphasis now being placed on environmental considerations. Whilst not in itself changing any of the policies, a substantial section of the former Environmental Framework chapter has been relocated near the front of Part II of the Plan and renamed as the Resources for the Future chapter. This has been done to emphasise the significance of the issues covered and to demonstrate how they underpin the policies found in the subsequent chapters. Most of the remaining section of the Environmental Framework chapter now forms another chapter entitled Environmental Protection, which identifies more clearly its focus. The former Urban Character and Heritage chapter now has a broader remit under the title of Built Environment.

### **CONCLUSION**

17.13 The changes to the strategic policies of the Plan that have been introduced since the Deposit version was published, together with the revised chapter format, illustrate the Council's continuing and growing commitment to measures which accord with the principles of Local Agenda 21 and with the Council's corporate Environmental Strategy. The effect of the Plan's policies, however, can only be judged in the light of the benefits which they actually achieve. It is therefore intended that monitoring of the Plan should include provision for the formal appraisal of the environmental impacts which can be attributed to its policies.

# 18 Implementing the Plan

## CHAPTER 18

18.1 The Unitary Development Plan Regulations 1988 require the Local Authority preparing a UDP to include a statement of the regard which it has had to the resources likely to be available to carry out the general policies set out in the Plan. This chapter, therefore, looks broadly at the land and financial resources which may be available over the next ten years or so. Additionally, it considers the City Council's role in allocating and promoting the development of land, also in regulating the use of land by others, through its development control responsibilities.

### LAND

18.2 Strategic Guidance urges the Tyne and Wear district councils to give special attention to identifying attractive sites for both economic and housing development, with high priority to directing investment to deprived areas. In conjunction with English Partnerships and the private sector the re-use of reclaimed sites is required to be maximised.

18.3 Proposals of this Plan have sought therefore to utilise the large amounts of derelict and vacant land identified (over 670 ha.) and some 80% of this land is the subject of proposals for development, re-use and improvement. In particular:-

- Continuing to direct investment to the existing strategically well-placed industrial areas has reduced the need for new greenfield sites - 44% of the new allocations are on recycled land.
- 40% of new sites for housing identified as a result of this Plan (i.e. not previously committed) are on derelict, vacant or other land surplus to current requirements. Whilst new greenfield sites are proposed so as to achieve an attractive range and distribution, notably at Chapelgarth, Shiney Row and Easington Lane, this has not affected the Green Belt.

Whilst there is no overall phasing policy to regulate the release of land allocations through the Plan period, the orderly development of a number of larger sites, or closely related groups of sites will be constrained by the provision and/or financing of both physical and social infrastructure improvements (see para.18.12 and policy H10).

## FINANCIAL RESOURCES

### (a) General and Governmental

18.4 Since 1979 there has been increasing emphasis for spending on built development to be funded by the private sector. Local authority, Government and European funding has been used in the provision of infrastructure - particularly roads, improvements to housing stock, provision of facilities for recreation, education and social needs and the enhancement of the environment. The policies and proposals of this Plan have been based on an assessment of funding which might be available from both public and private resources, based on past performance and known restraints on Government funding in the short term.

18.5 In line with the changing role of local authorities to 'enablers' rather than 'providers' of services, increasing emphasis is placed on using public expenditure to facilitate private investment in desirable projects. Rather than allocating resources, Central Government is now requiring that funds should be bid for on a competitive basis. Projects which can demonstrate that public expenditure is being used to 'lever' private finance into schemes are likely to be given more favourable consideration.

18.6 Many of the various programmes which had been devised to meet specific objectives in promoting the regeneration of urban areas have now been co-ordinated into the Single Regeneration Budget (SRB). The City of Sunderland Partnership was formed to co-ordinate the submission of bids for these funds, by bringing together the City Council, City of Sunderland Forum, Sunderland TEC, Tyne and Wear Development Corporation, University of Sunderland and the Tyne and Wear Chamber of Commerce.

18.7 Successful bids have provided funds to implement UDP proposals in the City Centre, Houghton Town Centre, Easington Lane, Hendon / East End and 'Pride in Pennywell', together with a 'Greening Project' for the Coalfield Area. There will also be funds for business enterprise, innovation and training schemes which support the regeneration objectives. These projects will continue for between three and seven years and will allow total

## 18 Implementing the Plan

expenditure of over £10M. Further rounds of SRB funding will provide opportunities for additional financial support.

18.8 The City has benefited from other programmes of the SRB, in the City Challenge Area, the Urban Development Area and continues to work with English Partnerships, which controls budgets for City Grant, Derelict Land Funding and English Estates. The City Challenge scheme operated in north-west Sunderland until 1998, and provided approximately £35M over seven years. The Tyne and Wear Urban Development Corporation also wound up at the end of March 1998, with most of the main proposals along the River Wear corridor substantially implemented. It is expected that English Partnerships will continue to support Sunderland's Derelict Land and Urban Regeneration projects, both within and outside the former UDC area.

18.9 European Commission resources are being restructured, and it is hoped that they will continue to be available to authorities in the Tyne and Wear-South East Northumberland area (TAWSEN). Bids will be made for projects eligible under Objective 2 of the European Regional Development Fund (ERDF) or the European Social Fund (ESF). These sources are being increasingly organised through special regimes such as RECHAR 2 (for the former coalfield areas), Regional Challenge (for one major scheme in each region), LIFE (a programme for environmental action) and URBAN (for regeneration schemes).

18.10 The National Lottery Fund is also expected to provide about £100M per annum for distribution between the Arts, Sport, Heritage, Charities and the Millennium Fund. Projects identified in the UDP could provide the basis for bids under all these headings. It is likely that schemes approved for funding from this source would be one-off capital projects with land use implications and that successful bids would be those involving a partnership approach, bringing together finance from more than one source.

### (b) City and Local

18.11 The City Council's direct spending will also be used to implement many proposals. Since all major schemes must compete for finance from the appropriate Government Department on an annual basis, however, this makes long term financial planning particularly difficult.

- In order to promote those aspects of its work which are considered to be particularly significant, the Council has allocated some £4M to a Strategic Initiative Budget which allows for the implementation of a number of UDP schemes which support the City's Strategies, especially in the fields of urban regeneration, nursery provision and environmental improvement.
- Economic development is assisted by projects, which, whilst largely expected to be funded by the private sector, can be stimulated by site assembly and infrastructure provision undertaken by the City Council's Management Committee. It is expected that the sites requiring such works can be included in forthcoming programmes and will be supported by additional funding from the sources identified above. Current spending is about £3M per annum.
- The City's Housing Investment Programme includes enhancement of existing council estates through a range of 're-structuring' schemes, some of which involve joint action with the private sector. The main schemes are expected to be implemented during the life of the Plan, even at the current level of approved expenditure. Improvements to the existing areas of older private housing are expected to be undertaken through Housing Renovation Grants.
- Replacement and additional schools are still largely funded by the local authority, though again capital finance is controlled by Central Government. Proposals have taken into account foreseen needs. Further education, mainly represented by the University and the tertiary colleges, is now centrally funded, the UDP reflecting known requirements. Proposals for social facilities, so far as they have land use implications, are related to the appropriate committee targets. Health policies are derived from the Sunderland Health Commission's strategy, as agreed with the Regional Health Authority and the Department of Health.
- Leisure proposals to meet the minimum requirements for open space and other leisure facilities will mainly be addressed by the local authority, supported by the National Lottery sports and arts funding, together with English Partnerships finance, where related to derelict sites.
- Environmental improvements are sought using a wide variety of finance from central government, the private sector, voluntary sector, other agencies and local authority committees. Gaps in funding for certain types of schemes or areas, notably the outer settlements, have been met through the City Council Environment Committee's limited finance for building conservation work (Urban Heritage Grant Scheme with a budget of

## 18 Implementing the Plan

about £25,000 per annum) and a rolling programme of other projects (c.£200,000 p.a.); these are subject to an annual reassessment and may not always be available.

- The Council's annual Transport Policies and Programme (TPP) provides the main instrument for the finance of transport infrastructure until 1999. TPPs will then be replaced by Local Transport Plans (LTPs), which allocate finance on a five year rolling programme rather than annually, giving greater security to longer term and incremental improvement schemes. It will also cover non-capital expenditure and will be the mechanism through which any income from congestion or non-residential parking charge schemes (subject to legislation being enacted) will be allocated. The cost of the schemes indicated in the Plan for starting during the period up to 2006 (£43M, excluding the Wear Bridge (£22M)), equates to the level of expenditure during the 1980's, but it is acknowledged that Government spending plans is not likely to sustain future funding for transport developments at this level. Public transport proposals are more dependent on individual bus and rail operators and other agencies (PTA, PTE, Railtrack). Package funding for more environmentally sustainable transport initiatives is, however, increasing. The Metro extension is already part of an agreed project being undertaken by the Passenger Transport Authority and will be financed in partnership with the private sector (£65+M).

### OTHER PRIVATE/PUBLIC SECTOR RESOURCES

18.12 As indicated in the preceding paragraphs, the traditional boundaries between public and private resources are being eroded, with much greater emphasis on co-operation and partnership between the sectors. It is expected that an increasing proportion of development activity will be privately financed, with public funds being used primarily to induce investment into those projects which the Council wishes to promote. In those areas where private investment has traditionally been predominant, such as housing and shopping, planning conditions and Section 106 agreements will be used to minimise the impact that developments of this nature would have on public expenditure patterns (see para. 18.14). Many larger schemes may require infrastructure costs to be met by the private sector should the developer wish to proceed in advance of the public availability of finance.

18.13 Apart from highways proposals, it is not anticipated that there would be any great difficulty in financing the majority of the proposals in the Plan over the period up to 2006, providing that current rates of expenditure are not drastically curtailed. There are, however, a few large scale developments for which special funding arrangements may be required. These include the extension of the Metro system into Sunderland, and the new Wear Bridge (see para. 18.11).

18.14 Applicants for planning permission will be expected to comply with the relevant policies of the UDP in the design and implementation of their proposals. In order to ensure that developments are in conformity with the Plan, appropriate conditions may be attached to planning approvals, or Section 106 agreements entered into. The latter may require works to be done or a financial contribution to be made towards facilities which are likely to be needed, or enhanced, as a result of the proposed development (see policies R3 and S7).

18.15 To assist developers, Development Control Guidance is being published separately from the Plan, and in the case of the larger sites, particularly those in the ownership of the Council, Development Briefs will be prepared which will summarise the Council's requirements. Masterplans may also be used to assist the co-ordination of development in certain areas. In relation to most larger scale developments and any proposals of an environmentally sensitive nature, the developer will be expected to submit an Environmental Impact Assessment with the planning application. This will assist the Council to judge how well the proposal conforms with the relevant environmental policies.

### MONITORING AND REVIEW

18.16 Monitoring systems have been established in conjunction with the other four district councils of the former Tyne and Wear County, in respect of the topics covered by Strategic Guidance. These include indicators for population, employment economic development, housing, retailing, transportation and the environment. This monitoring is being extended to a regional scale so that a compatible system is in place when the Government's Strategic and Regional Guidance is integrated to cover the entire North East.

18.17 The information on which the above monitoring is based is prepared by the City Council or by the countywide Tyne and Wear Research and Information Unit. More detailed monitoring of the Plan will build on existing annual reports prepared in relation to specific topics, supplemented as necessary either with data already collected, but not published annually, or with additional survey work as appropriate. An assessment will also be made of the effectiveness of UDP policies in Development Control and Planning Appeals together with a review

## **18 Implementing the Plan**

of the progress made in the implementation of specific proposals. An annual UDP Monitoring Statement will be produced which will identify trends and matters which may need to be considered for review.

18.18 In evaluating the Plan, monitoring studies will relate to the start date of 1988, established in Strategic Guidance and to an end date of 2006. This adopted version of the Plan is published in 1998, more than half of the way towards the end date. A major review of the Plan is likely to be needed about the turn of the century, to extend the Plan period before the end date is reached, to take account of the Plan's performance and to respond to the changing circumstances likely to arise in the City and the Region.

## SA 19 Sunderland South - City Centre

### City Centre

19.226 Sunderland City Centre is the commercial hub of the district. Within Tyne and Wear it is the second largest retail and commercial centre after Newcastle, though functions relatively independently of all the main regional towns and cities. Due to its historical links with the sea, the Centre is off-set to the east of the urban area. It is the communications focus for Sunderland, due to its location adjacent to two bridge crossings over the river for road and rail. The Centre has moved progressively west- and south-wards over the last two centuries, from its origins in the East End close to the river.

19.227 The City Centre Inset boundary includes not only the principal civic, business and cultural areas of the district, but also certain peripheral areas which are subject to the influence of the commercial centre by way of, for example, traffic flows and on-street parking. The Centre's function is complex and on a large scale, being a major employment centre (over 1,000 businesses employing over 20,000 people), a City-wide focus for shopping, service and leisure activities, whilst also having a local function in serving peripheral residential areas. Approximately 3,500 people live within it. The primary shopping area is compact, but accommodates over 400 shops with a total floor area of 93,000 sq.m (one million square feet). It also encompasses over one million square feet of offices.

19.228 The Centre attracts a great deal of traffic, both private and public, but its location also requires that it must allow for a substantial amount of through traffic. The Inner Ring Road and Eastern Relief Road enable extraneous through traffic (i.e. that having no destination within the Centre) to be diverted away from the central core. The City Centre is the focal point of the local public transport network. A high proportion of passengers travelling to and from the City utilise buses (most services currently focusing on the Central and Park Lane bus stations). A significant proportion travel by train; Sunderland station, which is conveniently located adjacent to the main shopping area, provides direct links to Newcastle-Middlesbrough. In terms of transportation in the City Centre, the planning problems are largely concerned with the need to reconcile those remaining conflicts between various land uses, traffic and pedestrian movement, in such a way as to enhance the developing functions and create an improved physical environment.

19.229 In the early 1980's it became evident that the City Centre had fallen behind the other main shopping locations in the Region, portraying all the characteristics of a centre in decline. Recognising its importance the Council initiated an ambitious programme of improvements designed to make the Centre more attractive to shoppers, traders and developers and restore confidence in its future. The opening of the Bridges in 1988 gave momentum to this programme which has continued with the construction of the Inner Ring Road, the pedestrianisation of High Street West and Market Square, and the opening of St. Mary's Way car park and the new City Library and Arts Centre. Collectively these improvements have reversed the processes of decline, and, despite a gloomy economic climate and local setbacks, have encouraged investment and contributed to its transformation. However, the retailing sector is complex and dynamic and much remains to be done to ensure that the physical and commercial environment of the City Centre is sufficiently attractive to sustain confidence in the future thereby allowing it to prosper and grow.

### PLANNING STRATEGY

19.230 The Inset covers a slightly modified area of the Sunderland Town Centre Local Plan (TCLP), adopted in November 1989. The Plan's general strategy and most proposals are thus still relevant for the period of the UDP. The aim of the strategy is to make the City Centre:-

- \* A vital and attractive place for both residents and visitors;
- \* A viable and competitive retail centre;
- \* A vibrant social and cultural centre;
- \* A visually interesting place with a high quality, safe environment.

19.231 However if the City Centre is to prosper it must become more attractive to shoppers, traders and investors. In summary, the proposals aim to achieve the following objectives:-

- \* improving employment prospects for businesses requiring the locational advantage of the City Centre, by promoting new office and commercial developments, to enhance the continued development as the secondary centre in the Tyne and Wear conurbation;
- \* promoting the continued viability of industry and warehousing requiring City Centre locations;



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- \* the encouragement of special residential developments above commercial uses, in mixed use schemes and on the periphery;
- \* balancing the south-westerly movement of the City centre by encouraging the regeneration of the north-east sector through promoting sites for commercial development, undertaking environmental improvements providing enhanced pedestrian linkages and supporting the re-use and refurbishment of property;
- \* the enhancement of its shopping role in the hierarchy of the Tyne and Wear conurbation, by extending and improving shopping facilities;
- \* improving social, cultural and leisure facilities, including the consolidation of the Chester Road Campus of Sunderland University;
- \* improving the overall environment;
- \* protecting and enhancing the areas of historic character;
- \* giving greater emphasis to the needs of pedestrians by removing extraneous traffic in the main shopping streets, whilst providing good quality access for both public and private transport;
- \* improving the quality and accessibility of car parking facilities.

19.232 Proposals of the Local Plan and Draft Plan which have been implemented have been excluded, as also have policies which are now adequately covered by more general City-wide and Part 1 Policies. It should be noted that the Inset boundary is a nominal area within which City Centre matters are considered, rather than a policy area; proposals for key town centre uses will be considered in terms of the five policy areas (offices, shopping, leisure, environment and parking) defined on the Proposals Map rather than the more broadly based Inset boundary.

19.233 At the time of adoption certain major aspects are being examined, largely relating to further expansion of the Bridges shopping centre. This could have significant implications for traffic movement in the Centre. These ideas have been included insofar as they can be currently defined.

### ECONOMIC DEVELOPMENT

#### Sites For Commercial And Retail Development

SA54 MAJOR NEW DEVELOPMENTS WILL BE DIRECTED TO THE FOLLOWING SITES, THE PRINCIPAL LAND USE INTENTIONS BEING AS SHOWN:-

- (1) GREEN TERRACE/ CROWTREE ROAD (1.1HA);  
SHOPPING (A1), OFFICES (B1), SERVICE USE (A2), CAR PARKING, FOOD & DRINK (A3);
- (2) CENTRAL BUS STATION (0.6HA);  
SHOPPING (A1);
- (3) SOUTH OF HOLMESIDE (0.7HA);  
SHOPPING (A1), OFFICES (B1), SERVICE USE (A2), FOOD & DRINK (A3), LEISURE (D2);
- (4) BURDON ROAD (0.5HA);  
SHOPPING (A1), OFFICES (B1), SERVICE USE (A2), FOOD & DRINK (A3);
- (5) LOW ROW (0.4HA);  
OFFICES (B1), HOTEL (C1);
- (6) PALEY STREET/ EDEN STREET (0.9HA);  
OFFICES (B1), LEISURE (D2), CAR PARKING;
- (7) PARK LANE/ COWAN TERRACE (1.2HA);  
BUS/ METRO STATION, SHOPPING (A1), FOOD & DRINK (A3);
- (8) LAMBTON STREET/ BEDFORD STREET (0.3HA);  
OFFICES (B1), CAR PARKING, SHOPPING (A1);
- (9) HOPE STREET (0.3HA);  
OFFICES (B1), HOUSING (C3);
- (10) WEST WEAR STREET (0.4HA);  
OFFICES (B1), HOTEL (C1), SPECIALIST HOUSING (C3);
- (11) RUSSELL STREET (0.7HA);  
OFFICES (B1), SPECIALIST HOUSING (C3).

(EC2, S2, S3, S6)

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19.234 Sites 1,3,5,6 and 8 were proposed in the Town Centre Local Plan for uses largely similar to those now proposed. Sites in the central core may also incorporate associated leisure use, also single person/specialist housing, on upper floors; however at ground floor level shopping should predominate.

19.235 The development of the **Green Terrace/ Crowtree Road Site (1)** is a particular priority of the Council. Shopping will be the predominant use, possibly in the form of a large multi-level department store along with smaller shop units of various sizes. Professional offices (A2) would be acceptable in limited numbers as could food outlets (A3). A multi-storey car park is to be included as part of the scheme. Depending on the final configuration of the overall redevelopment scheme, some adjoining streets may have to be closed to traffic and this could have significant implications for vehicular circulation in the central area. Due to its proximity to the adjacent Bishopwearmouth conservation area, particular consideration will be needed to ensure that any scheme reflects its sensitive setting.

19.236 Subject to its relocation, the site of the **Central Bus Station (2)** could be redeveloped for shopping. This will assist in the consolidation of the western part of the Bridges, and could incorporate a pedestrian link to the proposed shopping development on Green Terrace/ Crowtree Road outlined above. Food and drink (A3) uses could be included as part of this development, though only on a limited basis; the aim being to provide a variety of eating and drinking establishments but in a dispersed manner to avoid the loss of the essential retail character and appearance.

19.237 Due to its location adjacent to the main shopping area and bus corridor, the site **South of Holmeside (3)** is considered particularly suitable for shopping uses and would assist in consolidating the retail function at this point (possibly in conjunction with the site at Burdon Road). However, its good public transport links means that it would be particularly appropriate to include a significant element of office/business use in the overall development. The introduction of food and drink and leisure uses would be complimentary to those forming part of the 'leisure quarter' concept at the Empire theatre.

19.238 The site proposed at **Burdon Road (4)** is, at the time of adoption, in use as railway sidings. It is considered that an 'airspace' development similar to that at Signal House opposite could be constructed in this location. It would form a natural extension to the shopping core consolidating the retail function of this location and could be linked with the Holmeside site (2). Subject to structural constraints, offices and leisure uses could be appropriate to any upper floors. A2 offices and food and drink (A3) uses could also feature as part of the scheme. The provision of appropriate access will be considered in relation to the possibility of a Park Lane/ Holmeside service link road. The design will be particularly important in this prominent location adjacent Mowbray Park and the Central Conservation Area.

19.239 The site at **Low Row (5)** has been developed as a public car park. It has also been incorporated within the expanded Bishopwearmouth Conversation Area. Low Row has been closed in part to traffic and pedestrianised. Future development will thus have to be to the very highest standards; total floorspace may be limited to three floors due to the need to take account of the attractive views of St. Michael's Parish Church. Due to the proximity of the site to the University, the adjacent leisure quarter at the Empire and the Inner Ring Road (which provides good transport links), it is considered that the development of a hotel could be an appropriate alternative to offices.

19.240 The **Eden Street (6)** site adjacent to the Empire Theatre is suitable for the development of leisure/ arts related uses as well as commerce, primarily office related. Leisure is an important element in the life of the City Centre and in recent years there has been a growing concentration of facilities in this 'leisure quarter' around the Empire Theatre and Crowtree Leisure Centre. The proposed uses could develop this leisure and cultural character; further consideration is being given to the development of an auditorium on part of the site. Car parking (probably multi-storey) will be included for all developments which would help to replace lost surface spaces. Due to its prominent location in the Bishopwearmouth Conservation Area and adjacent to major transport routes, any development will have to be to the highest standards of design.

19.241 In its 1998 condition the **Park Lane Bus Station (7)** is unattractive, detracting from the improvements the Council has carried out in Park Lane and the surrounding area. At the same time however, it provides an important transport terminus, which will become a particularly important transport interchange with construction of a Metro Station on the south part of the site. (See SA87) Its redevelopment would therefore both improve the appearance and function of the facility for travellers. An element of retailing in the form of small shops and A3 uses catering for the needs of travellers could be included as part of any scheme.

19.242 The sites at **Lambton Street (8)**, **West Wear Street (10)** and **Russell Street (11)** will contribute to the regeneration of the north-east sector of the City Centre, assisting with its integration into the shopping core and offsetting the overall south-west commercial 'drift'. These sites are well related to the Eastern Relief Route,

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therefore enjoy good access to the strategic route network. Due to their prominent position adjacent to the Wearmouth Bridge and the River corridor, any schemes involving the former Edward Thompson building or the Russell Street site will require a particularly high standard of design. Specialist housing (e.g. student or single/two person accommodation) could be included as part of the redevelopment of the sites. A hotel could be an appropriate use on the West Wear Street site - any design would need to reflect its important position. Due to their location outside the Inner Ring Road, general retailing is not likely to be acceptable on sites (10) and (11), though bulky goods stores, well-designed and with adequate access and parking could be acceptable

19.243 The location of the *Hope Street (9)* site adjacent to the Inland Revenue offices and the University means that it would be particularly suitable for office or research and development uses (B1). However the site could also be suitable for housing development due to its proximity to similar use at Gilhurst Grange.

19.244 The Town Centre Local Plan envisaged development of new shopping and office floorspace to meet potential growth in all the above sectors, helping the Centre consolidate its second position in Tyne and Wear. The levels of development foreseen and growth to date can be seen in Table 19.8. The Draft UDP showed that shopping development between 1978 and 1991 somewhat lagged behind TCLP projections, whilst office growth, due largely to the recent private sector developments for the Inland Revenue, had been greater than anticipated. The floorspace potential of the Bridges extension could provide a more “balanced” situation.

19.245 Since retail spending and the service (office) sector are both forecast as continuing to grow nationally, it is considered that the City Centre should continue to provide sites for this type of development; it is best placed as a focus for access by public and private transport for customers and employees, which would be enhanced by development of the Metro. The total office and retail potential of the sites is greater than the projected demand. However this gives flexibility should, say, office demand continue at the current high level. Furthermore, several sites are also appropriate for other uses e.g. hotel, leisure, so may not achieve the floorspace potential estimated in Table 19.8. A recent study by consultants in relation to the future expansion of The Bridges indicates potential for increased ‘penetration’ of the retail catchment area - i.e. the potential for the City Centre to increase its share of overall spending. Even though retail spending continues to grow, shopping floorspace in the City Centre has, overall, been in decline. The success of these proposals is dependent on (i) the development of other proposals relating to the improvement of the retail environment and access, (ii) the Council’s ability to assist and stimulate private development, and (iii) policies to restrain further major out-of-centre comparison goods developments, which appear to have drawn off potential spending.

19.246 It is envisaged that the development of these sites will be carried out utilising private finance. The larger schemes will be expected to incorporate social facilities such as crèches, public toilets etc. Also their design should be mindful of energy efficient forms and construction (see Development Control Guidance). Particular regard is required to securing visual quality in all the development schemes using appropriate, high quality materials befitting their prominent City Centre (and in some cases conservation area) setting.

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**Table 19.8: Floorspace Potential of Major Development Sites**

	Floorspace (sqm gross)	
	Shopping	Offices
Guidelines for new development 1978 -1998*	31,000 -36,000	18,000 -26,000
<b>Guidelines for new development 1988 - 2006</b>	<b>28,000 -32,500</b>	<b>16,200 -23,500</b>
New Floorspace constructed 1988 - 1996	1,500	16,800
<b>Development Site Potential Floorspace</b>		
1) Green Terrace/ Crowtree Road	20,000	-
2) Central Bus Station	3,000	-
3) South of Holmeside	8,500	5,500
4) Burdon Road	4,000	500
5) Low Row	-	2,500
6) Eden Street	-	4,500
7) Park Lane	500	-
8) Lambton Street/ Bedford Street	1,000	1,500
9) Hope Street	-	2,500
10) West Wear Street	-	2,500
11) Russell Street	-	1,500
Potential Floorspace	37,000	21,000
Potential Floorspace 1988-2006 (including that constructed)	38,500	37,800

\* From Town Centre Local Plan (1989)

SA55 LAND BETWEEN LIVINGSTONE ROAD AND BEACH STREET (10HA.) WILL BE RESERVED AS A "CITY OPPORTUNITY SITE" FOR A MIXED COMMERCIAL DEVELOPMENT WHICH WILL BE COMPLEMENTARY TO ACTIVITIES EXISTING OR PROPOSED FOR THE CITY CENTRE. THE PRINCIPAL USES APPROPRIATE ARE FOOD AND DRINK (A3), BUSINESS (B1), HOTEL (C1), LEISURE (D1, D2) AND CAR SALES AND SERVICING.

DEVELOPMENT SHOULD TAKE ACCOUNT OF ITS LIKELY IMPACT ON THE AMENITY OF THE SURROUNDING AREA IN TERMS OF DESIGN, PEDESTRIAN AND VEHICULAR ACCESS, TRAFFIC GENERATION AND NOISE.

- (i) IT MUST BE DESIGNED TO ENHANCE THE IMAGE OF THE CITY, TAKING INTO ACCOUNT THAT THE SITE IS AT A 'GATEWAY' TO THE CITY CENTRE AND IS PROMINENT IN VIEWS FROM ACROSS THE RIVER WEAR;
- (ii) IT MUST INCLUDE PROVISION FOR A LANDSCAPED OPEN SPACE WITH MULTI-USER LINK (SA93.2) TO FESTIVAL PARK FROM LIVINGSTONE ROAD AND THE HIGH LEVEL FOOTPATH LINK (SA93.1);
- (iii) WHERE THE USES PROPOSED HAVE THE POTENTIAL TO GENERATE SUBSTANTIAL ACCESS BY PEDESTRIANS AND PUBLIC TRANSPORT USERS, ATTRACTIVE AND CONVENIENT LINKS FROM THE CITY CENTRE AND PUBLIC TRANSPORT STOPS TO THE MAIN BUILDINGS MUST BE PROVIDED;
- (iv) ADEQUATE ON-SITE CAR PARKING AND SERVICING WILL BE REQUIRED IN ACCORDANCE WITH THE DEVELOPMENT CONTROL GUIDANCE;
- (v) THE LAYOUT WILL MAKE ALLOWANCE FOR THE PROVISION OF A SECOND (EASTERN) CARRIAGEWAY TO TRIMDON STREET AS PART OF THE PROPOSED NEW WEAR BRIDGE APPROACHES.

DEVELOPMENT INCLUDING KEY TOWN CENTRE USES SHOULD ONLY BE ALLOWED ON THIS SITE WHERE:-

- (a) THE LACK OF A SUITABLE ALTERNATIVE LOCATION EITHER IN THE CITY CENTRE OR EDGE OF CENTRE IS DEMONSTRATED; AND
- (b) IT DOES NOT SOLELY OR CUMULATIVELY WITH OTHER RECENT DEVELOPMENTS OR OUTSTANDING PERMISSIONS DIVERT INVESTMENT FROM EXISTING CENTRES SO AS TO THREATEN THEIR VITALITY AND VIABILITY; AND

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(c) IT CONTRIBUTES TO A BALANCED DISTRIBUTION OF FACILITIES ACCESSIBLE TO ALL SECTORS OF THE COMMUNITY (PARTICULARLY TO THOSE WITH LOW LEVELS OF PERSONAL MOBILITY) BY PUBLIC TRANSPORT, ON FOOT OR CYCLE AS WELL AS BY CAR, AND NOT HAVE AN ADVERSE EFFECT ON OVERALL TRAVEL AND CAR USE.

(EC2, EC7, EC9, S2, S4, CN14, T8, T14, T22)

19.247 It is considered that this area, located at a gateway to the City Centre and prominent in views from across the River Wear, particularly from the Stadium site, has major regeneration, environmental and employment potential and presents new strategic opportunities. In particular the redevelopment of the site presents an opportunity to accommodate uses (e.g. leisure) which, due to their scale and function, could not be developed in the heart of the City Centre, but which would be complementary to activities (existing and proposed) for the Centre. Notably, the leisure uses could build on the emerging 'leisure quarter' centred on the nearby Empire Theatre.

19.248 To maximise accessibility by pedestrians and public transport users, careful consideration in detailed design should be given to making approaches as short, convenient and attractive as possible. Lengthy approaches through car parks should be avoided. Consideration may be given to a bridge or an at grade light-controlled crossing at Trimdon Street/ Livingstone Road in order to provide access to the core of the City Centre and adjoining residential areas.

19.249 The site may be developed as an entity, but in view of its scale and the possible mix of uses, it could be developed incrementally with the area east of Farringdon Row having potential as an edge-of-centre site. If the overall site were developed incrementally, proposals to develop parts of the site would have to show that they could integrate successfully with the remaining areas in terms of design, function and access; also that the scheme did not sterilise the future use of any other part of the site.

19.250 The layout of development and high quality of design required will include landscaping. These matters should take into account the amenity of local residents living west of Trimdon Street. The development of the eastern part of the site (Galley's Gill) must maintain views from Livingstone Road to the Riverside Festival Park, also provide the multi user link (SA93.2) through the site in a landscaped setting. It should also maintain a suitable pedestrian link to the edge-of-plateau footpath (SA93.1) and Gill Bridge.

19.251 The Site of Nature Conservation Importance shown on the Proposals Map should be protected. It would be preferable that the other substantial planting that has been established should also be incorporated in the overall design.

SA56 THE SITE OF THE FORMER ROYAL INFIRMARY WILL BE RESERVED AS A "CITY OPPORTUNITY SITE" PRINCIPALLY FOR THE DEVELOPMENT OF HOTEL (C1) AND ANCILLARY USES, RESIDENTIAL INSTITUTIONS (C2) AND /OR HIGH DENSITY RESIDENTIAL (C3) USES.

DEVELOPMENT SHOULD TAKE ACCOUNT OF ITS LIKELY IMPACT ON THE AMENITY OF THE SURROUNDING AREA IN TERMS OF DESIGN, PEDESTRIAN AND VEHICULAR ACCESS, TRAFFIC GENERATION AND NOISE. IT WILL BE REQUIRED TO:-

- (i) PROVIDE ADEQUATE ON-SITE CAR PARKING AND SERVICING IN ACCORDANCE WITH THE DEVELOPMENT CONTROL GUIDANCE;
- (ii) RELATE TO THE SURROUNDING AREA IN TERMS OF ITS SCALE, LAYOUT AND MASSING.

(H1, H3, H4, H18, EC9)

19.252 The Regional Health Authority declared the Royal Infirmary surplus to its requirements in late 1995. The building is now vacant. It is considered that the redevelopment of the site (some 1.5ha) offers an opportunity to secure a positive new use in this location.

19.253 The site lies close to the City Centre and has good pedestrian linkages. It is situated less than 100 metres from the proposed Metro station at the University and adjacent to New Durham Road which provides an excellent road link (including bus services). Central Government guidance (PPG13: A Guide to Better Practice) suggests a range of developments which are appropriate for edge-of-centre locations such as this. Taking this guidance into account it is considered that the site is suitable for high-density uses such as housing or a hotel (i.e. those uses within Class C of the Use Classes Order). Such uses will also be compatible with the surrounding residential use.

19.254 The site is located within a residential area and adjacent to a major road corridor. These factors combine to indicate that any development should be of an attractive high quality design which should relate to the surrounding residential properties. Although not listed, some of the older hospital buildings (e.g. the chapel and the Backhouse wing) are visually attractive and efforts should be made to retain them in any redevelopment.

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19.255 The amenity of the adjacent residential areas will need to be respected. In particular, in any redevelopment specific attention will need to be given to the provision of adequate on-site parking to avoid the problem previously associated with the hospital of overspill of visitor parking into adjoining streets. The existing subway beneath New Durham Road will need to be improved - particularly as it would provide convenient access to the proposed Metro station - along with other pedestrian approaches.

### Industry and Warehousing

SA57 DEVELOPMENTS OF AN INDUSTRIAL NATURE WILL BE PERMITTED ONLY AS ALLOWED BY PROPOSALS SA58, SA59, OR WHERE THEY ARE:-

- (i) EXTENSIONS WITHIN THE CURTILAGE OF SUCH USES;
  - (ii) MINOR NEW DEVELOPMENTS, OR;
  - (iii) MINOR CHANGES OF USE
- PROVIDED THAT THEY DO NOT CAUSE ENVIRONMENTAL OR TRAFFIC PROBLEMS AND ARE COMPATIBLE WITH OTHER ADJACENT USES.

(EC4)

SA58 ESTABLISHED INDUSTRIAL/ COMMERCIAL AREAS AND AVAILABLE SITES WITHIN THEM WILL BE RETAINED AND IMPROVED FOR THE FOLLOWING USES:-

- (1) BETWEEN HIGH STREET/ EASTERN RELIEF ROAD (4.5HA);
  - (2) NILE STREET/ VILLIERS STREET (6.7HA);
- BUSINESS (B1), RESTRICTED GENERAL INDUSTRY (B2) AND WAREHOUSING (B8), CAR SHOWROOMS.

WAREHOUSE DEVELOPMENTS (B8) IN THESE AREAS WHICH EXCEED 1,000 SQ.M. WILL NOT NORMALLY BE PERMITTED. IMPROVEMENT MEASURES WILL INCLUDE REDEVELOPMENT/ CONVERSION/ REFURBISHMENT OF PROPERTIES, REINSTATEMENT OF LAND INTO BENEFICIAL USE, PROVISION OF PARKING, SERVICE AND LOCAL ACCESS AND LANDSCAPING. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC4 WILL APPLY UNLESS OTHERWISE STATED.

(EC4)

19.256 The areas in which business, industrial and warehouse developments will be acceptable comprise those at the eastern industrial area (Nile Street and Villiers Street) and north of Livingstone Road/ St. Mary's Way. These are the main areas of such activity in the City Centre. The establishment of other areas for industrial-related uses is not necessary as such uses would compete with others more appropriate to the City Centre. Furthermore other sites and premises for non-City Centre related storage/ industrial use are available nearby e.g. Hendon. Outside these areas, planning applications for industry or warehouse developments will normally only be favourably entertained where they will not have a detrimental effect upon surrounding areas. These comprise small scale developments of an unobtrusive nature and extensions to existing industrial uses within the confines of present sites which are satisfactorily located. All applications for planning permission for industrial and warehouse developments will need to conform with other proposals of the Plan.

19.257 Use Class B8 relates to the use of premises for storage or as a distribution centre. Warehouse undertakings less than 1,000 sq.m. tend to have higher employment densities than those found in the larger concerns, being comparable with those found in industry. This proposal, by restricting the development of the relatively large-scale warehouse undertakings, should help to prevent decline in local blue collar jobs near to areas of high unemployment and restrain the numbers of large articulated vehicles which are attracted to warehousing, thereby exacerbating traffic congestion.

SA59 THE CONSOLIDATION OF THE AREA NORTH OF ST. MARY'S WAY FOR BREWERY PURPOSES WILL BE ALLOWED, HOWEVER FURTHER DEVELOPMENT WITHIN THE BREWERY COMPLEX WILL BE REQUIRED TO HAVE REGARD TO THE VISUALLY SENSITIVE AREAS OF THE RIVERSIDE AND ITS APPEARANCE FROM THE PRIMARY ROAD ADJOINING.

(EC4, B2)

19.258 Vaux Brewery is one of the major employers in the City and has consolidated its use on land north of St. Mary's Way. Whilst the development of the brewery has resulted in the enclosure of the complex, an alternative route for pedestrians has been provided around the perimeter of the site (SA93). The prominent nature of the complex, atop the escarpment, means that it is visible for some distance along the river corridor, particularly from the high level bridges. Further development in the complex will be carefully controlled so as to ensure a high

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standard of appearance which complements that obtained in recent developments such as the adjacent St. Mary's Way car park.

### Offices

SA60 WITHIN THE AREA DEFINED ON THE PROPOSALS MAP, NEW BUILDING, EXTENSION AND CONVERSION FOR FINANCIAL AND PROFESSIONAL SERVICE USE A2 AND B1 USES WILL NORMALLY BE PERMITTED, SUBJECT TO RESTRICTIONS ON THE USE OF STREET LEVEL PREMISES IN THAT AREA COVERED BY PROPOSAL SA71. MAJOR A2 AND B1 DEVELOPMENTS IN THIS AREA WILL BE ENCOURAGED TO LOCATE ON THE SITES REFERRED TO IN PROPOSAL SA54.

(EC7)

SA61 IN THE AREA BETWEEN JOHN STREET AND NORFOLK STREET, AS DEFINED ON THE PROPOSALS MAP, THE CITY COUNCIL WILL SEEK TO MAINTAIN BOTH THE PREDOMINANT USE OF PROPERTY FOR SERVICE A2 PURPOSES AND B1 USES WHICH EMPHASISE THE AREA'S ROLE AS A PRIME SOURCE OF SMALL/MEDIUM SIZE OFFICES IN THE CITY CENTRE.

(EC7)

SA62 THE CITY COUNCIL WILL SEEK TO MAINTAIN THE PREDOMINANT USE OF PROPERTY IN GRANGE TERRACE, GRANGE CRESCENT, THE ESPLANADE, DOURO TERRACE AND TOWARD ROAD FOR OFFICE PURPOSES.

(EC7)

SA63 THE CITY COUNCIL WILL ENCOURAGE THE REFURBISHMENT AND CONVERSION OF VACANT UPPER FLOORS IN THE DEFINED OFFICE AREA PRIMARILY FOR MIXED OFFICE/ HOUSING AND OTHER COMMERCIAL PURPOSES. PRIORITY WILL BE GIVEN TO THE PREMISES ON THE EAST SIDE OF FAWCETT STREET (NORTH OF ATHENAEUM STREET) AND ON BOTH SIDES OF HIGH STREET WEST BETWEEN FAWCETT STREET AND LAMBTON STREET.

(EC7)

19.259 Situated at the focus of the local transport network, the City Centre is well located as a hub for commerce; furthermore many of the City's best residential areas are situated close by, where a high proportion of residents are employed within the banking, finance, government and business service sector. The area proposed for financial and professional office and appropriate business uses includes the main shopping and office locations. It is within the Ring Route, so minimising the need for customers, workers and others to cross, thereby ensuring easy and safe access to offices as well as other City Centre facilities. It can be made even more accessible by the creation of attractive direct links leading to the primary shopping areas e.g. The Bridges.

19.260 Proposal SA60 covers all forms of development including new construction, redevelopment, alterations and extensions. Interest in large-scale new offices, for financial, professional and business uses will be encouraged onto sites identified in Proposal SA54 and SA55. These larger sites should achieve the Plan's objective of developing Sunderland as the main secondary office centre in Tyne and Wear creating essential and diverse job opportunities. Elsewhere in the City Centre proposals for offices which fall into Use Class B1, will be treated on their merit, taking into consideration their need to be located in the area and the availability of alternative sites elsewhere.

19.261 Most of the properties in the streets covered by proposals SA61 and SA62 were originally built for residential use. Over the years, many have been changed to offices, reflecting both the size of the individual properties and their proximity to the core of commercial activity. In order to ensure that these buildings continue to fulfil an important function to which they are well suited, it is intended that office use should continue to be widespread, helping retain the existing character. Planning applications for uses other than A2 services (including retailing, other services, social clubs and residential) will be considered where they do not prejudice the main office function of the street or neighbourhood. The proportion of office use in Toward Road has been declining in recent years, therefore proposals for appropriate alternative uses (e.g. specialist housing) may be viewed more flexibly, thereby attaining a more mixed use overall.

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19.262 Upper storeys in the commercial area of the City Centre experience difficulties of vehicular/pedestrian access and poor servicing arrangements, as a consequence of which many have been vacant for a considerable period of time, notably on Fawcett Street. Their area, often in excess of 200 sq.m. per floor, is unsuited to modern office requirements, with the majority of office users (60%) in the City Centre occupying smaller premises. It is estimated that the total vacant floorspace is in excess of 8,000 sqm gross. Adaptation/ subdivision into beneficial use could provide further scope for the creation of additional office space, to supplement new development. Other commercial uses, which do not require a ground floor location of necessity and would cause little or no disturbance to neighbouring established uses, would also be acceptable, as would limited residential use (See SA66), suitable for special needs and single persons. The bringing of vacant upper floors back into use not only provides additional income and security, but also helps to ensure that important townscape buildings are kept in good repair. Recent changes to the General Permitted Development Order mean that floors above shop units can now be converted to single flats without planning permission.

19.263 The refurbishment of vacant upper storeys is being undertaken already with a reasonable degree of success by other authorities. However, the following problems are often encountered:-

- \* listed buildings deter potential developers who are concerned about incurring high maintenance costs;
- \* the perpetuation of architectural styles can involve developers in increased costs;
- \* buildings having small plots, in relation to their overall size, may make individual projects difficult to fund on a speculative basis;
- \* blocks may often be in multiple-ownership;
- \* access difficulties for service vehicles are common, together with limited space for car parking; and
- \* the cost of conversion increases considerably over time, due to the physical deterioration of properties which stand vacant.

19.264 The implementation of this proposal will be via the Council's development control powers, also as an implementation agency, assisted in some locations by the Single Regeneration Budget e.g. Strategic Shopping Streets Initiative, also to a limited extent by conservation area grant.

SA64 OUTSIDE THE AREA AND PREMISES DEFINED IN PROPOSALS SA60 AND SA62 PROPOSALS FOR DEVELOPMENT OF FINANCIAL AND PROFESSIONAL SERVICE USES (USE CLASS A2) WILL NORMALLY BE ALLOWED WHERE IT CONSTITUTES:-

- (i) EXTENSIONS WITHIN THE CURTILAGE OF EXISTING OFFICES WHERE ADDITIONAL PARKING CAN BE PROVIDED; AND
- (ii) OFFICES ANCILLARY TO ANOTHER USE.

(EC7)

19.265 It is necessary to control the location of professional and service offices, in order to ensure that they take place within the area defined in SA60 (for the reasons stated and to avoid problems in respect of amenity of adjacent or residential properties). In the light of there being sufficient centrally-located sites to cater for the anticipated increase in office floorspace, it is considered unnecessary and indeed undesirable, from the point of view of pedestrian movement, for major new developments to locate in the area outside the Ring Route, with the exceptions referred to. Furthermore, the exclusions referred to in (i) and (ii) above will allow for the continuation of existing businesses, whilst limiting their impact on the environment and amenity of neighbouring uses; especially where in close proximity to residential accommodation.

### Tourism

SA65 THE PROVISION AND/ OR IMPROVEMENT OF VISITOR FACILITIES AND OTHER WORKS TO ENHANCE THE ATTRACTION OF THE FOLLOWING WILL BE ENCOURAGED:-

- (1) CROWTREE LEISURE CENTRE;
- (2) EMPIRE THEATRE;
- (3) SUNDERLAND MUSEUM;
- (4) CITY LIBRARY AND ARTS CENTRE; AND
- (5) ROYALTY THEATRE.

(EC8)

19.266 For a number of reasons - its location at the hub of the local transport network, its historic character, its range of attractive buildings - the City Centre is a particular focus of tourist activity. Tourism can play a



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significant role in the regeneration of the City's economy, therefore it is important to maximise the potential of those facilities which attract visitors. This will be achieved by supporting or undertaking initiatives to maintain or enhance facilities and their settings by utilising Central Government grants. Funding may also be available from the Single Regeneration Budget or National Lottery/ Arts Council sources.

**Table 19.9 Tourist Attractions (SA65)**

Attraction	
1) Crowtree Leisure Centre	Multi-purpose leisure complex. Leisure pool, ice rink and other sporting facilities. Being considered for upgrading as part of SA72
2) Empire Theatre	Large Edwardian theatre (seating 1600) offering range of musicals, opera, ballet, one night shows and spectacles. One of five nationally designated by Arts Council as having potential for Opera House. Consideration being given to development of auditorium on adjacent site (SA54.6)
3) Sunderland Museum	Hosts major exhibitions. Gallery includes works by major artists. Displays of glassware. Local social and industrial history. Proposed internal refurbishment and extension to provide new entrance foyer. "Winter Gardens" to be developed on adjacent site.
4) City Library and Arts Centre	Holds exhibitions by national and international contemporary artists. Local studies centre with Hi-Tech facilities.
5) Royalty Theatre	Seating some 200 persons, it houses Sunderland Drama Club. Season of 8 plays per year.

### HOUSING

SA66 NEW RESIDENTIAL ACCOMMODATION TO MEET THE NEEDS OF SMALL HOUSEHOLDS, YOUNG PERSONS, THE ELDERLY, DISABLED OR THOSE ON LOWER INCOMES WILL NORMALLY BE PERMITTED WHERE THE SITE IS NOT REQUIRED FOR OTHER PURPOSES IN THIS PLAN.

(H14, H15, H16)

SA67 RESIDENTIAL ACCOMMODATION CONSTRUCTED OVER SHOPPING/ COMMERCIAL USES WHICH INCLUDES PARKING AND OTHER AMENITIES IN LINE WITH THE CONTROL GUIDELINES IN THE DEVELOPMENT CONTROL GUIDANCE WILL BE ACCEPTABLE.

(H9)

19.267 There is a shortage of accommodation in the City Centre for middle aged/ older persons and the disabled. There is furthermore a need to retain and increase the number of small units suitable for single persons or childless couples, notably to serve the needs of University students. Such accommodation is of benefit particularly to the low paid; it could provide ease of access to work or college, to City Centre facilities and to the focus of the public transport system. Additional residents will also strengthen life in the Central area outside the normal working day, possibly leading to more evening opening of some services. The environment of the City Centre, lacking open space or gardens, mitigates generally against the encouragement of family housing though larger 'windfall' sites could be considered for limited family accommodation on the south and west peripheral locations. Around 1998 housing associations and - to a limited extent - the private sector are seen as the main implementing agencies.

19.268 Sites for new housing are proposed at two locations; Cresswell Villas and Egerton Street. Due to their inner locations, higher densities of development could be acceptable on these sites (40 units to the hectare average). In all cases, the design, layout and amenity considerations relating to these schemes will need to comply with the guidelines in the Development Control Guidance.

19.269 Whilst it is the Council's general objective that residential development should be restricted to the periphery of the City Centre, there would be no objection, in principle, to the introduction of non-family dwelling

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units into major commercial development sites (provided that they were subordinate to the main use) or into vacant floors above existing commercial premises where the space and mixed tenancy agreements allow (see SA63) provided that satisfactory residential amenity can be retained. The three tower blocks (Astral, Solar and Planet House) are an important element of housing provision in the Centre, and are particularly suitable for elderly residents.

19.270 Implementation will primarily be through the development control process, though single flats above shops are now permitted development (General Permitted Development Order 1995). Financial assistance may also be available in the form of grants towards residential accommodation over business/ commercial uses. New dwellings on vacant sites or open space land will be subject to Proposal SA68, which tries to maximise environmental/open space enhancement.

SA68 THE CITY COUNCIL WILL SEEK TO IMPROVE THE ENVIRONMENT IN THE FOLLOWING OLDER PRIVATE RESIDENTIAL AREAS; PRIORITY WILL BE GIVEN TO THOSE LOCATIONS WHICH REQUIRE MORE COMPREHENSIVE TREATMENT. THE COUNCIL WILL SEEK TO MAXIMISE BENEFITS IN THE FORM OF ADDITIONAL OPEN SPACE, AND OTHER FACILITIES FROM SITES TO BE DEVELOPED OR REDEVELOPED:-

- (1) BETWEEN WHARNCLIFFE STREET, CLANNY STREET, BACK CHESTER TERRACE AND WESTBOURNE ROAD;
- (2) BETWEEN CHESTER ROAD, WESTERN HILL AND NEW DURHAM ROAD;
- (3) WITHIN THE AREA SURROUNDING THE FORMER ROYAL INFIRMARY BOUNDED BY BURN PARK ROAD, NEW DURHAM ROAD, TUNSTALL TERRACE (WEST), ASHWOOD STREET AND BACK ELMWOOD STREET;
- (4) WITHIN THE AREA BOUNDED BY STOCKTON ROAD, BELVEDERE ROAD, TUNSTALL ROAD, DERBY STREET, ASHWOOD STREET, AND TUNSTALL TERRACE;
- (5) WITHIN THE AREA BOUNDED BY BACK WINIFRED TERRACE, BACK NORTHCOTE AVENUE, SALISBURY STREET AND BACK LAURA STREET;
- (6) BETWEEN EGERTON STREET, BISHOPTON STREET, SALEM ROAD/ PEEL STREET AND TOWARD ROAD;
- (7) BETWEEN BELVEDERE ROAD, STOCKTON ROAD, THE CLOISTERS, BACK STOCKTON ROAD (WEST), GORSE ROAD AND LORNE TERRACE.

(B1, H5, H16)

19.271 Despite recent internal improvements, the environment of some of the terraced twilight housing areas in the City Centre is generally poor, few having more than a minimal front garden. It is characteristically drab as a result of the lack of greenery in combination with an often poor external appearance. It is made less attractive by excessive amounts of traffic, on-street parking, small vacant sites and the incidence of a few incompatible uses. These City Centre housing areas adjoin, and are similar in nature to, larger areas referred to in Proposal SA10; likewise in these localities, the Council will seek to maximise benefits in the form of additional open areas and community facilities (e.g. facilities for the disabled, crèches) from sites to be redeveloped or substantially renewed.

19.272 One of the primary objectives is to improve the environment of the functional areas, such as housing. Certain housing locations however suffer from a wide set of problems relating not only to the environment, but to social aspects and the quality of dwellings themselves: many are in an apparently poor physical condition, exhibiting a low standard of maintenance, lacking modern facilities (central heating), a significant number being in multiple occupation. Priority for environmental improvement will be given to such areas. Consideration of the need to take comprehensive action on these areas will be considered in relation to wider priorities for area-improvements, particularly in regard to the investigation of Housing Renewal Areas.

19.273 The necessary finance will be bid for through the City Council's Housing Investment Programme, priorities being dependent on monies available. External and internal improvements to the private rented housing in the Argyle Square/ Azalea Terrace area are being funded by means of grant assistance through the Approved Landlords Partnership Scheme (ALPS) which was approved by members in February 1994.

### SHOPPING

#### Shopping Areas

SA69 SHOPPING DEVELOPMENT WITHIN THE PRINCIPAL AREA SO DEFINED ON THE PROPOSALS MAP WILL NORMALLY BE PERMITTED, WITH THE EXCEPTION OF "BULKY GOODS" OUTLETS (SEE PROPOSAL SA70); MAJOR RETAIL DEVELOPMENTS WILL BE ENCOURAGED TO LOCATE ON THE SITES REFERRED TO IN PROPOSAL SA54.

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(S1)

SA70 OUTSIDE THE AREA OF PROPOSAL S69, PROPOSALS FOR THE FOLLOWING RETAIL USES WILL BE ALLOWED:-

- (i) "BULKY GOODS" OUTLETS;
- (ii) MINOR ADDITIONS WITHIN OR ADJACENT TO EXISTING LOCAL GROUPS OF SHOPS AT BOROUGH ROAD/NORFOLK STREET, SILKSWORTH ROW (NORTH END), CHESTER ROAD, HIGH STREET WEST, NEW DURHAM ROAD AND STOCKTON ROAD; AND
- (iii) THOSE WHICH WOULD BRING OTHERWISE VACANT BUILDINGS IN THE CONSERVATION AREAS BACK INTO BENEFICIAL USE.

(S1, S2, S5)

19.274 The principal shopping area has been defined in order to consolidate the City Centre retail function, whilst retaining its compactness. Certain sections of the boundary are clearly demarcated as barriers to pedestrian movement e.g. the Inner Ring Road and railway cuttings. Those streets to the north and east of the primary core are included as one of a number of measures seeking to halt the decline in the retail/commercial function of this locality. The influx of shops into Low Row and Green Terrace on a large scale is considered inappropriate by virtue of the type and scale of the property and its inclusion in the Bishopwearmouth Conservation Area. Similarly Mary Street has been excluded as general retailing could require major alterations to frontages in a block of architectural and historical interest. Park Lane Bus Station and the railway airspace south of Holmeside have been included in view of the interest expressed by their owners. However, the southern section of John Street and the area to the east, i.e. in the Central Conservation Area, are not considered appropriate for more than a marginal introduction of general retail uses (see SA63) associated with conserving premises.

19.275 Within the defined area not all sites identified as having development potential are considered suitable, as this could lead to over-provision and inadequate scope for other uses. (See SA54) Extensions to existing shops will normally be permitted as will the development of new or replacement shops. The location of major additional shopping developments has been controlled, in order to ensure it takes place within the central part of the retail area. This does not preclude the establishment of retail use on a limited scale as part of mixed use developments. The location of certain larger retail developments, specified above, however, do merit exemption. In particular, the site requirements of 'bulky goods' outlets e.g. DIY stores, garden centres, builders merchants, together with the amount and type of traffic which they generate, are generally such as to make them inappropriate in the principal shopping area, but more appropriate on fringe locations where suitable access and parking can be provided.

19.276 In carrying out its development control function, the Council will have regard to the likely effect of shopping schemes on the amenity of surroundings, service/parking requirements and implementation of other proposals of the Plan.

SA71 WITHIN THE CITY CENTRE, APPLICATIONS FOR THE CHANGE TO NON-RETAIL USE OF PROPERTIES AT STREET LEVEL WILL BE ASSESSED AGAINST THE FOLLOWING CRITERIA:-

(1) PRIME SHOPPING AREA

- (i) IN EACH THOROUGHFARE THE PROPORTION OF THE TOTAL STREET LEVEL FRONTAGE OCCUPIED BY NON-RETAIL USES WILL BE LIMITED TO NOT MORE THAN 10%;
- (ii) NEW NON-RETAIL USES WILL BE RESTRICTED TO USE CLASSES A2 AND A3; OTHER NON-RETAIL USES WILL NOT BE ACCEPTABLE.

(2) MAIN SHOPPING AREA

- (i) IN EACH THOROUGHFARE THE PROPORTION OF THE TOTAL STREET LEVEL FRONTAGE OCCUPIED BY NON-RETAIL USES WILL BE LIMITED TO NOT MORE THAN 25%;
- (ii) NEW NON-RETAIL USES WILL BE RESTRICTED TO USE CLASSES A2, A3 AND OTHER USES COMPLEMENTARY TO THE SHOPPING CHARACTER OF THE STREET.

(3) ST. THOMAS STREET AREA

- (i) ADDITIONAL NON-RETAIL USES IN THIS AREA WILL NOT BE ACCEPTABLE.

FURTHERMORE, WITHIN THE ABOVE AREAS:-

- (i) THE PROPOSED USE SHOULD BE LOCATED SUCH THAT, IN ITSELF, OR IN ADDITION TO OTHER GROUPS OF NON-RETAIL USES, IT DOES NOT DEMONSTRABLY HARM THE VITALITY AND VIABILITY OF THE PARTICULAR THOROUGHFARE;

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(ii) THE PROPOSED USE SHOULD NOT SERIOUSLY ADVERSELY AFFECT THE APPEARANCE OF THE PARTICULAR THOROUGHFARE.

(S11)

19.277 One of the City Centre's main strengths is the compactness of its retail area. It is essential that retail facilities in the City Centre remain concentrated, thus ensuring the provision of a convenient and accessible shopping service. If unregulated there is a risk that the introduction of other uses, such as those within Use Class A2 (banks, building societies, estate agents) and A3 (cafes and restaurants) will reduce the potential for shopping uses and therefore weaken the retail function.

19.278 Central Government guidance (PPG6 - 1993) states that variety and activity are essential elements in a town centre and that local authorities "should therefore encourage diversification of uses in the town centre as a whole". Importantly, PPG6 also states that "local branches of banks and other financial institutions... can be well located in town centres, but should not be allowed to dominate primary shopping areas in a way that undermines the retail function."

19.279 In this context the City Council commissioned a consultant's study into the matter of non-retail uses in the City Centre. This examined a number of important indicators of vitality and viability including rental levels, pedestrian flows, retail demand and levels of vacancy. This policy is based on the findings of this study. (Although PPG6 was subsequently revised, it still refers to problems being caused by "concentrations of single uses" which cumulatively can cause a loss in retail outlets). Overall it is considered that a combination of strict controls in a "prime" shopping area, coupled with greater flexibility in other areas is the most appropriate way to maximise the overall strength and vitality of the centre as a whole. The City Centre has therefore been divided into three distinct areas:-

- \* Prime Shopping Area - Comprises the covered malls of The Bridges as well as High Street West and Union Street/ Market Square. It is where chain stores, department stores, national multiple and most local multiples are located; it exhibits relatively high rental levels, high pedestrian flows and below average vacancy rates. It is considered that the predominantly retail nature of this area should be retained and enhanced; it is important that the 'core' remains strong if the overall vitality and viability of the centre as a whole is to remain healthy.
- \* Main Shopping Area - Comprises Blandford Street and part of Waterloo Place/ Athenaeum Street. This area is considered to be in a period of transition following completion of its pedestrian and environmental improvements; efforts will be taken to seek to sustain its predominantly retail character.
- \* St. Thomas Street Area - St. Thomas Street provides a strong pedestrian link between The Bridges and the Joplings department store - more so in the light of the current pedestrianisation scheme for the western part of the street. In order to maintain shopping interest it is considered that no additional non-retail uses should be allowed.

19.280 The percentage figures included in the policy represent those respective points at which the introduction of non-A1 uses will begin to cause retail decline. These figures are, however, regarded as a guide for the consideration of future change of use proposals rather than a rigid division between acceptable and unacceptable uses. Where the proportion of non-retail use has already reached the stated percentage the City Council will resist any further changes of use in the relevant thoroughfare.

19.281 For the purposes of this policy a thoroughfare is defined as an unobstructed public way, comprised of both sides of a street (or one if bisected by a busy road) and a number of frontages. The following thoroughfares are defined:-

### Prime Shopping Area

- \* High Street West between West Street and Pann Lane/ Station Street;
- \* Union Street and Market Square between High Street West and Brougham Street;
- \* The Covered Malls of The Bridges.

### Main Shopping Area

- \* Blandford Street between Crowtree Road and Waterloo Place (including Maritime Place);
- \* Athenaeum Street (Railway Station frontage and Signal House frontage).

### St. Thomas Street Area

- \* From Market Square to John Street.

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In determining applications for new non-retail uses in the Prime and Main shopping areas the following will be taken into account:-

- \* incidence and location of existing non-retail uses
- \* impact on the continuity of shopping frontages
- \* nature of the shopfront treatment proposed
- \* propensity of use to attract visitors
- \* effect on nearby occupiers
- \* the nature of the proposed amusements (amusement centres)

19.282 When reviewing the plan, consideration will be given to the inclusion of new major retail development, e.g. the site at Green Terrace/ Crowtree Road (SA54.1). The overall pattern of non-retail uses in the City Centre will be monitored and the thoroughfares subject to this policy could be subsequently amended (e.g. to take in additional streets or have streets deleted) should circumstances dictate.

### The Covered Malls

SA72 THE CITY COUNCIL, IN PARTNERSHIP WITH PRIVATE DEVELOPERS WILL PROMOTE THE DEVELOPMENT OF PHASE 2 OF THE BRIDGES TO INCLUDE THE FOLLOWING MAIN ELEMENTS:-

- (i) CONVERSION OR REDEVELOPMENT OF THE CENTRAL BUS STATION FOR RETAIL PURPOSES (SA54(2));
- (ii) EXTENSION OF THE COVERED MALLS INTO CROWTREE ROAD;
- (iii) PROVISION OF NEW AND REFURBISHED SHOP UNITS ON CROWTREE ROAD;
- (iv) PHYSICAL LINKAGE OF THE EXISTING MALLS WITH THE GREEN TERRACE/ CROWTREE ROAD DEVELOPMENT (SA54(1)).

(S1, S5)

19.283 The refurbishment and covering over of the Central Area malls in the late 1980's has been a resounding success with shoppers and retailers alike; this is now displayed in high visitors numbers (approximately 500,000 per week) and shop rental levels being twice those of any other street in the City Centre. Consolidating environmental improvements have been undertaken to the north in High Street West and to the east in Union Street, also in the links to Thomas Street and Athenaeum Street. However the western side of The Bridges about Crowtree Road exhibits a number of major problems:-

- \* a fairly bleak face of mainly secondary shopping dominated to the north by the huge and blank facade of the Crowtree Leisure Centre.
- \* the Central Bus Station (CBS), which since national de-regulation of buses in 1986, has been operating at up to twice its design capacity. This causes internal vehicle congestion and severe conflicts between buses entering, circulating and exiting the CBS with the heavy flows of pedestrians going to and from the Walworth Way entrance to The Bridges. This was very much highlighted in the public consultation response.

19.284 To improve this situation, the Council, in partnership with the private sector is exploring the possibility of an extension to the covered pedestrian-only mall concept to include those aspects outlined in this Proposal. Studies indicate that this is the most appropriate location for new retail development. The relocation of the bus station releases a site of some 0.5ha. for shopping (SA54.2), whilst consideration is also being given to the possibility of new units within the Leisure Centre, fronting onto a mall requiring the partial closure of Crowtree Road (north). This will in turn link to the Crowtree Terrace development site lying south of the leisure centre. (SA54.1)

19.285 The overall development, including the relocated bus station has implications for access, circulation and public transport requirements within this sector of the City Centre. This is being given detailed investigation. It is expected that the results of the study will shortly be available to allow further consideration of this and related proposals. The funding of development is subject of discussion with the private sector.

## EDUCATION AND COMMUNITY FACILITIES

### University Campus

SA73 THE UNIVERSITY OF SUNDERLAND WILL CONSOLIDATE ABOUT CHESTER ROAD AS ONE OF ITS TWO MAIN CAMPUSES; THE FOLLOWING SITES WILL BE RESERVED FOR ITS DEVELOPMENT:-

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- (1) LAND SOUTH OF WATERWORKS ROAD;  
(2) LAND BETWEEN HIND STREET AND THE SCIENCE BUILDINGS;  
(3) LAND ADJOINING THE UNIVERSITY LIBRARY BUILDINGS ON CHESTER ROAD.  
(CF7)

19.286 Since the former Polytechnic, now The University of Sunderland, was devolved from local authority control in 1989, its plans for growth have almost tripled to nearly 18,000 students (full and part-time). It is in the process of developing another main campus at North Sands (NA15) to complement that on Chester Road, with the eventual release from academic use of its various other properties in south Sunderland because of upkeep and conversion problems.

19.287 In all the University is seeking a total 70,000 sq.m (gross) floorspace on the Chester Road Campus including 11,000 sq.m of new floorspace on available sites over and above the 3rd stage of the science buildings. Development will include a new Administration block, and new floorspace for Humanities and Social Studies. New science buildings have been constructed south of Waterworks Road. Remaining land is occupied by temporary buildings and car parking, but could be available for more permanent development to complete the site.

19.288 The Hind Street site forms a logical extension to the campus giving it an increased frontage to the Inner Ring Road. Development will require the Council-owned former outdoor centre and other private premises to the north to create a reasonably sized area. In respect of the former building, the Council would seek to retain the existing attractive brick and stone facade. A sliver of the open land near to the Civic Centre is also reserved for the minor extension of the Benedict Building on its eastern side.

19.289 Attendance at the University can result in parking overspilling into nearby residential areas. The Council will further attempt to negotiate the satisfactory resolution of this problem with the University, based on its recent study of its own longer term transportation needs.

19.290 A consequence of the expansion of the Chester Road Campus will be increased conflict between traffic using Chester Road and the growing demand for pedestrian movements across Chester Road between the University buildings on each side. The City Council will carry out early studies in association with the University as to the potential for traffic calming and traffic reduction measures on Chester Road between The Royalty and St. Michael's Way.

### LEISURE AND RECREATION

SA74 PROPOSALS FOR THE DEVELOPMENT OF CULTURAL, LEISURE AND RECREATIONAL FACILITIES WILL NORMALLY BE PERMITTED WITHIN THE AREA INDICATED ON THE PROPOSALS MAP; DEVELOPMENT WILL, HOWEVER, NOT BE PERMITTED IF IT IS LIKELY TO:-

- (i) CONFLICT WITH THE NON-RETAIL PROPOSAL SA71;  
(ii) BE DETRIMENTAL TO THE AMENITIES OF OCCUPIERS OF NEARBY PROPERTIES;  
(iii) BE INAPPROPRIATE TO THE CHARACTER OF THE LOCAL ENVIRONMENT; OR  
(iv) GENERATE TRAFFIC THAT WOULD RESULT IN, OR AGGRAVATE CONGESTION, OR WOULD BE A SAFETY HAZARD.

OUTSIDE THIS AREA SUCH DEVELOPMENTS (UNLESS SERVING A PURELY LOCAL FUNCTION) ARE CONSIDERED INAPPROPRIATE IN RESIDENTIAL AREAS, ALTHOUGH THEY WILL BE CONSIDERED ON THEIR INDIVIDUAL MERIT ELSEWHERE.

(L1)

19.291 Large leisure or cultural facilities which constitute an important integral function of the City Centre, are likely to become increasingly significant to its future vitality/ viability. The area where they will be encouraged is coincident generally with the main shopping area, which includes the Empire Theatre and Crowtree Leisure Centre (the leisure/recreation quarter). It is bounded by the proposed Inner Ring Road on the west and the Central conservation area office location to the east. It is well served by car parking and public transport. The office part of the Central conservation area (SA61) is excluded, as it is not considered appropriate to encourage substantial or widespread uses of a leisure nature, though small developments will be considered on their individual merit. In certain shopping streets, the type of use covered by this proposal e.g. public houses, night-clubs, fitness centres and restaurants, will be required to comply with proposal SA71 which controls the amount and location of non-retail uses at street level.

SA75 EXISTING CITY CENTRE PARKS AND OTHER PUBLIC OPEN SPACES WILL BE RETAINED WITH THE FOLLOWING ENHANCED, THE MAIN WORKS TO INCLUDE:-

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- (1) FESTIVAL PARK - IMPROVEMENTS TO THE MULTI-USER ROUTE NETWORK.
- (2) MOWBRAY PARK - MAJOR IMPROVEMENTS TO THE LAKE, PROMENADE AND FOOTPATHS AND RENEWAL OF TREE PLANTING. THE PARK IS ALSO IDENTIFIED AS AN HISTORIC PARK, THEREFORE ITS CHARACTER AND SETTING WILL BE PROTECTED FROM ADVERSE IMPACT BY DEVELOPMENT;
- (3) AYRES QUAY/ SILKSWORTH FORMER RAILWAY - ADDITIONAL PLANTING, LIGHTING AND LIMITED RECREATION/ LOCAL PLAY FACILITIES.

(L5, B18)

19.292 City Centre parks represent an important resource for passive recreation. They comprise Mowbray Park, the Town Park, Burn Park, the Festival Park and the former Ayres Quay/ Silksworth Railway land. They are well distributed and of varying character. Other important open spaces exist, adjoining the Civic Centre, at Park Road and West Sunnyside. Their ongoing maintenance will include tree/ shrub replacement, the installation of free standing features as and when necessary and overall planting to reflect their varying character, location and topography.

19.293 **Festival Park** - Derelict coal staithes along the River Wear have been reclaimed and laid out as the Festival Park. Reclamation works by the former UDC have extended this amenity area further to the north-west. Attractive views are afforded of the Wearmouth Bridge and across to the north bank (taking in the new football stadium) and these will be protected and enhanced where possible. (SA38)

19.294 **Mowbray Park** - Opened in 1857, Mowbray Park is the oldest of Sunderland's principal parks. It is a valuable asset to the City as a whole and the largest public open space in the City Centre. It has recently been included on English Heritage's list of Historic Gardens, hence new development and alterations will have to be very sensitively designed in accord with this status. It is proposed to institute a programme of improvements designed not only to restore the park to its former Victorian glory but also to adapt it to contemporary needs and demands; these will include restoration of the ornamental lake, improvement of the North and South Terraces, new entrance gates and boundary railings and improvements to street lighting. Funding is being made available from the National Lottery Heritage Fund for the construction of a "Winter Gardens" on land at the rear of the Museum.

19.295 **Ayres Quay/ Silksworth Railway** - This former railway forms part of a longer-distance route linking the inner urban area to the Silksworth Sports Complex, to Doxford Park and thence connecting to the wider network of footpaths/multi-user routes in the countryside. It requires substantial enhancement as a major multi-user link to the Riverside, particularly to take into account new boundaries associated with the Fire Station on Railway Row. Limited play facilities could be provided for the housing nearby.

19.296 There are current limitations on crucial finance for the implementation of these Proposals, though the resources of the Single Regeneration Budget and English Heritage will be investigated to enable earlier rather than later improvements to be undertaken.

SA76 THE CITY COUNCIL WILL SEEK TO ENSURE THAT THE EXISTING ALLOTMENTS AT LAMBTON STAITHES ARE RETAINED.

(L8)

19.297 The only existing allotments within the Inset area are those at Lambton Staithes. These Council-owned facilities are well-used being improved in recent years by the provision of a water supply and new palisade fencing; this latter feature has enhanced their overall appearance which is particularly important due to their location adjacent to the river corridor. Part is used for pigeon keeping.

SA77 THE WESTERN PART OF THE WEAR DOCKYARD, AT PANNS BANK, WILL BE RESERVED FOR USES ASSOCIATED WITH COMMERCIAL AND RECREATIONAL MOORINGS.

(L13)

19.298 This proposal forms part of a comprehensive strategy for improving the River Wear corridor, which is at the heart of Sunderland's inner area. The main access to the river will be provided at Bodlewell Lane which lies to the east of Panns Bank; local access to the river/ mooring facilities is currently provided at three points:-

- \* the pontoon 'indentation' immediately to the east of the Wearmouth Bridge;
- \* the former Wear Graving dock, which has previously been used as a stopping-off point for the Wear ferry service;
- \* the steps at Russell Chare to the east of the student accommodation

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19.299 It is intended that the Pontoon Dock could be made available for the mooring of craft of a variety of sizes including larger commercial craft, in order to ease the increasing pressure for berths at the North and South Docks. Access to the former Graving Dock is restricted for larger craft due to the presence of a ledge at its entrance which is difficult to pass at lower tide-levels; accordingly it could be refurbished for the provision of leisure/ commercial moorings for smaller craft. The land adjacent to both dock moorings will be held for commercial/ leisure river related purposes. Due to limited finances it is not possible to specify when improvements might be carried out. Amenity considerations will figure largely in considering developments in this area; satisfactory car parking and servicing will be required and new uses must be compatible with existing surrounding development.

19.300 Public access to the riverside, along a paved promenade running the length of the river wall will be maintained. This will form an important link in the River Wear Trail at this point (See SA93). Works to improve night-time safety of access from the City Centre to the student residences will also be sought, as well as upgrading of the existing pedestrian facilities to provide multi-user (cycling/ disabled) capability.

### ENVIRONMENT

SA78 WITHIN THE DEFINED SHOPPING AND OFFICE AREAS PARTICULAR IMPORTANCE WILL BE ATTACHED TO ACHIEVING QUALITIES OF DESIGN OVER AND ABOVE POLICY B2. THE DESIGN OF MAJOR DEVELOPMENTS MUST ALSO PAY DUE REGARD TO THEIR APPEARANCE FROM MORE DISTANT VIEWPOINTS AS WELL AS ENHANCE THE OVERALL TOWNSCAPE.

(B2)

19.301 The Council will seek to ensure that new development enhances the appearance of the City Centre, being designed in order to not only provide a building which satisfies accommodation requirements, but also to complement and improve its surroundings. All major development sites are located in particularly prominent positions or are in close proximity to conservation areas such that their development would have a major impact upon the townscape. New buildings and other works on these sites, therefore, will be required not only to be appropriate within their immediate surroundings, but also to have regard to their impact upon the appearance of the skyline from important vantage points. Within this defined area architectural style, building materials, height and spatial relationships of buildings will be given particular consideration to achieve quality in design. All architectural forms will be expected to comply to other Plan proposals in respect to landscaped open space, weather protection and in some cases energy efficiency. Should circumstances warrant, the Council may prepare supplementary design guidance specifying the principles to be applied, whilst also promoting imaginative design.

19.302 Conversely, there are buildings and areas of particular merit such as the conservation areas, where the essential character should remain unaltered by new developments. Here a 'low key' approach to design would be appropriate, so that the structures blend in harmoniously and sensitively with their surroundings. Planning applications which do not take account of the above considerations will normally be refused. Outside this defined area new developments will be required to accord with the function of the surrounding area, reflecting its distinctive character though subject to other proposals of the Plan and the Development Control Guidance.

SA79 MAJOR DEVELOPMENTS, WITHIN THE AREA COVERED BY PROPOSAL SA78, WILL BE REQUIRED TO INCORPORATE SUITABLE FLOORSCAPE. ITS DESIGN WILL HELP FORM A SETTING TO THE BUILDING, PROVIDE A SHELTERED SOUTHERLY ASPECT WHERE POSSIBLE AND ENHANCE THE EXISTING PATTERN AND DISTRIBUTION OF OPEN SPACE.

(EN1)

SA80 THE CITY COUNCIL WILL SEEK TO PROMOTE THE ESTABLISHMENT AND CONSOLIDATION OF "AMENITY SPACE", IN APPROPRIATE LOCATIONS, ALONG THE PROPOSED PEDESTRIAN NETWORK (SEE PROPOSAL SA92)

(B1, T8)

19.303 Existing open space includes areas which complement the appearance of individual buildings and the street scene as a whole. However, the commercial office/ shopping zones have a notable lack of such spaces. In order to remedy this, the Council will endeavour to ensure that major new developments incorporate areas, suitably landscaped, with appropriate townscape features. The extent, type and design of any landscaping will be determined by the style, scale and position of existing/proposed buildings. It should have regard to the proximity of other open spaces, its relationship with the pedestrian network (SA92) together with the type and location of



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weather protection (SA82). The main principles for a site may be set out in a design brief, prepared by the Council.

19.304 The establishment of amenity spaces would contribute to the character of the commercial zone. Possible areas that can be currently identified are at the Town Park and at The Shrubbery on West Sunnyside. It would be desirable also to establish similar spaces along the north-south pedestrian routes, and where achievable, in other pedestrian priority streets; major developed sites, e.g. Holmeside/ Burdon Road, present important opportunities in this respect. The development of a 'Millennium Square' in the south eastern part of the central area is being examined.

SA81 THE CITY COUNCIL WILL IMPROVE THE APPEARANCE OF THE STREET SCENE PARTICULARLY WITHIN THE AREA COVERED BY PROPOSAL SA78. ASPECTS TO BE CONSIDERED ARE:-

- (i) TRAFFIC AND OTHER SIGNS;
- (ii) ROAD MARKINGS AND SURFACE TREATMENTS; AND
- (iii) STREET FURNITURE.

(B23)

19.305 The appearance of the City Centre is marred by a proliferation of superfluous and detractive features adding to the general 'clutter' of the street scene. Whilst street furniture forms an integral part of the functioning of any street, it is considered desirable to minimise its impact, where appropriate, by rationalising the incidence of accumulated existing features. It is hoped to undertake a programme of maintenance and replacement of facilities (including seats and litter bins), as finances permit. Consideration will be given also to the replacement of obtrusive lamp standards, by affixing street lights to buildings in appropriate circumstances. With regard to traffic signs and road markings, there is scope for some simplification and streamlining of these features consistent with safety and statutory regulations. Where paved areas are to be extended as a result of changes to the traffic system and completion of the Ring Route, then comprehensive rationalisation of the traffic signs and road markings could occur in the commercial core. The necessary finance for this would be through the Transport Policies and Programme Budget and possibly the Strategic Shopping Streets Initiative, on an incremental basis.

SA82 THE CITY COUNCIL WILL SEEK TO ESTABLISH AN INCREASED AMOUNT OF WEATHER PROTECTION IN THE PRINCIPAL SHOPPING AREA (AS DEFINED IN PROPOSAL SA69) ESPECIALLY IN CONJUNCTION WITH NEW RETAIL DEVELOPMENTS.

(B19, S7)

19.306 The shopping environment is subject to the vagaries of the North-east's climate. The need to provide additional protection from the elements is recognised in Policy S7. Increases in the amount of protection afforded can take three forms:- in association with major improvement schemes; in association with new developments; additions to existing buildings. These could take the form of fixed canopies, roofing over pedestrian thoroughfares or an appropriate degree of shelter being incorporated into the design.

19.307 It is expected that the private sector will provide increased weather protection associated with their schemes. Improvements will be sought in planning applications for new shop frontages taking into account their impact on the shop fascia, the overall street scene and requirements of the highway authority.

SA83 WITHIN THE AREA COVERED BY PROPOSAL SA78, THE CITY COUNCIL WILL TAKE STEPS TO ENHANCE THE APPEARANCE OF OLDER PROPERTIES BY:-

- (i) DESIGNING AND PROMOTING EXTERNAL REFURBISHMENT SCHEMES;
- (ii) GIVING INCREASED EMPHASIS TO THE RETENTION OF ATTRACTIVE ORIGINAL FEATURES WHEN CONSIDERING FRONTAGE DEVELOPMENTS; AND
- (iii) REQUIRING THAT NEW OR REPLACEMENT SHOP FRONTS ARE TO A STANDARD OF DESIGN WHICH COMPLEMENTS THE SCALE AND CHARACTER OF THE PARTICULAR PROPERTY AND THE OVERALL STREET SCENE.

(S4)

19.308 Many shop and office frontages in the Victorian part of the City Centre are of an attractive nature particularly above ground floor level. A substantial number have been poorly maintained, displaying neglected paintwork, perished brickwork and the attrition of age. These buildings are often marred also by insensitive modern additions (standard design and low maintenance materials), notably shop fronts, fascias and of late uncontrolled metal roller shutters; the impact on visitors, workers, shoppers, etc. is to create an impression of mediocrity, visually lacking character. Such considerations are particularly important with regard to the numerous listed buildings in the City Centre. Planning applications for new and replacement shop fronts will be

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considered, therefore, with regard to how they match the design and materials of the building and how they correspond to the character of the immediate surroundings. Additionally efforts will continue through the design and implementation of other painting/ refurbishment schemes prepared by the Council, with grant assistance where appropriate. Beyond the area covered by this proposal shop fronts will continue to be subject to the normal development control guidelines. Development Control Guidance will provide further advice on this matter. The SRB building improvement grant scheme allocates funding for schemes in the City Centre.

SA84 THE ENVIRONMENT OF THE FOLLOWING STREETS WILL BE IMPROVED BY MEASURES INCLUDING SELECTIVE PAVEMENT WIDENING, REMOVAL OF GUARDRAILS, LANDSCAPING AND FACELIFTS TO PROPERTY (AS NECESSARY AND WHERE POSSIBLE) IN:-

- (1) FAWCETT STREET;
  - (2) JOHN STREET;
  - (3) HOLMESIDE;
  - (4) BOROUGH ROAD BETWEEN TOWARD ROAD AND FAWCETT STREET;
  - (5) VINE PLACE;
  - (6) DERWENT STREET/STOCKTON ROAD;
  - (7) OLIVE STREET/MARY STREET;
  - (8) GREEN TERRACE;
  - (9) HIGH STREET WEST (UNION STREET TO LAMBTON STREET);
  - (10) ST. THOMAS STREET;
  - (11) PARK LANE.
- (EN1)

19.309 Each of the above streets fulfils an important commercial function; they are well-used thoroughfares providing pedestrian access to and around the principal shopping core. At present some suffer from the effects (noise, dirt, fumes) of heavy traffic, whilst most have substantial numbers of properties which could benefit from facelift (See SA83) works; this could be of particular merit in Vine Place/ Green Terrace, High Street West/ Fawcett Street and John Street all of which lie within conservation areas. It is considered important to improve the general image and attractiveness of the above streets by the incorporation of general environmental works as outlined in Table 19.10.

19.310 Funding for these schemes will be made available through the SRB Strategic Shopping Streets Initiative. This project targets older parts of the Centre and is intended to consolidate and improve shopping facilities, sustain the City centre and enable it to compete more effectively with other centres in the region.

**Table 19.10 : Environmental Improvements to City Centre Streets**

<b>Name</b>	<b>Possible Action</b>
(1) Fawcett Street	Facelifts to property
(2) John Street	Increased pedestrian priority at northern end. Pavement widening and removal of guardrails. Tree planting. Implementation as Fawcett Street.
(3) Holmeside	Facelifts to properties. Pavement widening. Service bays. Subject to details of bus corridor (SA89).
(4) Borough Road (between Toward Road and Fawcett Street)	Increased pedestrian priority through pavement widening also traffic calming measures.
(5) Vine Place	Facelifts to properties. Limited pedestrian facilities.
(6) Derwent Street/ Stockton Road	Increased pedestrian priority through pavement widening and removal of guardrails. Landscaping.
(7) Olive Street/ Mary Street	Facelifts to properties. Increased pedestrian priority. Pavement widening. Possible change in vehicle movement due to improvements in circulation in Park Lane bus station (SA54.7).
(8) Green Terrace	Increased pedestrian priority through pavement widening, possibly on-street disabled parking and highway surface treatment (traffic calming). Improvements including landscaping/ tree planting, linked to shopping development (SA54.1).
(9) High Street West (Union Street to Lambton Street)	Increased pedestrian priority through pavement widening, also further traffic calming.
(10) St. Thomas Street	Closure between Fawcett Street and back Fawcett Street will permit pedestrian and environmental improvement.

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(11) Park Lane

Additional weather protection

SA85 WITHIN THOSE PARTS OF THE PRINCIPAL OFFICE AND SHOPPING AREAS (DEFINED IN PROPOSALS SA60 AND SA69) FALLING WITHIN CONSERVATION AREAS, CONSIDERATION WILL BE GIVEN TO THE SERVING OF A DISCONTINUANCE NOTICE ON ADVERTISEMENTS WHICH COVER MORE THAN 25% OF ANY DISPLAY WINDOW.

(B4)

19.311 In the City Centre, parts of the Central, Bishopwearmouth and Old Sunderland Riverside conservation areas fall within principal office and shopping areas, where due to the associated level of commercial activity there is pressure on businesses to display advertisements. However, due to the historic and architectural interest of these conservation areas the display of adverts is carefully controlled under the Advertisement Regulations; PPG15 states that it is reasonable for local planning authority's to apply more exacting standards when considering whether to grant consent for a proposed advertisement in such areas.

19.312 Consideration will also be given to the effect of advertisements which do not require permission ("express consent") on the amenity of their surroundings and particularly on the appearance of attractive buildings. The appearance of such buildings can easily be spoiled by a poorly designed or insensitively placed advertisement or by a choice of material, colour or proportion which is alien to the building's design or fabric; i.e. the appearance of traditional shop fronts is often marred by over-dominant window posters. Such displays are not compatible with the Council's 'low key' approach to design in the conservation areas, where new developments are required to blend in sensitively with their surroundings. This proposal will be implemented by the City Council in its administration of the Town and Country Planning (Control of Advertisement) Regulations (1992).

SA86 THE CITY COUNCIL WILL SEEK TO ENSURE THAT SITES, WHICH WOULD OTHERWISE REMAIN VACANT WILL, WHERE PRACTICAL, BE:-

- (i) TEMPORARILY LANDSCAPED AND/ OR
- (ii) SCREENED BY TEMPORARY HOARDINGS.
- (iii) BROUGHT INTO TEMPORARY BENEFICIAL USE.

(B22)

19.313 In view of the Centre's importance to the well being of the City as a whole, it is particularly important that vacant sites which detract from the appearance of the street scene are improved and put to good use. Where sites are likely to remain unused for a number of years the Council will utilise the potential of those in its ownership for amenity landscaping or parking dependent upon the site's location and the identified needs of the area whilst encouraging (and possibly assisting) the owners of private sites to do likewise. Where hoardings are used these will be suitably decorated or have an appropriate colour scheme designed to harmonise with their surroundings.

### TRANSPORTATION

19.314 Due to its importance as a retailing and commercial centre, as well as its location adjacent to a strategic river crossing, the City Centre attracts a high volume of traffic. A 'core' strategy based on the recommendations of the City Centre Traffic and Transportation Study has been adopted as the basis of the future traffic and transportation policies for the City Centre. This involves:-

- \* the removal of non-essential traffic;
- \* allowing greater pedestrian priority;
- \* the improvement of provision for buses, taxis and service vehicles; and
- \* the improvement of access to parking.

19.315 Measures in support of this strategy have been progressively implemented since completion of the Eastern Relief Route in May 1990.

### The Metro

SA87 THE CITY COUNCIL WILL SUPPORT THE EXTENSION OF THE METRO THROUGH THE CITY CENTRE, RESERVING A CORRIDOR UTILISING THE FORMER PALLION BRANCH RAILWAY LINE AND BRITISH RAIL SIDINGS. STATIONS ARE PROPOSED AT:-

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- (1) SUNDERLAND STATION;  
 (2) CIVIC CENTRE (INCLUDING A CONTROL CENTRE NEARBY); AND  
 (3) THE UNIVERSITY.  
 (T3)

19.316 The Tyne and Wear Passenger Transport Authority has resolved that in principle approval be given to the extension of the Metro through the City Centre to South Hylton. As part of this route the existing railway station in the City Centre will be modified to accommodate the Metro cars and new stations will be developed at Park Lane and near the University (between Chester Road and Durham Road).

**Central (1)** - The existing railway station will be modified to accommodate Metro services as well as the Regional Railways' North East train services to Middlesbrough and Carlisle. The existing street-level ticket hall 'block' could be redeveloped to provide new facilities of a high standard of design including improved public/disabled access to the underground platforms. New commercial uses could be introduced as part of the overall comprehensive redevelopment scheme which is subject to a feasibility study in the area from Signal House north to Littlewoods.

**Civic Centre (2)** - An underground station will be developed as part of the new interchange at Park Lane. It will provide enhanced public transport links, particularly to the Civic Centre and southern part of the City Centre.

**University (3)** - A surface level station will be constructed between Chester Road and New Durham Road adjacent to Summerhill Terrace. This will enhance transport links with the University and the City Centre, also provide a convenient link between the two campuses (Chester Road and St. Peter's). Design of the station will have regard to existing footpath and cycling links, also adjacent dwellings and open spaces.

19.317 All stations will be built or refurbished to an attractive, modern standard, incorporating ramps, lifts and escalators as appropriate to give access to all persons with prams/ buggies and those of restricted mobility. Security features will include closed circuit television monitoring of all stations. Work will be funded through the PTE's capital programme.

19.318 The existing multi-user route along the former railway line (See SA48) will be diverted to allow for the Metro trackbed. An alternative route utilising convenient street links will be established, based on the route indicated on the Inset plan.

SA88 THE LAND OCCUPIED BY THE FORMER HENDON-PALLION RAILWAY LINE EASTWARDS FROM PARK LANE IS RESERVED FOR DEVELOPMENT AS A TRANSPORT CORRIDOR.  
 (T16)

19.319 The section of former railway land between Park Lane and Tatham Street will be reserved for transport related uses. It is considered that the whole line is of strategic importance, therefore should be protected from development. The land comprises former sidings and other land occupied by Railtrack uses south of the proposed Metro line, the former line running beneath the Civic Centre, and the cutting to the east between Burdon Road and Tatham Street. The line beyond the City Centre inset is also reserved by the general policy of T16. Whilst no scheme is envisaged at present, it could have use for some other form of light rail or guided bus link from Hendon, or for some future Metro facility or even a new road to act as part of a highway scheme to assist traffic movement around the south east quadrant of the City Centre.

19.320 As indicated above part of the reserved area is already proposed for a Metro Control Centre. That section from the east side of Mowbray Park to Tatham Street and beyond is being utilised as a multi-user route. Pending any other use of the line, this route will be enhanced with additional landscaping which is possible on the generally fairly substantial width of the former railway land.

### Bus Facilities

SA89 THE CITY COUNCIL WILL SEEK TO MAINTAIN A BUS CORRIDOR IN THE CITY CENTRE:-

(i) BUSES WILL BE GIVEN PRIORITY IN THE FOLLOWING STREETS:-  
SOUTH BOUND BEDFORD STREET AND JOHN STREET;  
NORTH BOUND FAWCETT STREET, HIGH STREET WEST (PART) AND BEDFORD STREET;  
WEST BOUND BOROUGH ROAD (PART), HOLMESIDE AND VINE PLACE;  
EAST BOUND VINE PLACE, HOLMESIDE, FAWCETT STREET (PART), ATHENAEUM STREET, FREDERICK STREET AND BOROUGH ROAD (PART).

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(ii) BUS PRIORITY MEASURES WILL BE COMPLEMENTED BY IMPROVEMENTS TO FACILITIES FOR BOTH BUSES AND PASSENGERS, TO HELP IMPROVE PASSENGER ACCESS TO, AND BUS OPERATIONS WITHIN, THE CITY CENTRE.

(T4)

S90 THE CITY COUNCIL WILL SEEK TO MAINTAIN BUS-ONLY LINKS IN THE FOLLOWING LOCATIONS:-

- (1) JOHN STREET (NORTHERN SECTION);
- (2) FAWCETT STREET (CENTRAL SECTION);
- (3) BOROUGH ROAD (FREDERICK STREET JUNCTION);
- (4) NORTH BEDFORD STREET (SOUTH BOUND);
- (5) CROWTREE ROAD/ VINE PLACE JUNCTION.

(T4)

19.321 A recent study on behalf of the Confederation of Passenger Transport highlighted the importance of the bus in the City's local economy; among the main findings were:-

- \* 21% of journeys to work are by bus;
- \* 61% of shoppers in Sunderland City Centre travelled there by bus

19.322 With the City Centre being a focus for many bus routes - both long and short distance - it is appropriate to ensure that passenger access can be maintained and improved. At present (1998) many bus services focus on the two bus stations, the Central Bus Station (over 160 buses/hour) and Park Lane (85 buses/hour - many being regional services). However a third of services do not enter either, using only road side stops. Increased cross-city linking of services could improve access to employment for passengers and increase the efficiency of vehicle utilisation.

19.323 The proposal is a continuation of the existing one-way bus operations on Brougham Street (east bound), Holmeside (west), Fawcett Street (north) and John Street (south). The successful operation of the bus corridor depends on the exclusion of many private motor vehicles from the Central core; accordingly bus-only links have been introduced on the northern section of John Street, the central section of Fawcett Street and the eastern end of Borough Road. Other streets could be linked with - or even removed from - this corridor, though this will be investigated in the light of the likely changes to traffic circulation patterns in the City Centre resulting from the proposed major redevelopment schemes.

19.324 The introduction of the total bus corridor is dependent upon diversion of traffic onto the Ring Route. Traffic flows will be monitored with a view to undertaking traffic management measures to make the "corridor" attractive to bus services.

SA91 THE CITY COUNCIL WILL DEVELOP A NEW TRANSPORT INTERCHANGE AT PARK LANE IN ASSOCIATION WITH METRO.

(T6)

19.325 As explained in SA72, the relocation of the Central Bus Station could remove a serious problem of pedestrian/vehicle conflict and also release a prime site for retailing. The Council has considered several alternative locations - including the Green Terrace/ Crowtree Road redevelopment site - but these were found to have either problems of insufficient space or high development costs.

19.326 It is now proposed to redevelop the existing Park Lane bus station as a modern interchange facility combining bus, Metro and taxi services. With the extension of the Metro to Sunderland and the development of a Metro station adjacent to Cowan Terrace, Park Lane will become an increasingly important point of access for visitors/ shoppers arriving by public transport. Redevelopment will help improve the image visitors gain of the City on arrival. The proposed design is contemporary but "user-friendly" with particular attention being given to passengers' comforts and safety; facilities to be provided include toilets, waiting areas, a cafe and newsagent, as well as a travel centre. The project will be jointly funded by the Capital Challenge Programme, Single Regeneration Budget, the Passenger Transport Authority and the City Council. Improvements to Park Lane (SA84) including additional weather protection will enhance the pedestrian link between the new bus station and the primary shopping area.

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### Pedestrian and Multi-User Routes

SA92 THE CITY COUNCIL WILL CONTINUE TO DEVELOP AND ENHANCE THE PEDESTRIAN NETWORK IN THE CITY CENTRE WITH A VIEW TO PROVIDING SAFE, QUIETER, MORE ATTRACTIVE AND CONVENIENT PEDESTRIAN ROUTES BETWEEN SHOPPING AND OFFICE AREAS, BUS AND RAIL STATIONS, CAR PARKS, ETC. PROPOSALS SA80 AND SA84 WORK TOWARDS THIS. PROPOSALS INCLUDE:-

#### IMPROVEMENTS FOR PEDESTRIANS

- (1) FAWCETT STREET;
- (2) JOHN STREET (NORTHERN END);
- (3) HOLMESIDE;
- (4) BOROUGH ROAD (BETWEEN FREDERICK STREET AND FAWCETT STREET);
- (5) UNION STREET;
- (6) HIGH STREET WEST (BETWEEN UNION STREET AND JOHN STREET);
- (7) GREEN TERRACE;
- (8) OLIVE STREET; AND
- (9) DERWENT STREET.

#### FULL PEDESTRIANISATION

- (10) CROWTREE ROAD (NORTHERN/ MID SECTION); AND
  - (11) ST. THOMAS STREET (EAST OF FAWCETT STREET)
- (T8)

19.327 The City Centre is clearly a focus of pedestrian movement with over 100,000 people using it every weekday and almost all visitors being pedestrians for some stage of their journey. Market Square and Walworth Way within The Bridges are the major foci of movement, however the pedestrianised parts of High Street West and Blandford Street achieve high flows. Conversely pedestrian levels on Fawcett Street have shown a decline except for the central section. About half of the accidents in the Centre which result in injury involve pedestrians, hence their protection, and the provision of pleasant/ safe surroundings, is a matter of considerable concern.

19.328 The consequent reduction in through traffic following completion of the Inner Ring Road has provided the opportunity for improvements to the pedestrian network in many locations. Further improvements could include the provision of segregated pedestrian routes, particularly in conjunction with new developments, pavement widening, the introduction of different surface treatments and traffic calming utilising appropriate measures. In general, it is considered desirable to have footpath widths of 4.5 metres on shopping streets, and if practicable all new buildings on such streets should be set back at ground floor level to provide this footpath width.

19.329 In undertaking pedestrian improvement schemes, safety from crime will be a prime concern. In the main retail/ commercial area this is being reflected in the development of "safe" areas with routes involving closed-circuit TV cameras and an enhanced street environment, reducing opportunities for crime. This proposal complements the proposed improvements to the environment of key shopping streets in the City Centre (SA84). Funding for the measures will be made available from the Council's SRB Strategic Shopping Streets Initiative in conjunction with TPP funding.

SA93 FOOTPATHS/ MULTI-USER ROUTES WILL BE ENHANCED AND FURTHER DEVELOPED IN THE FOLLOWING LOCATIONS:-

- (1) THE FOOTPATH ALONG THE TOP OF THE RIVERSIDE ESCARPMENT BOUNDING THE BREWERY, BETWEEN MATLOCK STREET, GILL BRIDGE, LIVINGSTONE ROAD AND HIGH STREET WEST;
- (2) THE MULTI-USER ROUTE ALONG THE PANNS BANK RIVERSIDE TO LINK WITH THE SIMILAR SYSTEM IN THE FESTIVAL PARK;
- (3) THE MULTI-USER ROUTE FROM THE AYRES QUAY MULTI-USER ROUTE TO TATHAM STREET THROUGH MOWBRAY PARK UTILISING THE FORMER HENDON/PALLION RAILWAY;
- (4) BETWEEN BURN PARK MULTI-USER ROUTE AND GREEN TERRACE; AND
- (5) THE MULTI-USER ROUTE UTILISING THE FORMER AYRES QUAY-SILKSWORTH RAILWAY.

(T8, T10)

19.330 These are important routes which link the City Centre with the wider footpath/ multi-user network in south Sunderland. The consolidation of the brewery area north of St. Mary's Way has resulted in the complex being enclosed. A footpath now developed between Livingstone Road, Gill Bridge and High Street West, immediately adjacent to the perimeter of the enclosed area maintains riverside and more distant access which was formerly allowed by other streets now incorporated into the Brewery. This route provides particularly spectacular

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panoramic views across the river corridor. High level links with Livingstone Road, Gill Bridge and St. Mary's Way in the vicinity of the new multi-storey car park will be maintained.

19.331 Riverside footpaths from Panns Bank to Galley's Gill via the Festival Park are now in place, with only minor improvements necessary to link with the upper City Centre levels. This particular section of the riverside route forms part of the longer distance River Wear Trail. It is intended that it should be increasingly used by pedestrians and cyclists, especially students residing at the University accommodation at Panns Bank. In this respect consideration will be given to developing its safety and multi-use aspect, through the addition of lighting, and provision where necessary of further hard surfacing and ramps for wheelchairs and cyclists (which will link to the cycle routes over Wearmouth Bridge) (see SA47). The priority/ programming of these two schemes will be determined in the context of the overall provision and availability of finance.

19.332 The line of the former Hendon-Pallion railway to the east of the City Centre has been reclaimed and provides a useful multi-purpose route to the East End (it continues through the Civic Centre and links to the longer distance route to South Hylton (see SA48). The route to Green Terrace provides a direct traffic-free link between the longer distance multi-user route connecting western Sunderland to the heart of the City Centre.

### Provision for Cyclists

SA94 CLEARLY DEFINED, WELL DESIGNED CYCLE ROUTES WITH APPROPRIATE CONNECTIONS TO ADJACENT USES AND TO STRATEGIC MULTI-USER ROUTES WILL BE PROVIDED IN THE FOLLOWING LOCATIONS:-

- (1) FROM BRIDGE STREET TO STOCKTON ROAD; VIA HIGH STREET WEST, LOW ROW AND ADJACENT TO THE INNER RING ROAD;
  - (2) WEARMOUTH BRIDGE TO PANNS BANK VIA PANN LANE.
- PROVISION WILL ALSO BE MADE FOR CYCLE PARKING.

(T9)

19.333 These routes form part of the network of cycle routes for the southern part of the City (SA47) and are particularly important as they lead to Wearmouth Bridge, linking with those routes to the north of the river. It is considered that they could perform a useful role in providing cross-river access especially between the University's Chester Road and St. Peters campus; also to the Panns Bank riverside accommodation thereby reducing local vehicle movement. Measures will be taken to separate cyclists from pedestrians and other vehicles along High Street West and Bridge Street. As part of the reappraisal of traffic flows at the Bridge Street roundabout (following completion of the Eastern Relief Road - SA95) the opportunity will be taken to improve conditions for cyclists using Wearmouth Bridge and its approaches. The widest possible use of bicycles will be encouraged by providing parking facilities for cycles e.g. at Metro Stations and car parks, excepting them from other traffic restrictions and by providing cycling facilities along pedestrian routes where no alternative is equally convenient and safe to use.

### Road Proposals

SA95 A RING ROUTE WILL BE MAINTAINED IN ORDER TO REMOVE EXTRANEIOUS TRAFFIC FROM THE CITY CENTRE. ACCESS TO THE DIFFERENT CENTRAL AREA LOCALITIES WILL BE GAINED VIA LOCAL ROADS, WITH SUITABLE MEASURES DESIGNED TO INHIBIT THROUGH MOVEMENT, THOUGH ALLOWING ACCESS FOR SERVICING, BUSES AND LOCAL TRAFFIC. THE FOLLOWING MEASURES WILL ASSIST ITS COMPLETION:-

- (1) LAND WILL BE RESERVED TO ALLOW THE LONG TERM DUALLING OF THE ERR BETWEEN LAMBTON STREET AND HENDON ROAD;
- (2) A LOCAL LINK FROM THE ERR TO STOCKTON ROAD VIA PARK ROAD, TOWARD ROAD AND BOROUGH ROAD WILL BE ESTABLISHED BY APPROPRIATE TRAFFIC MANAGEMENT MEASURES AND MINOR IMPROVEMENTS.

SERVICE VEHICLE ACCESS TO THE PRINCIPAL SHOPPING AREA WILL BE GAINED BY THE USE OF THE FOLLOWING STREETS:-

- (i) BOROUGH ROAD, FAWCETT STREET, UNION STREET;
- (ii) BRIDGE STREET, HIGH STREET WEST TO UNION STREET OR JOHN STREET;
- (iii) VINE PLACE, HOLMESIDE, BROUGHAM STREET, AND
- (iv) WEST STREET TO CENTRAL AREA UPPER LEVELS.

SERVICE VEHICLE ACCESS TO PARK LANE WILL BE GAINED VIA STOCKTON ROAD, DERWENT STREET, PARK LANE AND OLIVE STREET.

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(T13)

19.334 Established in the adopted Town Centre Local Plan, the City Centre Ring Route is a major highway scheme linking into all main radial roads from Stockton Road to Hendon Road. With the completion of the Inner Ring Road, the local highway network is managed in the form of a “ring and loop” system; via the use of traffic management measures non-essential through traffic is diverted onto the “ring” comprising the Inner Ring Road and Eastern Relief Road, whilst other traffic needing to enter the central core will utilise the requisite “loop” to gain access to their destination before rejoining the “ring”. A combination of service access and bus-only links will still allow for appropriate access to shops and offices in the principal shopping area.

19.335 The approved scheme for the Eastern Relief Road provided for the construction of a single carriageway between Lambton Street and Hendon Road. Whilst this is adequate to meet the immediate traffic requirements, it is considered that further traffic growth, coupled with the eventual construction of the Southern Radial Route will justify its dualling between Lambton Street and Hendon Road. With this in mind an improvement line has been established which will provide sufficient land for such a scheme.

19.336 Whilst the highway network will function with just the completed north, west and eastern sections of the ring road, there will eventually be the need to complete the “ring” in some form other than its present use of existing streets. A complete ring would also be very beneficial as far as direction signing and alternative route selection in the event of roadworks. Various options were considered during the preparation of the Traffic and Transportation Study, however it was concluded that a scheme involving minor improvements to Borough Road/ Toward Road/ Park Road would provide capacity in keeping with the amount of traffic likely to use the route in the foreseeable future. Access to the Tavistock Place car park would also be enhanced as a result. The longer term possibilities for a route - via Peel Street and Salem Road - will continue to be protected by the reservation of the former Hendon railway as a transport corridor (SA88).

### Car Parking

SA96 SUFFICIENT CAR PARKING SPACE WILL BE SOUGHT TO CATER FOR NORMAL SATURDAY DEMAND UP TO A MAXIMUM OF 6000 SPACES.

(T21)

SA97 THE COUNCIL WILL NEGOTIATE WITH THE DEVELOPERS OF THE SITES LISTED BELOW, AND ANY OTHER MAJOR DEVELOPMENT SITE IN THE CITY CENTRE, FOR THE PROVISION OF PARKING SPACES IN EXCESS OF THE STANDARDS SUGGESTED IN THE DEVELOPMENT CONTROL GUIDANCE, WITH ASSISTANCE FROM THE CITY COUNCIL AS HIGHWAY AUTHORITY, IN ORDER TO MEET THE REQUIREMENT IDENTIFIED IN SA96:-

GREEN TERRACE/ CROWTREE ROAD (SA54(1)); AND  
LAMBTON STREET/ BEDFORD STREET (SA54(8))

THE CITY COUNCIL WILL ALSO SEEK TO ENSURE THAT ANY EXTRA SPACES PROVIDED BY DEVELOPERS, OVER AND ABOVE THE GUIDELINES, WILL BE LEASED TO EXISTING POORLY-SERVED DEVELOPMENTS, OR OPERATED AS PUBLIC CAR PARKS; THEY WILL BE CONSIDERED IN THE CONTEXT OF THE OVERALL COUNCIL PARKING POLICIES.

(T21)

19.337 With respect to car parking, the City Council recognises the need to ensure the commercial viability of the City Centre - as has been shown, the car-borne shopper can be vital to retailing turnover. Provision of parking facilities will assist in increasing the attractiveness and competitiveness of the City Centre and discourage shopping trips to other centres in the region. Car parking provision can therefore be used to influence travel choice and thereby indirectly determine environmental quality. The current policy for the City Centre therefore involves maximising short stay facilities to encourage shoppers to use the Centre, whilst minimising long stay spaces to discourage commuting by car. This approach is reflected in the pricing policy for City Centre car parking which aims to discourage long-stay “commuter” parking and encourage short-stay parking by shoppers.

19.338 Following the issue of PPG13, revised car parking guidelines have been approved by the City's Environment Committee. These take into account the Government's commitment to sustainable development through the reduction in travel demand by limiting car parking provision; such a measure can be a means of encouraging travellers to change their travel mode. On this basis it is considered that City Centre development



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should provide fewer private non-residential parking spaces than similar users elsewhere because the Centre is well served by public transport.

19.339 Two guidelines are therefore set out for each class of development related to its location. A "central parking area" has been defined within which the requirements for parking associated with development are less than for the surrounding area, being generally limited to operational parking only, parking for cars and services vehicles essential to the running of the firm. This will assist in minimising traffic attracted to the core so as to achieve the free movement of vehicles, particularly buses, and assisting the safety and convenience of pedestrians. Outside the "central parking area" the guidelines are based on the expectation that developments should provide parking to meet the traffic they normally attract or generate themselves.

19.340 It is anticipated that there will be a demand for 6,000 spaces in the parking control zone of the City Centre on a "normal Saturday" in the late 1990's which will exceed the number likely to be available by about 400 spaces. (See Table 19.11) A normal Saturday demand is considered to be average parking demand at peak shopping times on a non-Christmas period Saturday. This occurs between 2.00 and 3.00pm when no special events are taking place. In order to safeguard the shopping and business activities of the City Centre so that people are not encouraged to go elsewhere, also to prevent parking spilling over into residential areas, it seems most practicable to plan for a level of parking to accommodate the normal Saturday demand. This will be insufficient to meet certain peak periods - Christmas shopping or exceptional Saturday peaks. It will however, meet known forecast demands for normal peaks during most days; the "abnormal" could be accommodated by the proposal for "park and ride" (See T23(ii)). Overall parking requirements will be reviewed following completion of the Metro to assess the impact of the system.

19.341 The projected shortfall in spaces is expected to be met by car parking provided by private developers associated with schemes on the major sites, as shown on the Inset Plan. It is expected these major developments could provide of the order of 1,000 spaces, though only 500 net after taking into consideration losses of existing surface car parks on these sites. The scope for parking facilities integral with new development is mainly to the west and north west of the commercial core. In view of this, and the location of car parks already in existence, in the longer term it may be appropriate to consider the possibility of locating a MSCP on the commercial area's eastern side. This area lacks car parking facilities; provision would also assist in the regeneration of this sector, whilst minimising the need for traffic to circulate, yet having good access to the Ring Route.

19.342 The City Council, as Highway Authority, will not have sufficient finance available to provide the number of parking spaces available to meet normal Saturday demand, therefore it will try to achieve its provision by:-

- \* ensuring that permission for new developments or changes of use of land/ property comply with the Council's current guidance;
- \* encouraging in certain developments the provision of spaces over and above operational requirements for public use in readily accessible locations and where shortage exists;
- \* seeking arrangements with private organisations for dual use;
- \* providing, improving and extending public parking facilities, building on the success of the St. Mary's Way MSCP; where appropriate giving consideration to financial or other support (land assembly) where MSCP's are associated with major new development;
- \* lastly, by sensitive management of kerbside parking and utilising cleared sites for temporary parking.

19.343 In the longer term further capital expenditure may be needed to provide an additional multi-storey car park. The provision will be a gradual process depending on the amount, location, type and timing of developments or redevelopment. The situation will, therefore, continue to be monitored.

**Table 19.11: Car Parking Demand and Provision**

	<b>Existing Provision</b>	<b>Future Provision</b>
Multi-storey	2830	3350
Off-street Surface	860	535 <sup>1</sup>
Probable Other off-street Surface	-	<sup>2</sup>
On-street	160	160
Private Non-residential	1250	1250

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Opportunist	200	200
<b>TOTAL</b>	5300	5495
<b>DEMAND<sup>3</sup></b>	6000	6000
<b>SHORTFALL</b>	700	500

1. Permanent (350) and temporary (200-300).
2. In conjunction with implementation of improvement works proposal (SA61).
3. Based on trip growth and trip generation due to range of new shopping and office floorspace (See Proposal SA54). Median of range 5300-6700.

*SOURCE: Environment Dept. records, UDP Proposals, TCLP*

SA98 THE FOLLOWING LOCATIONS WILL BE RETAINED AS PERMANENT CAR PARKING SITES AND, WHERE NECESSARY, IMPROVEMENTS UNDERTAKEN PARTICULARLY TO THEIR APPEARANCE, SIGNINGS AND SECURITY.

- (1) CIVIC CENTRE MSCP;
  - (2) PARK LANE (FOOD GIANT) MSCP;
  - (3) TAVISTOCK PLACE MSCP;
  - (4) CENTRAL AREA MSCP;
  - (5) ABOVE CENTRAL BUS STATION;
  - (6) ST. MARY'S WAY MSCP;
  - (7) WEST WEAR STREET;
  - (8) NILE STREET;
  - (9) GORSE ROAD;
  - (10) TATHAM STREET (NORTH AND SOUTH); AND
  - (10) BOUGHTON STREET, ADJACENT TO THE FORMER RAILWAY.
- (T23)

19.344 Off-street car parks have been usually provided as a temporary use of land pending redevelopment, with multi-storey car parks being considered permanent. It is essential that some surface car parking be retained as part of this stock. In this respect several such car parks were denoted as 'permanent' in the adopted Town Centre Local Plan. This UDP policy retains this concept. The above car parks are considered a suitable long-term land use, based on predicted future requirements for redevelopment land. They could provide 3,200 spaces in total. Where necessary, within resource availability, opportunities will be taken to make them more attractive, particularly the multi-storey provision so as to optimise their use. In this respect consideration could cover internal as well as external environmental and functional improvements, together with enhanced security.

19.345 As part of the general strategy for the regeneration of the City Centre, variable message signs (VMS) have been introduced on the radial approaches to the centre and on the Inner Ring Route. The intention is to direct those to car parks where there is spare capacity. It is expected that this will assist in reducing congestion as well as enabling existing car park provision to be more efficiently utilised.

SA99 THE CITY COUNCIL WILL SEEK TO ALLOW ON-STREET PARKING WHEREVER POSSIBLE, SUBJECT TO PROVISION BEING IN KEEPING WITH THE FUNCTION AND ENVIRONMENT OF THE AREA IN WHICH THE SPACES ARE TO BE LOCATED AND TAKING INTO ACCOUNT THE NEEDS OF THOSE WHOSE MOBILITY IS IMPAIRED.

(T23)

19.346 As mentioned in proposal SA96, additional car parking will need to be provided in a number of different ways if overall future demand is to be satisfied. Part of the demand will be met by making efficient use of available roadspace, though parking must be in keeping with the function and environment of the particular area. This is a comparatively cheap and convenient way of providing more spaces which will be under the control of the Council as highway authority. The situation in 1998 is that some 160 such spaces are available; additions due to reductions of through traffic may enable the overall number to be increased to over 400 spaces. This will principally be derived where current restrictions are likely to become obsolete, either because the function of the street has changed or because it is considered feasible to make better use of available roadspace due to revised techniques or standards.

19.347 Following representation from the local Council for the Disabled, consideration has been given to providing additional designated parking spaces throughout the City Centre for use by those vehicles displaying a registered disabled badge and carrying a disabled person. There are presently 73 'disabled-only' bays located

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throughout the City Centre. Possible future provision will be incorporated into highway and environmental improvement schemes, also within the major developments proposed in SA54.

SA100 AS A MEANS OF ACHIEVING THE MOST EFFICIENT USE OF AVAILABLE PARKING SPACE, THE CITY COUNCIL WILL:-

- (i) SEEK AGREEMENTS TO ENABLE THE DUAL USE FOR PUBLIC USE, OF SPACES NORMALLY RESERVED FOR THE OPERATIONAL REQUIREMENTS OF PRIVATE ORGANISATIONS; AND
- (ii) UTILISE (WITHIN THE RESOURCES AVAILABLE) APPROPRIATELY PLACED CLEARED SITES FOR TEMPORARY USE AS CAR PARKING.

(T23)

19.348 The additional spaces provided by implementing Proposals SA97-99 are likely to be sufficient to cater for normal weekday demand or for normal Saturday demand as required under SA96. At certain times (mainly weekends or at Christmas) there is an increase in demand for conveniently located central area space, yet at the same time certain private non-residential spaces (PNR) may remain unoccupied because no arrangement exists for their use as part of the central area parking stock. Currently there are some 1250 PNR spaces available in the City Centre on a Saturday (however reduced level of provision can be expected for the latter part of the period due to the loss of some sites to development). (See Table 19.11) The spaces which are provided in future new developments to provide for their own parking needs (operational space) might, through negotiations, be made available during these periods as public parking space. Similarly, if certain developers agree to provide additional space over and above their needs, agreements will be needed to operate this space for public parking or to allow existing developments without sufficient parking space of their own, to use it. Where satisfactory arrangements can be made, agreements will be sought with private firms to achieve use of this space as an efficient way of meeting periods of heavy peak demand and the operational needs of poorly-served developments.

19.349 Attention is required to achieve a balance between demand and location, tariff and time period parking, which should reflect the needs of the whole community using the City Centre. Management and efficient utilisation of parking should rest with the Council. At present it controls over 70%; this level is likely to decrease if new developers provide all new car parking spaces, thus the need for agreement as described. Local Authority control will enable the highway network to be managed more efficiently and is in the interests of the public financially.

19.350 An additional potential source of parking spaces is that afforded by the use - on a temporary basis - of vacant or cleared sites. However, it is unlikely that very much land will become available for this purpose, although there is always a small fund of land from the time lag between demolition and redevelopment. All such temporary car parks should:-

- \* be capable of paying its running expenses from charges made;
- \* prevent obstruction of the highway by parked vehicles or other undesirable activities; and
- \* be important by reason of its strategic position on the highway network or other characteristics.

Opportunities, particularly on Council-owned land, will be exploited as they occur, with funding provided primarily from the TPP budget.

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### CHAPTER 19

19.1 The Sunderland South area is defined to the west and south-west by the A19, to the north by the River Wear, by the coast in the east and by the southern boundary of the City with Easington District in County Durham. As well as the majority of the original town of Sunderland, the area also contains large rural tracts, including the village of Burdon.

19.2 The northern part of the area is more urbanised and densely developed; it includes the City Centre. The southern part is characterised by a number of distinct settlements, including the modern Doxford Park township and former mining villages which have been incorporated into Sunderland. The breaks between these settlements include the Ryhope-Silksworth crescent, in which major recreational facilities have been created on reclaimed colliery sites.

19.3 Despite containing some of the more prosperous and attractive parts of the City, Sunderland South also contains some of the most deprived areas. Localities with a notably high concentration of problems are the East End/ Hendon and Pennywell/ Thorney Close, suffering from relatively high unemployment, ageing high-density housing, few modern retail outlets, deficiencies in open space provision and a poor quality environment.

19.4 In population terms, this is the largest of the Plan areas, having around 128,500 inhabitants in 1991; almost half of the City's population. Between 1981-1991 the area saw an overall decrease in population. The greatest losses have been in outer wards - St. Chad's and Grindon, whilst increases in population were experienced in Hendon (one of the highest growth rates in the City), Thornholme and Silksworth.

19.5 The age structure very much reflects the City average. The new housing areas of South Hylton, Silksworth and Ryhope demonstrate an above average younger population. Central and St. Chad's have high proportions of lone pensioners. South Hylton, Grindon and Thorney Close have relatively high proportions of single parent households and these three wards also demonstrate high numbers of families with 3 or more children.

19.6 The area has, over the last 20 years, had to adapt to large scale industrial change with the run-down of mining and shipbuilding. In overall terms the level of unemployment stood above the City average. The level of unemployment remains particularly high in Thorney Close, South Hylton, Central, Thornholme and Grindon wards.

19.7 Older industrial areas along the riverside and coastline, including the South Docks, remain an important location for employment uses. New land for industry has had to be located on the fringes, notably the Pennywell and Leechmere estates. Doxford International, being developed in the Enterprise Zone at the A19/A690 junction, is a further major location for new jobs. There is little other vacant industrial land available. The City Centre is a major source of service employment.

19.8 In housing terms the area is one of contrasts, encompassing the densely developed inner urban area and the more dispersed estates resulting from post-war housebuilding. The former contains large concentrations of 19th century terraced housing to the south and west of the City Centre, including some streets where multiple occupation has become widespread. Major redevelopment is taking place in the East End and Hendon areas, with mismatched and unfit dwellings being replaced by new and refurbished housing association dwellings, largely through partnership with the City Council. The large outer estates to the south and west are a product of dispersal policies in the 1950's and 1960's; Doxford Park township, with mixed areas of private and Council development, was a local authority initiative begun in the 1960's to cater for relocation and growth in a comprehensive manner. A large proportion of housing development over the last 20 years has occurred in the southern periphery of the town, which has accounted for nearly 20% of all new dwellings completed over the period 1988-96.

19.9 Sunderland Centre is the major retail focus in the City; elsewhere there are local shopping centres along radial/ suburban roads (e.g. Chester Road, St. Luke's Terrace) and others in purpose-built locations (Pennywell, Doxford Park). Suburban shopping provision also includes superstores at Grangetown and Silksworth. However, there are deficiencies in local provision in the East End/ Hendon, the inner area south west of the City Centre, Thorney Close, Plains Farm, South Hylton and Grindon.

19.10 A number of primary schools are housed in old/ inadequate premises or are under pressure from increasing school rolls: i.e. Quarry View (South Hylton), Pallion, Barnes, Grangetown, Ryhope, and the two schools at Doxford Park. Secondary school provision is generally adequate, though additional school age population could put certain schools under pressure. The major part of Sunderland University is housed in the campus on Chester Road and properties to the south and west of the City Centre. The number of students is expected to increase steadily over the decade.

## **SA 19 Sunderland South - City Centre**

19.11 There are five hospitals in Sunderland South, including both of the City's general hospitals. As a result of the NHS review of provision in the City, the role of these hospitals will change. Sunderland Royal Hospital will be confirmed as the principal hospital serving the City, with Cherry Knowle and Ryhope General closing in their present form. Grindon Hall Hospital may also close within the Plan period.

19.12 Sunderland South has a number of substantial open spaces. There are linear parks linking the urban core to the surrounding countryside and major recreation areas at Silksworth Sports Complex and Tunstall Hills. All these spaces are highly accessible to major residential areas. However there are deficiencies overall in facilities for active recreation (0.7ha/1000 population c.f. 1ha/1000). These are particularly acute in the Central and Hendon areas. The distribution and quality of neighbourhood and local amenity space is also poor in parts of the older urban area, but peripheral areas such as South Hylton / Hastings Hill and Doxford Park are also deficient. Two major assets with great recreational potential are the southern banks of the River Wear and the Hendon/Ryhope coastline. Notable improvements have been made to the riverside Festival Park and Claxheugh recreation area, but much remains to be done, particularly along the semi-derelict coastline south of the docks and the erosion-prone cliffs between Grangetown and Ryhope.

19.13 The urban environment is enhanced by its architectural and historic character, reflected in a particularly large number of listed buildings and seven conservation areas. Two are in the commercial core of the City Centre, others encompass the 'Old Riverside', parts of the East End, Ryhope Village and Silksworth Hall. The Ashbrooke conservation area, the City's largest (84 ha.), is on the fringes of the City Centre and provides a major concentration of prestigious dwellings set in surroundings of predominantly mature trees.

19.14 The City's main waste treatment facilities are located in the Sunderland South area. Sewerage for north and south Sunderland drains mainly to the Hendon Sewage Treatment Works by a system of interceptor sewers. Major improvements are required to the works to comply with the EC Urban Waste Water Treatment Directive. Further extensions to the interceptor sewer scheme are also planned.

19.15 Several major highways converge on the City Centre and the River bridges, whilst there is an outer ring route approximately halfway between the Centre and the A19. Environmental conflicts and safety problems arise where large numbers of houses, shops or public buildings are adjacent to heavily-trafficked roads, notably in much of the inner area as far west as Pallion, on the western/ south-western radial roads, the Outer Ring Road, in New Silksworth, Grangetown and Ryhope. Congestion occurs in the City Centre and on parts of the A183, A690, St. Luke's Terrace and Hylton Road. On-street car parking is also a problem in some of the older, linear shopping centres and in the vicinity of major traffic generators such as the University and hospitals.

19.16 During the 1980's the main focus of new road construction was the City Centre. With the completion of the Inner Ring Road and the Eastern Relief Road, attention is expected to shift to other areas, improving links with outer estates and the wider region. The Centre also accommodates the main bus and railway stations and is the focal point of a dense network of bus routes. In much of the area there is a high dependency on public transport; in Central, South Hylton and Thorney Close wards, over 60% of households are without a car. The Durham Coast railway line runs along the coast to Seaham and Middlesborough, though there are no suburban stations remaining.

### **STRATEGY FOR SUNDERLAND SOUTH**

19.17 The strategy underlying the area proposals aims to accommodate development pressures within the urban area whilst conserving the best features of the natural and built environment. Considerable resources are proposed to be channelled into areas of greatest need, for example through restructuring/ improvement of areas of Council housing, and the provision of new open space in areas of deficiency. However, it is also recognised that new development on the southern periphery of Sunderland will be needed to relieve pressure on the older inner areas where 'town-cramming' might otherwise result (see Glossary).

19.18 The overall pattern of development takes advantage of the service and social infrastructure already in place, notably major roads, main drainage, schools and other social/ economic facilities. The City Centre forms a particularly dense concentration of such assets; these serve the local needs of the surrounding residential areas as well as those of the City as a whole. The Centre's educational, recreational and shopping facilities are proposed for consolidation/ expansion.

19.19 Within this framework, the elements of the strategy are as follows:-

## **SA 19 Sunderland South - City Centre**

- \* Economic regeneration will be pursued through the retention/ redevelopment of existing industrial areas and the South Docks, together with the provision of a variety of new sites readily accessible to the labour force and from the strategic road network.
- \* New housing will cater for a range of needs, located mainly in the popular peripheral areas of South Hylton, Doxford Park and Ryhope, helping reduce pressure on inner urban sites. This will be complemented by the up-grading of the older stock - both public and private - along with its environment. Works will include the restructuring of Council estates to improve the match between dwelling types and household requirements.
- \* The protection and enhancement of existing shopping centres, with allowance for additional provision in poorly served areas, will be encouraged with particular consideration given to providing new shopping in an improved environment in the City Centre.
- \* Land for new and replacement education, health and community buildings is allocated in accessible locations to meet needs in an effective way. In particular, the strategy will concentrate on the provision of primary schools, the University will be assisted to further consolidate on the Chester Road campus and land needs of hospital rationalisation are allowed for.
- \* The area's natural features such as the coast and riverside, and man-made complexes such as at Silksworth and Ryhope, have further potential to provide recreational facilities serving local, City or wider needs, without detracting from their role as environmental and nature conservation resources.
- \* Additional conservation areas will be considered in the inner area and at Burdon village. Important views of rural and coastal landscapes will be protected. Tree planting will be encouraged on the western and southern peripheries, to soften the hard edge to built-up areas, and along major transport corridors.
- \* Improvements are planned to major transport corridors, including new road construction on the River bridge approaches, along with by-passes for residential areas and shopping centres (including Grangetown and Ryhope). Cycle routes, strategic footpath links and multi-user routes are proposed to link the urban area to the surrounding countryside. The extension of the Metro through the area is supported, as are new suburban railway stations.

### **Areas of Stability, Enhancement and Consolidation**

19.20 Within the older predominantly residential areas to the south and west of the City Centre the emphasis will be on improvements to the environment, especially in the level of open space and community-related facilities; up-grading of the housing stock will also be encouraged. New development is expected to be largely related to established shopping and industrial/ commercial areas.

19.21 In the more suburban areas to the west and south-west, consolidation of existing uses and re-structuring of the Council housing stock will be emphasised, along with environmental improvements.

### **Areas of Major Change**

19.22 The strategy envisages major change in the riverside and southern peripheral areas. New industrial/commercial development, housing and general environmental upgrading will regenerate the river corridor from South Hylton to the East End/north Hendon. In the southern periphery, major employment locations will be consolidated and new ones identified at Doxford Park and South Ryhope for high quality offices and industry, with smaller sites (existing and new) providing for a mixture of modern industry/ business and community uses. Nearly 2,000 houses are proposed in the Doxford Park/ Ryhope area, whilst extensions to the Green Belt will for the first time define a long-term southern limit to Sunderland's urban area. New public open spaces will be created, including an 'urban country park' between Farrington and Gilley Law. New roads will improve links between the southern periphery and the City Centre. The pattern of new development will take account of the need to protect major open breaks between settlements and areas of nature conservation importance such as the Tunstall Hills, Ryhope Dene and the coast.

### **City Centre**

19.23 The strategy for the City Centre seeks to develop its potential as a location for major new commercial/ retail, educational and recreational developments whilst also enhancing the environment. Proposals therefore seek a balance between development and conservation; environmental improvements include provision for traffic management measures to reduce congestion, pollution and to provide opportunities to upgrade conditions for pedestrians.

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## Implementation

19.24 Certain localities will need a package approach to implementation, drawing upon the Government's Single Regeneration Budget as a supplement to mainstream Council funding and including private sector finance where appropriate. These include the East End/ Hendon and Pennywell/ Thorney Close, where there is a notable concentration of problems and opportunities.

## ECONOMIC DEVELOPMENT

### Existing Sites

SA1 ESTABLISHED INDUSTRIAL/ BUSINESS AREAS AND AVAILABLE SITES WITHIN THEM WILL BE RETAINED AND IMPROVED FOR THE PRIMARY USES INDICATED BELOW. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC4 WILL APPLY UNLESS OTHERWISE STATED.	
(1) PALLION RIVERSIDE	50.2 HA. (NET)
(2) DEPTFORD	45.2 HA. (NET)
LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT, GENERAL INDUSTRY, STORAGE & DISTRIBUTION (B1, B2, B8), STORAGE & DISTRIBUTION OF MINERALS, WASTE RECYCLING (INCLUDING SCRAPYARDS AND MOTOR VEHICLE BREAKING)	
(3) HENDON	44.3 HA. (NET)
(4) LEECHMERE	21.8 HA. (NET)
(5) PENNYWELL	14.4 HA. (NET)
(6) PALLION	25.7 HA. (NET)
LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT, GENERAL INDUSTRY, STORAGE & DISTRIBUTION (B1, B2, B8)	
(7) EAST END	1.8 HA. (NET)
LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT (B1), GENERAL INDUSTRY, STORAGE & DISTRIBUTION (B2, B8) SUBJECT TO SIZE AND IMPACT ON THE AMENITY OF THE AREA	
(8) TOWARD ROAD	0.9 HA. (NET)
LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT (B1), STORAGE & DISTRIBUTION (B8) SUBJECT TO SIZE AND IMPACT ON THE AMENITY OF THE AREA	
(9) FISH QUAY	0.5 HA. (NET)
FISH RELATED PROCESSING, STORAGE & DISTRIBUTION (B1, B2, B8)	
(EC4)	

19.25 These nine areas totalling some 205ha. represent foci of employment. Vacant land within them currently available for new development could provide around a further 1,000 jobs. They comprise traditional areas (the Riverside, East End) together with more recent estates (Leechmere, Pennywell). All are well located in relation to strategic highways and in certain cases the rail network; Pallion Riverside and Deptford are particularly suitable for fabrication industries needing access to the river. They contain uses which reinforce their industrial role, and are functionally separate from residential and other sensitive areas.

19.26 All of the areas are within easy reach of localities demonstrating the highest levels of unemployment and lowest economic activity rates. It is therefore important that they are retained in employment-generating uses. Most are also in close proximity to relatively high density residential areas, enabling journeys to work to be minimised in line with the aims of sustainable development. Where opportunities arise, the Council will undertake and encourage environmental improvements, e.g. to landscaping, signage, fencing and surfacing.

19.27 The riverside locations at Deptford and Pallion currently include scrapyards, recycling facilities and other 'bad neighbour' types of industrial use. As the estates are large and physically clearly separate from other areas, they provide an appropriate location for the continuation of such uses, which play an important part in the overall requirements of industry. However, visually intrusive development will be encouraged not to locate in prominent riverside locations.

19.28 Where suitable lineside sites become available for redevelopment within the Hendon industrial area, uses requiring rail access will be encouraged. Land behind and south of the gas-holders on Commercial Road may be suitable for low-key leisure uses and/ or as a landscaped link to the proposed Hendon Cliffs local park.

## SA 19 Sunderland South - City Centre

19.29 The East End, Fish Quay and Toward Road are much more closely related to nearby residential areas. Therefore the adverse impact of industry and storage and its related traffic must be minimised; hence such new developments are likely to be small in scale.

### The Port

SA2 THE OPERATIONAL AREAS OF THE CORPORATION QUAY AND SOUTH DOCKS (43 HA. NET) WILL BE PROTECTED FOR PORT RELATED DEVELOPMENTS AND ACTIVITIES. IF LAND BECOMES SURPLUS TO PORT REQUIREMENTS, FAVOURABLE CONSIDERATION WILL BE GIVEN TO REDEVELOPMENT SCHEMES WHICH TAKE ADVANTAGE OF THE OPPORTUNITIES PROVIDED BY THIS UNIQUE LOCATION.

(EC4)

19.30 The South Dock offers a unique location for any industry requiring ready access to the sea, deep water quays, road and rail connections. It is separated by level and distance from residential areas and is thus appropriate for a variety of industrial and storage uses which would not normally be acceptable in more sensitive locations. It should remain the local distribution centre for the liquid fuel industry which is investing heavily in improvements to facilities. New facilities are also required for open and covered storage of industrial raw materials. A former ship repair yard is now in use by a company fabricating units for the petroleum refining industry, the units being delivered by sea. Elsewhere, efforts have resulted in securing new business and increasing existing trade as is shown by the decision by Comar Container Line to include Sunderland as part of its East Coast feeder service linking the Thames and Grangemouth. Against a background of restrictions on public spending and the need for investment to permit further diversification, the Port has succeeded in steadily increasing its tonnage throughput of a fluctuating variety of cargoes in a highly competitive market. The growth in cargo movements has been achieved against regional trends, and in a market where legislative changes have resulted in severe competition (see para. 16.28).

19.31 Should sites in the Port become surplus, their re-use should take advantage of the unique location and facilities. The reclamation of the former freight sidings will create additional land for industry, physically linked to the Port. A new road (policy SA50(3)) will be constructed to improve access to the Port and the new site from the Eastern Relief Road and proposed Southern Radial Route (policy SA50(5)). The new sewage treatment works required by Northumbrian Water will be located in the Port. The Council is committed to the commercial future of the Port and can control development as landowner and Port Authority (see fig. 19.1, SA4(1)).

### Doxford International

SA3 WITHIN DOXFORD INTERNATIONAL, THE ENTERPRISE ZONE (19.4 HA) WILL BE DEVELOPED FOR LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT, GENERAL INDUSTRY AND HOTELS (B1, B2, C1). THE REMAINDER (20.3 HA) WILL BE DEVELOPED FOR LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT, GENERAL INDUSTRY AND STORAGE & DISTRIBUTION (B1, B2, B8). ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC4 WILL APPLY.

(EC3, EC4, EC10)

19.32 Doxford International comprises three contiguous areas (two further areas, marked (d) and (e) on the aerial photograph, form the subject of Proposals SA4(3) and (4)):

- (a) the Enterprise Zone (19.4 ha.), designated in 1990, the scheme for which grants planning permission for B1 (business), B2 (general industrial) and C1 (hotel) development;
- (b) the non-Enterprise Zone area to the south (12.6 ha.), which has planning permission for B1, B2 and B8 uses and is being developed as the 'Doxford International Technology Park'; and
- (c) the Moorside Industrial Estate (7.7 ha.), which was laid out in the 1970s in four plateaux, with the necessary utility infrastructure provided. The northernmost of these received planning permission in June 1997 for a health/ tennis club with swimming pool and supporting facilities. Construction is now well-advanced.

Additionally, the development brief for (a) and (b) envisages a small retail element to service the estate, with a maximum floorspace of 400 sq.m. A private agreement has been reached by the developers of Doxford International and the Council as landowner that the Enterprise Zone land will be developed only for B1 uses (offices/light industry/research and development) notwithstanding that the Enterprise Zone scheme also allows B2 uses (general industry).



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19.33 Within the Enterprise Zone, three phases (totalling 26,000 sq.m.) are complete and occupied. Occupiers include Northern Rock, Royal & Sun Alliance Insurance, the Camelot Group, Nike, London Electricity and One-2-One. Phases 4 and 5 are being developed, and will include new headquarters for Avco Trust and Arriva plc. Phase 1 of the Technology Park (three units totalling 11,600 sq.m.) has been constructed, and is partly occupied by One-2-One.

19.34 The EZ scheme permits hotel development anywhere within the Zone, though the preferred location is in the north-west corner immediately adjacent to the intersection. The development would comprise a 3/4 star standard hotel with a minimum of 100 bedrooms, conference facilities, restaurant and related uses in a 'parkland' setting. Planning permission for a public house/ hotel has also been granted on the north-eastern extension site (SA4(4)).

19.35 The land is strategically located adjacent to the A19/A690 intersection and hence has good links to the regional and national road network. Development of this area will be subject to the traffic generated being capable of being safely accommodated on the A19/A690 junction, with any appropriate improvements at the developer's expense, to the satisfaction of the Highways Agency. Whilst it is some distance from areas of high unemployment (3-4 km), it is adjacent to major bus routes. It is also located at the intersection of a number of proposed cycleways and multi-user routes which make it attractive for more 'sustainable' forms of travel to work.

### New Employment Sites

SA4 NEW SITES ARE ALLOCATED FOR THE FOLLOWING PRIMARY USES. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC4 WILL APPLY UNLESS OTHERWISE STATED.

(1) FORMER FREIGHT SIDINGS, EAST END (4.0 HA. GROSS):

LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT (B1), GENERAL INDUSTRY (B2), STORAGE & DISTRIBUTION, INCLUDING THAT SUPPORTING PORT RELATED INDUSTRY (B8);

(2) SOUTH RYHOPE (20.3 HA. GROSS);

(3) DOXFORD INTERNATIONAL (SOUTHERN EXTENSION) (7.3 HA. GROSS):

LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT (B1), GENERAL INDUSTRY (B2), STORAGE & DISTRIBUTION (B8);

(4) DOXFORD INTERNATIONAL (NORTH-EASTERN EXTENSION) (0.4 HA. GROSS):

USES ANCILLARY TO PRIMARY USES ON THE REMAINDER OF THE DOXFORD INTERNATIONAL SITE.

(EC3, EC6)

19.36 The four sites proposed complement other existing industrial provision, but also provide important new employment opportunities in their respective areas. The allocation at South Ryhope was welcomed by the neighbouring authority, Easington District Council, as a source of employment opportunities for its residents complementing its own economic development strategy.

19.37 **East End** - The railway freight terminal in the East End was declared surplus to requirements by British Rail in early 1994. Occupying some 8.0 ha., the reclamation of the yards (along with part of the adjacent Port land) will provide a major opportunity to introduce positive new uses into an area of high unemployment and social deprivation. A number of alternative schemes involving various combinations of housing, industry and open space have been examined, with a 'balanced' approach emerging as the preferred option; a roughly equal mix of housing, open space and industry providing the optimum spread of benefits in the most suitable locations. Industry and storage is proposed on the southern part, being adjacent to existing industry but separated from the proposed housing by open space. Provision could be included for a community workshop type initiative. Business and industry could be of a general nature supporting the local and wider economy; however principal storage and distribution uses, generally providing low density employment, might be more appropriate were it to meet the function and needs of the Port (see fig. 19.1).

19.38 Whilst the land form is generally flat, to provide a suitable plateau for development it will be necessary to divert and reclaim the route of the railway line which currently cuts through the site to the lower docks area (SA45). Highway access to the site will be gained by a new road serving the docks (SA50(3)). The Port offices may then be re-located into part of the site close to the road's entrance to the docks.

19.39 The Health and Safety Executive will need to be consulted on the precise form of development, to take account of recommended safety distances from hazardous substances within the Port. Areas within the safeguarding distance may require special forms of construction or could be laid out for car parking.

## SA 19 Sunderland South - City Centre

19.40 Reclamation of the sidings (from Barrack Street to Grangetown) is expected to cost some £3.5 million which will be largely met through Land Reclamation Programme funding to be obtained from English Partnerships. Development is expected to be undertaken by the Port/ private sector.

19.41 **South Ryhope** - Identified in Part I as a potential location for a major industrial site (EC6), it is one of the three possibilities investigated in this area - South Ryhope, Shirley Banks and the coastal strip. It is considered that South Ryhope has the least detrimental effect upon the environment and open space, whilst having potentially good vehicle access (including a possible rail link to the main line railway); it is a gently undulating site capable of utilising existing services. Substantial effective screen planting is planned to provide a buffer between the industrial uses and Ryhope Dene, an area proposed as an extension to the Green Belt (SA37(3)). Housing to the north will be separated from the industrial area by proposed amenity space (SA27(5)) and the Southern Radial Route (SA50(5)).

19.42 South Ryhope will provide a site capable of accommodating businesses of varying sizes (500 - 5,000 sq.m.), now that the Leechmere and Salterfen industrial estates are almost complete. It relates well to areas of relatively high unemployment in Hendon/ Grangetown, with good existing/ potential public transport links to these areas. Currently the site is largely in private ownership, requiring preparation and service infrastructure. Development will take place in conjunction with construction of part of the Ryhope By-pass (SA50(5)) to which it will have direct access to avoid exacerbating traffic problems on the existing roads.

19.43 The southern boundary allows retention of a substantial open break between the site boundary and Ryhope Dene, including a large part of the best quality agricultural land (Grade 2 and 3a). Development will be based on a master plan to be prepared by the Council in consultation with the landowners, relating the site to surrounding open space and transport proposals (see fig. 19.4., SA50(5)). Acquisition and early development is likely to be led by the City Council, financed from mainstream and ERDF funding and other initiatives.

19.44 **Doxford International (South)** - Identified in Part I for economic development use under policy EC6, the triangular area on the southern boundary of Doxford International is a logical extension of the estate's boundaries so as to coincide with the A19 and the former Hetton mineral railway line (the Stephenson Trail), complementing the already committed area. It utilises a site which might otherwise become landlocked and sterilised, between the A19 and proposed housing to the east (see SA9(20)). Its development will provide increased job opportunities and will add flexibility to the overall form of the Doxford International development. The new area is the highest, most visible part of the business park, consequently development will require sensitive treatment to minimise its impact, including a very high standard of design and landscaping and the retention of hedgerow trees (see SA3 and aerial photograph: Area (d)). Appropriate provision should be made for retaining or diverting major footpaths which traverse the site. The current sketch layout for Doxford International may need amending to provide vehicle access to the site; alternatively, a more difficult means of access would be possible from the Moorside Industrial Estate. The land is Council-owned but development is expected to be carried out by the private sector within the framework of development control procedures.

19.45 **Doxford International (North-East)** - A small extension to Doxford International is proposed adjacent to the access from City Way to the Moorside Industrial Estate. This has been identified as suitable for ancillary uses as defined in Policy EC4. The site occupies a small, flat area of land that would otherwise remain unused; it is prominently located in relation to City Way, whilst being adjacent to a residential area which might benefit from any facilities provided. Outline approval for a public house/ hotel with associated car parking was granted in March 1995.

19.46 Development of both areas at Doxford International will be subject to the traffic generated being capable of being safely accommodated on the A19/A690 junction, with any appropriate improvements at the developer's expense, to the satisfaction of the Highways Agency.

### Existing Mixed Use Sites

SA5 THE FOLLOWING AREAS AND AVAILABLE SITES WITHIN THEM WILL BE RETAINED AND IMPROVED FOR A MIXTURE OF COMMERCIAL AND INDUSTRIAL USES. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC5 WILL APPLY UNLESS OTHERWISE STATED.

- (1) MILLFIELD (MATAMBA TERRACE/ OFF ST. MARK'S ROAD NORTH) (3.6 HA. NET): LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT (B1), STORAGE & DISTRIBUTION (B8) SUBJECT TO SIZE AND IMPACT ON THE RESIDENTIAL AMENITY OF THE AREA;
- (2) LAND NORTH AND SOUTH OF LOW STREET (1.7 HA NET): FOOD AND DRINK (A3), LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT (B1), STUDENT ACCOMMODATION;

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(3) **SALTERFEN (JUNCTION OF RYHOPE ROAD AND TOLL BAR ROAD) (8.0 HA. NET): FOOD AND DRINK (A3), LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT (B1), STORAGE & DISTRIBUTION (B8), HOTELS (C1), BULKY GOODS RETAILING, TRANSPORT RELATED BUSINESSES. (EC5, S13)**

19.47 The sites listed above comprise locations where uses of an industrial/ commercial (and occasionally, retail) nature have already been established.

19.48 **Matamba Terrace** - This location comprises a mix of workshop/ storage businesses. Many businesses have utilised converted former terraced houses, but there are still several short residential terraces remaining. The various streets feed onto a stretch of Hylton Road lying mid-way between two local shopping centres. The former Pallion railway, running north-south, bisects the area. This is proposed for the Metro, with a station to be sited just north of Hylton Road (see SA42(1)).

19.49 The area is well located for access by employees by bus or Metro. It is also within a kilometre of the strategic access to Queen Alexandra Bridge and the proposed Wear Bridge, hence well sited for deliveries. Whilst the intermingled housing is a constraint and the internal road network is not suited to large vehicles or heavy traffic flows, careful control of the employment uses set out in the policy could ensure that residential amenity is maintained and assist in retention of the location as a valuable local source of employment in the inner City. If proposals for infill residential development arise from the re-location of existing businesses, then these could be considered on their individual merit, taking into account surrounding development.

19.50 **Low Street** - This area takes in steeply sloping land between High Street and the riverside. The proposed uses reflect the UDC's Regeneration Strategy which was based on the development of a mix of commercial and residential uses compatible with the conservation of one of the oldest parts of the City. All of the area is within the Old Sunderland Riverside Conservation Area, which has been accepted for Conservation Area Partnership funding by English Heritage. The UDC Strategy formed part of a broad approach to the regeneration of the East End, which exhibits severe deprivation. It sought to promote appropriate employment opportunities (particularly for residents in the East End) and improve the variety of housing available. Due to its historic nature, the re-use and conversion of buildings (many of which are listed) is important. The Roseline building has been converted into a restaurant/ pub with offices on the upper floors. Additional student residential accommodation (see Glossary) has been provided, complementing the nearby halls of residence at Panns Bank.

19.51 **Salterfen** - This area includes Halford's and B&Q, west of Ryhope Road, and on the east side, the former Northern Electric depot, the Mill Garages car showroom/servicing, and a small courtyard of workshop units. It has developed around a major road junction and will have easy access via a spur road south of Mill Garages to the proposed Southern Radial route (SA50(5)). It provides an important source of employment accessible from inner housing areas. To protect the viability and vitality of the nearby Grangetown shopping centre, further retailing will be restricted to bulky goods, or retail warehouse extensions within the existing retail sites and to associated planning use rights. Transport-related businesses, i.e. retail or service uses outside Use Classes A1 and A2, which are related to the sale, repair or testing of motor vehicles, such as car showrooms, workshops or MoT testing stations, will be acceptable. Key considerations will include the maintenance of a mix of uses and a high employment density. However, all development must have regard to protection of the amenity of nearby housing to the north.

### New Mixed Use Sites

SA6 THE FOLLOWING SITES ARE ALLOCATED FOR COMMERCIAL OR INDUSTRIAL USES. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC5 WILL APPLY UNLESS OTHERWISE STATED.

- (1) NORTH OF NORTH MOOR LANE (OFF THE A690) (4.0 HA.): FOOD AND DRINK (A3), LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT (B1), HOTELS (C1), ASSEMBLY AND LEISURE (D2);
- (2) WEST OF SILKSWORTH WAY, DOXFORD PARK (2.3 HA.): FOOD AND DRINK (A3), LIGHT INDUSTRY, OFFICES, RESEARCH & DEVELOPMENT (B1), RESIDENTIAL CARE (C2), COMMUNITY FACILITIES (D1), CAR SHOWROOMS.

DEVELOPMENT INCLUDING KEY TOWN CENTRE USES SHOULD ONLY BE ALLOWED ON THESE SITES WHERE:-

- (i) THE LACK OF A SUITABLE ALTERNATIVE LOCATION EITHER IN THE CITY CENTRE OR EDGE OF CENTRE IS DEMONSTRATED; AND
- (ii) IT DOES NOT SOLELY OR CUMULATIVELY WITH OTHER RECENT DEVELOPMENTS OR OUTSTANDING PERMISSIONS DIVERT INVESTMENT FROM EXISTING CENTRES SO AS TO THREATEN THEIR VITALITY AND VIABILITY; AND

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- (iii) IT CONTRIBUTES TO A BALANCED DISTRIBUTION OF FACILITIES ACCESSIBLE TO ALL SECTORS OF THE COMMUNITY (PARTICULARLY TO THOSE WITH LOW LEVELS OF PERSONAL MOBILITY) BY PUBLIC TRANSPORT, ON FOOT OR CYCLE AS WELL AS BY CAR, AND
- (iv) IT DOES NOT HAVE AN ADVERSE EFFECT ON OVERALL TRAVEL AND CAR USE.  
(EC5, S4)

19.52 The area of the North Moor proposal (see fig. 19.2) has been reduced since the Draft UDP to retain more public open space as a buffer to housing and as a neighbourhood park facility for local residents (SA27(14)). The revised proposal emphasises the site's appropriateness for starter units/ enterprise workshops as well as commercial/ leisure uses. It could be considered as a site for a swimming pool to serve the south part of Sunderland, associated with the Silksworth Sports Complex, should the latter not be available for this use (see SA23(3)). The site is accessible from the primary route network and by public transport. It is also close to residential areas with high unemployment rates (e.g. Thorney Close). Parts of the site are occupied by a police hostel and a telephone exchange; it is envisaged that these will remain in their present locations.

19.53 Land west of Silksworth Way is an area of approximately oval shape contained by roads which separate it from surrounding residential areas. Whilst not itself in an area of high unemployment, it is accessible from the primary route network and by public transport from wards such as Thorney Close. It is an 'opportunity' site suitable for a wide range of developments and because of its size, it could accommodate more than one use. Its high degree of accessibility makes it suitable for a public house/ drive-in restaurant or car showroom, whilst proximity to Doxford International could attract a manufacturing or research and development company requiring a distinctive site. Interest has also been expressed in this location for a day centre/ nursing home and for a Sikh temple, both of which could be suitable uses within the overall site.

### Tourism and Visitor Facilities

- SA7 THE PROVISION AND/OR IMPROVEMENT OF VISITOR FACILITIES AND OTHER WORKS TO ENHANCE THE ATTRACTION OF THE FOLLOWING WILL BE ENCOURAGED:-
- (1) BEDE THEATRE;
  - (2) REG VARDY ARTS FOUNDATION GALLERY;
  - (3) RYHOPE PUMPING ENGINES;
  - (4) SILKSWORTH SPORTS COMPLEX.
- PROPOSALS WHICH ADVERSELY AFFECT THESE ATTRACTIONS WILL NORMALLY BE RESISTED.  
(EC8)

19.54 The area contains a number of tourist attractions, including several in the City Centre (SA65). They play an important role in the regeneration of the City's economy. Their potential to attract further visitors to the City will be maximised by supporting or undertaking initiatives to maintain or enhance facilities or their settings by utilising Central Government grants. They are described in Table 19.1, along with likely improvements.

**Table 19.1 Tourist Attractions in Sunderland South**

Attraction	Comments
(1) Bede Theatre	Seating some 210 persons it offers occasional series of professionally staged musicals, dance and plays.
(2) Reg Vardy Arts Foundation Gallery	Part of University Arts Department in Backhouse Park. Varied exhibition programme reflecting regional, national and international interests in the arts. Improvements are planned to access for the disabled.
(3) Ryhope Pumping Engines	Based in distinctive Victorian pumping station - a Scheduled Ancient Monument. Engines are regularly 'in steam'. Redevelopment of Ryhope General Hospital (see SA9(14)) will improve setting and access.
(4) Silksworth Sports Complex	Open-air leisure complex. Ski-slope, boating and fishing, all-weather pitches. Athletics track. Puma Tennis Centre adjoining. Additional land proposed east of Silksworth Lane to supplement existing playing fields. Also possible swimming pool. (See

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SA23(3)).

## 'Bad Neighbour' Uses

SA8 SHOULD THE OPPORTUNITY ARISE, THE RE-LOCATION OF THE STEEL FABRICATION USE AT CAMBRIA STREET, SOUTH HYLTON WILL BE ENCOURAGED.

(EC14)

19.55 Policy EC14 encourages the re-location of bad neighbour uses. One has been identified in South Hylton, a predominantly residential area with a local road network unsuited to heavy industrial traffic because of restricted widths and limited corner radii.

19.56 The steel fabrication works in Cambria Street occupies a large building, incongruous in this quiet residential neighbourhood, being also prominent in more distant views from the A19 and the riverside. The business has been the subject of complaint over a long period (including a petition in 1988), arising from noise nuisance caused by overnight working, and heavy vehicles with large loads passing South Hylton Primary School. At present no overnight working takes place but the possibility remains that it could be resumed. The works is an established use and provided that all reasonable measures are taken to minimise nuisance no legal action to control noise is possible.

19.57 Discretionary assistance towards the capital costs incurred in relocation may be available from the Department of Trade and Industry if the numbers employed by the company would increase as a result. The Council may also be able to assist in finding a suitable relocation site and making available a Removals Grant, though the impetus to move will lie with the occupier. The site would be suitable for redevelopment for housing as part of a larger area which removal of the works would open up (SA9(1)).

## HOUSING

### Land For Housing

SA9 THE FOLLOWING SITES FOR MORE THAN 10 DWELLINGS ARE ALLOCATED FOR NEW HOUSING:-			
LOCATION	GROSS AREA (HA)	ESTIMATED DWELLING CAPACITY	POLICY REQUIREMENTS
(1) CAMBRIA STREET, SOUTH HYLTON (HARRY MARSH STEEL FABRICATION SITE)	2.00	60	H14/15/16/21; B20
(2) SUNNYSIDE, SOUTH HYLTON	0.50	12	H21; EN14
(3) NORTH OF ST. LUKE'S ROAD/ QUARRY VIEW SCHOOL	7.70	230	H14/15/16/21; B20
(4) GRINDON HALL, PENNYWELL	1.17	40	H15/21
(5) SOUTH OF HIGH GRINDON HOUSE, GRINDON LANE	0.70	40	H15/21
(6) HAVELOCK HOSPITAL	7.55	230	H14/15/16/21; B20
(7) FORMER PALLION STATION SITE	0.43	17	H21
(8) ASHBROOKE SPORTS GROUND	0.53	56	H14/15/16/21; B20
(9) RAILWAY SIDINGS, EAST END	4.00	250	H14/15/16/21; EN14; B20
(10) MARIVILLE, RYHOPE	0.57	18	H21
(11) FEATHERBED LANE, RYHOPE	0.86	20	R3; H15/21
(12) VIEWFORTH RD (SOUTH), RYHOPE	2.40	55	R3; H10/14/15/16/21; B20
(13) WELLFIELD FARM, RYHOPE	5.77	130	R3; H10/14/15/16/21; B20
(14) RYHOPE GENERAL HOSPITAL	3.33	80	R3; H10/14/15/16/21; B20
(15) CHERRY KNOWLE (NORTH)	6.25	140	R3; H7/10/14/15/16/21; B20
(16) CHERRY KNOWLE (WEST)	13.25	230	R3; H7/10/14/15/16/21; B20
(17) RUSHFORD, RYHOPE	11.02	330	R3; H10/14/15/16/21; B20

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(18) TUNSTALL TERRACE, RYHOPE	2.13	60	H14/15/16/21; B20
(19) EAST OF SILKSWORTH LANE, HIGH NEWPORT	1.36	30	H15/21
(20) CHAPELGARTH, DOXFORD PARK	34.51	860	H7/10/14/15/16/21; B20
(21) CLINTON PLACE, DOXFORD PARK	3.50	100	H14/15/16/21; B20
(H3, H4, H5, H6)			

19.58 To accord with Policy H5, there is a need to allocate new housing sites suitable for more than 10 dwellings in Sunderland South so that, with similar sites which already have permission, land for some 3,600 dwellings is available during the Plan period (1,200 Urban South, 2,400 Southern Periphery). Proposal SA9 therefore allocates a series of new sites, which in total have the capacity to provide 2,988 dwellings (sites for a further 165 are identified in the City Centre Inset). The remaining 400 dwellings (making up the overall allocation) are accommodated on sites with planning permission (some being under construction) as of December 1996. These are protected by Policy H11. In the overall area, since January 1988, several sites (larger than 10 units each) have been completed, totalling 1,635 dwellings. In all, the sites for over 10 units (1988-2006) provide over 40% of the City's total allocation of such sites. (See table 4.4 and Appendix A).

19.59 Sites 1-9 are in the 'urban south' area, whilst the rest are in the southern periphery. The site distribution proposed reflects broad availability of land, after taking into consideration the objectives in Part I, notably:-

- \* the protection and provision of recreational, nature conservation and open break areas between settlements, also minimising generally any adverse impact on the environment;
- \* the need to limit encroachment into rural areas, also the need for separation between housing and other uses which could adversely affect residential amenity,
- \* the potential for good vehicular and pedestrian access to the road network, public transport and community facilities generally; and
- \* utilisation of vacant and derelict sites not needed for other purposes, to assist urban regeneration and environmental improvement.

19.60 The sites proposed are a culmination of an assessment of the need for and availability of housing throughout the Plan period related to the future provision of infrastructure. They also take into consideration responses to the UDP; in summary, the public and environmental organisations sought more inner urban housing and a greater amount of housing on 'recycled' sites, whilst housebuilders sought an increased housing allocation, with more in the Southern Periphery. To an extent, all these views have been catered for in that several major new sites on recycled inner urban land have been identified, e.g. Havelock Hospital, East End sidings; substantial additions to housing on the periphery have been made with the proposals at Rushford and Cherry Knowle (the latter also constituting a 'recycled' site); and lastly the overall higher numbers required by Policy H5 have been achieved by considering density increases on certain sites in accord with Policy H4.

19.61 Housing formed an important part of the UDC's strategy with special needs housing having been completed at Panns Bank and the Sunderland Forge site at Pallion. Almost all housing in the Sunderland South area, whether on new or committed sites, is on 'recycled' land of one form or another.

19.62 A high proportion of new housing in the Southern Periphery is also on recycled or vacant, non-agricultural land. It is notable that the population generated by the housing sites in the Southern Periphery will require only one new primary school and minor extensions to others, whilst existing public services (water, gas, etc.), are understood to be satisfactory to cater for the additional dwellings. Sites in the Ryhope area depend upon construction of the Doxford Park-Ryhope Link Road. This road serves a strategic purpose as well as providing access to the housing sites, which can provide a means of assisting with its construction.

19.63 The locations of major sites can be seen to be in two broad belts, one close to the River, the other (with the greater number of allocations) in the Ryhope and Doxford Park areas. The spread of development minimises additional infrastructure requirements. The main sites proposed are as follows.

19.64 **St. Luke's Road, South Hylton** - Part of this site is a longstanding allocation. The eastern part will become available when Quarry View school is relocated to a new site on the Pennywell school campus (SA16(1)). Its development, for approximately 230 units, awaits new sewerage and drainage infrastructure as part of the Interceptor Sewer Programme. The northern site boundary has been redefined by the route of the South Hylton Access Road, which will also distance housing from the South Hylton Pasture SSSI and the South Hylton Dene SNCI. Housing will also avoid the steeper slopes on the hillside, which is highly visible from the north of the River.

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19.65 **Havelock Hospital** - As a result of the reorganisation of the City's hospitals, Havelock Hospital closed in 1995. Following demolition of the existing hospital buildings the site (7.5ha) could accommodate 230 dwellings. The development of housing in this location will make a significant contribution to the regeneration of the local area which exhibits severe deprivation; it also could provide an appropriate location for 'affordable' housing, if required.

19.66 **East End railway sidings** - The scheme for the reclamation of the former railway freight terminal includes the provision of some 250 dwellings on 4 ha. of land (see fig. 19.1, SA13). Consultation responses from East End residents highlighted the demand for family housing in the area, though the site could also include low cost and/or special needs housing. This would complement Home Housing Association's improvement programme for the Garths and other Council initiatives for the regeneration of the broader area. To meet the Health and Safety Executive's requirements, housing development on this site must be less than four storeys high and of traditional construction (see para. 19.39).

19.67 **Cherry Knowle/Rushford, Ryhope** - A group of sites south-west of Ryhope will provide over 900 dwellings. Most will be developed on land now occupied by Cherry Knowle and Ryhope General Hospitals (580), whilst land south of Rushford could provide 330 dwellings. Development of these sites will need to be closely related to construction of the Doxford Park-Ryhope Link Road, which will provide the area with a new means of access to modern standards (see fig. 19.3, SA52(2)). Currently, this link road is not envisaged to commence until the turn of the century; any development of all or part of these sites will require a developer contribution to advance this road's construction and achieve the necessary comprehensive access. This is likely to involve a planning obligation (see Glossary). Development on the Cherry Knowle/ Ryhope General sites will take place in the context of a 'Master Plan' development brief to ensure comprehensive and phased planning which will relate the rate of construction to the future development of the new hospital and the availability of vehicular access and educational facilities. Attractive landscape and trees are features of the Cherry Knowle part of the site, which must be taken into account in the overall development; these features could lead to parts being suited to 'executive' housing. Consideration should also be given to retaining some existing buildings where these are of architectural merit. Efforts should also be made to retain the existing watercourse which crosses the Rushford site and to incorporate it into amenity open space. Development on the Cherry Knowle (West) site should be designed to retain the existing trees and to keep development below the skyline near its northern boundary. The cricket pitch should also be retained.

19.68 **Chapelgarth** - The largest single development in the City (over 70 ha.), it could accommodate some 860 dwellings. The site, originally acquired by the Council in 1971 for the development of the Doxford Park township, is well located for access to the major distributor roads in the locality. The principal uses - housing, community facilities/ primary school and open space - are shown on the Proposals Map; the aerial photograph indicates the principles on which the area might ultimately be developed. Allowing for public open space (10 ha.), woodland belts (15 ha.) and the primary school (2 ha.) the gross area suitable for housing development is approximately 42 ha. It will cater for special needs as well as family housing and includes areas attractive for possible 'executive' housing. A potential capacity of over 80 such dwellings could be accommodated at 10/15 dwellings per hectare. The school site is reserved pending the Education Committee's future priorities and the availability of resources (SA16(5)). Development will take place in the context of a 'Master Plan', with development briefs for the various sites to ensure comprehensive and phased planning which will relate the rate of development to the availability of infrastructure. Development will also be subject to the traffic generated being capable of being safely accommodated on the A19/A690 junction, with any appropriate improvements at the developer's expense, to the satisfaction of the Highways Agency.

19.69 The Council has a measure of control over the rate and location of new development, in that just under half the total units are on sites in its ownership, a large part of this being the allocation at Chapelgarth. It will thus be able to stimulate or restrain development in the best interests of achieving the overall objectives and policies of the Plan. Most Council owned sites will be the subject of development briefs which will be prepared to provide a framework for establishing housing layouts and other details. When applications for development of individual sites are made, each may be subject to general development control policies relating to layout and design, to consideration of the physical aspects of each particular site and its surroundings as indicated in Development Control Guidance to be published by the Council.

SA10 THE COUNCIL WILL SEEK TO MAXIMISE BENEFITS, IN THE FORM OF ADDITIONAL OPEN SPACE AND COMMUNITY FACILITIES, FROM SITES TO BE DEVELOPED OR REDEVELOPED IN THE FOLLOWING AREAS:-

- (1) MILLFIELD/ PALLION;
- (2) HIGH BARNES;
- (3) ASHBROOKE;

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(4) HENDON.  
(H6)

19.70 This proposal aims to safeguard sites within the above residential areas, including those coming forward as a result of redevelopment, which could meet the inner urban population's need for social/open space, and community facilities. The areas shown on the Proposals Map indicate where new housing development will be regulated, being balanced against the need for open space, community facilities and enhancement of the environment. It encompasses the older residential areas of Millfield/Pallion, High Barnes, Hendon and northern parts of Ashbrooke. These are largely areas of poor environmental quality (excepting part within Ashbrooke Conservation Area) lacking aesthetic qualities, trees, little ameliorating landscape, with local public open space falling below the requirements of policies L4 and L5 (see fig 8.1). The pre-1919 dwellings of one or two storeys have little or no private garden space to help compensate for this deficiency (see also SA13 (East End)).

19.71 As outlined in the background on population and the economy, these inner urban areas exhibit high levels of unemployment and deprivation which creates demand for local leisure and community facilities which are not at present fully met. In accord with Policy H6, proposals for housing within these areas will be assessed against the possibility and the need for the particular site to be used for open space and/or community facilities. Existing public open space is protected against development by Policies L7 and B3, the latter policy being more generally appropriate to the types of small, amenity open spaces found in the residential areas covered by SA10. However, where sites come forward for housing redevelopment which otherwise would have potential for additional open space, or could provide for a much needed community facility, then the Council will seek to achieve these ends in considering planning applications, as outlined in Policy H6 and paragraph 5.44.

## Council Housing

SA11 THE CITY COUNCIL WILL SEEK TO CARRY OUT 'RESTRUCTURING' IMPROVEMENTS TO ITS HOUSING STOCK WITH ASSOCIATED ENVIRONMENTAL WORKS IN THE FOLLOWING LOCATIONS:

- (1) PENNYWELL - MASTER PLAN FOR PARTIAL RESTRUCTURING;
- (2) THORNEY CLOSE - MASTER PLAN FOR PARTIAL RESTRUCTURING;
- (3) NORTH MOOR MAISONNETTES (OFF A690) - RESTRUCTURING OF MAISONNETTES;
- (4) HENDON MAISONNETTES AND FLAT BLOCKS - CONVERSION OF MAISONNETTES TO HOUSES AND BUNGALOWS, REFURBISHMENT OF TOWER BLOCKS;
- (5) ROBINSON TERRACE, SILKSWORTH - HIGHWAY RESTRUCTURING AND ENVIRONMENTAL SCHEME;
- (6) MILL HILL ROAD, DOXFORD PARK - MASTER PLAN FOR PARTIAL RESTRUCTURING, INCLUDING PROVISION OF PITCHED ROOFS TO BUNGALOWS.

THE HOUSING ENVIRONMENT IN THE FOLLOWING LOCATIONS WILL BE IMPROVED:-

- (7) HASTINGS STREET/ BALMORAL TERRACE, GRANGETOWN;
- (8) LAKESIDE VILLAGE FLAT BLOCKS.  
(H12, H14)

19.72 In order to secure the future housing viability of a number of areas the Council is committed to a programme of restructuring which will rebalance the mix of housing types to cope with young/single people, families and the elderly. This will include the major refurbishment of properties, the reduction of four storey maisonettes into two storey dwellings and major environmental and highway improvements. The above estates (1) to (6) currently comprise some 5,200 dwellings, 10% of the total housing stock of Sunderland South. Their refurbishment/ restructuring will thus make a significant impact in meeting household needs and accommodation for special groups; it will give a major boost to the overall urban regeneration of the City (see table 19.2).

19.73 Funding is expected from the Council's HIP aided by the Single Regeneration Budget. The availability of finance will determine the rate at which improvements can take place.

**Table 19.2 Housing Restructuring/Improvement Schemes (SA11)**

Location	Description
(1) Pennywell	2,300 dwellings. Master plan to be developed in response to falling demand for some parts of the area, particularly Pickering Square. Elderly and young single people under-provided for and some restructuring work may be necessary to better meet housing need.



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(2) Thorney Close	1,700 dwellings. Master plan needed to develop long-term strategic response to current mismatch of supply and demand. There is a high concentration of flat type accommodation, while houses and bungalows are in short supply.
(3) North Moor Maisonettes (off A690 Durham Road)	96 dwellings: same design/ construction as Hendon Maisonettes. Investment needed to improve the dwellings and the surrounding environment.
(4) Hendon Maisonettes and Flat Blocks	Ongoing conversion programme: four-storey maisonettes to two-storey houses/ bungalows, allowing for household size changes. 3 multi-storey flat blocks need environmental and security works. Provision of gardens, car parking, play area and environmental improvements. Traffic calming funded through Strategic Initiatives Budget.
(5) Robinson Terrace, Silksworth	230 dwellings. Major environmental scheme and road restructuring works.
(6) Mill Hill Road, Doxford Park	750 dwellings. Master plan required to integrate maintenance work with redesign and new development where appropriate. 46 bungalows require pitched roofs.
(7) Hastings Street/ Terrace	200 pre-war properties need external modernisation and environmental works.
(8) Lakeside Village Flat Blocks	7 multi-storey flat blocks need security and environmental works.

### Private Housing

SA12 THE CITY COUNCIL WILL SEEK TO IMPROVE THE ENVIRONMENT IN THE FOLLOWING OLDER PRIVATE RESIDENTIAL AREAS; PRIORITY WILL BE GIVEN TO LOCATIONS WHICH MIGHT BE INCLUDED FOR MORE COMPREHENSIVE TREATMENT:

- (1) WEST OF HIGH STREET, SOUTH HYLTON:- IMPROVEMENT OF PROPERTIES AND SOFT LANDSCAPING;
- (2) NORTH OF HYLTON ROAD, MILLFIELD/ PALLION:- ENVIRONMENTAL WORKS;
- (3) IN THE VICINITY OF MAINSFORTH TERRACE, HENDON:- LANDSCAPING DERELICT LAND AND IMPROVEMENTS TO EXTERNAL SPACES.

(H13)

19.74 This proposal aims to improve mainly the environment of those private residential areas that are deemed to have the poorest quality. Works could include landscaping of derelict/unused land, traffic calming schemes and tree planting. Within some of the areas identified there are pockets of dwellings in need of repair/refurbishment which may be included in a strategy for improvement, possibly even within Housing Renewal Areas (HRA's), although finance for such is not currently available (see para 5.64). The proposal aims to build upon the regenerative efforts already made in these areas, improving the quality of home life and complementing other policies of the Plan (See also East End (SA13)/ City Centre (SA68)). Specific proposals are as follows.

19.75 **South Hylton** - west of the High Street. This area comprises narrow streets of mostly pre-1919 terraces with some properties in poor repair. Most properties front directly onto the pavement. Improvement of properties along Cambria Street will be complemented by soft landscaping where space permits.

19.76 **Millfield/ Pallion** - north of Hylton Road. This area is a mix of one/ two storey properties of varying degrees of quality. Few have front gardens and this, together with the overall lack of trees and landscaping, adds to the general 'hard' appearance of the area. The area is identified as being deficient in 'neighbourhood' and 'local' open space, consequently it falls within an area where the Council will seek to maximise community benefits. Environmental works will consolidate earlier improvements, complementing other developments in Pallion, e.g. the new housing at Sunderland Forge.

19.77 **Hendon** - in vicinity of Mainsforth Terrace. This area is a mix of pre-1919 one/ two storey properties though there are a number of long 4 storey terraces. Some properties have small front gardens but generally there

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is a lack of street trees and landscaping, giving the narrow streets a 'hard' appearance. The area is identified as being deficient in 'neighbourhood' open space and falls within an area where the Council will seek to maximise community benefits from development/ redevelopment schemes. There are few open spaces. Landscaping of small plots of derelict land is proposed along with improvements to properties and their environment.

19.78 Grants are available from the Council for improving private dwellings in disrepair. If all or part of these areas are suitable, HRA status may be pursued which would attract central Government contributions to assist street works, landscaping and improvements to the exterior of dwellings and their immediate surroundings. General funding for these schemes is expected from the Council's HIP bid, though is currently very limited (see para 5.67).

### East End

SA13 THE CITY COUNCIL WILL SEEK IMPROVEMENTS TO THE RESIDENTIAL ENVIRONMENT OF THE EAST END BY:

- (i) CARRYING OUT ENVIRONMENTAL IMPROVEMENT WORKS, WHERE APPROPRIATE, IN SUPPORT OF HOME HOUSING ASSOCIATION'S STRATEGY FOR REDEVELOPMENT OF THE GARTHS;
  - (ii) ALLOCATING LAND FOR NEW RESIDENTIAL DEVELOPMENT (SEE SA9(9)).
- (H12, H13)

19.79 The East End is one of the oldest parts of the City - much of the area has conservation area status. Situated between the City Centre, the riverside and the Port, it comprises a mixture of housing and light industrial uses interspersed with small open spaces. Although many improvements have taken place within the area, it still retains the appearance of a run-down urban environment. The area is also beset with deep-rooted social problems and displays symptoms of multiple deprivation (high rates of unemployment and long-term illness, low incomes, high numbers of single-parent families, high crime levels). The social and physical regeneration of the area is a priority of the Council.

19.80 Much of the housing stock has been improved. The former Garths blocks have been redeveloped by Home Housing Association to provide updated single-person/ small family accommodation and the Council maisonettes at Hendon have been restructured to provide traditional family housing. The redevelopment of the existing housing stock is complemented by other Council proposals aimed at regenerating the locality, e.g. new open space and environmental improvements to the Town Moor, retention and refurbishment of listed buildings. New housing has also been built on vacant land at Silver Street.

19.81 Improvements to the remaining Council properties in the Hendon area are to continue, focusing on the multi-storey blocks. In addition a substantial site for new housing is proposed on the former railway sidings adjoining the Town Moor. Following reclamation, some 250 houses could be developed on this site along with new open space and industry; due to the scale of proposed development and mix of uses, the overall sidings development could take the form of an "urban village".

19.82 A Strategic Review commissioned by the Council has identified regeneration issues and priorities for action in the East End/ Hendon area. A subsequent Strategy Report sets out the framework for regeneration and identifies possible projects. Significant funding will be required to effectively implement the overall strategy, likely sources will be English Partnerships, European Union (Objective 2), City Council (SRB) and the private sector.

## SHOPPING

### Existing centres

SA14 THE FOLLOWING EXISTING SHOPPING CENTRES WILL BE RETAINED AND IMPROVED:-

- (1) CHESTER ROAD;
- (2) DOXFORD PARK.

WITHIN THESE CENTRES USES WHICH ARE IN ACCORDANCE WITH POLICY S2 WILL BE ACCEPTABLE. APPROPRIATE MEASURES FOR IMPROVING THEM COULD INCLUDE IMPROVEMENTS TO FACADES, FLOORSCAPES, LANDSCAPING, PARKING AND SERVICING.

(S2, S4)

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19.83 These well established centres cater for the day to day shopping needs of nearby residents. They are well-related to their surrounding neighbourhoods and accessible by foot and public transport. This proposal aims to maintain their viability, vitality and potential. It should be stressed, however, that they form only a part of the overall shopping floorspace, with the City Centre as well as the two free-standing superstores, at Leechmere Road (Asda) and Silksworth Lane (Sainsbury's), providing important local shopping roles.

19.84 Chester Road is a traditional shopping street which has grown incrementally along one of the City's main arterial roads. It faces problems of insufficient off-street parking, often leading to congested residential streets, accidents, pollution and noise to shoppers. There is little available space for new facilities, parking, landscaping or pedestrianisation (see policy S7). Basic improvements could come about through opportunities arising as part of planning applications; shop improvement schemes could possibly be financed from regeneration budgets. Car parking may be provided if cleared sites become available, even on a temporary basis.

19.85 The Doxford Park Shopping Centre was originally built in the 1970's to serve the new township. It was comprehensively redeveloped during 1996, providing a new supermarket, 13 smaller units, a petrol filling station and additional car parking.

### New Shopping

SA15 THE COUNCIL WILL SUPPORT THE DEVELOPMENT OF SHOPPING FACILITIES AT HEDWORTH TERRACE, EAST END.

(S5)

19.86 A development brief has been prepared for this site which is adjacent to the Eastern Relief Route. Outline planning permission for the development of a small food supermarket was granted in March 1994. The site is well located to serve the East End and north Hendon areas of the City which have low levels of car ownership and which the Shopping Policy Review (1988) identified as suffering from convenience service deficiency. The addition of a small supermarket in the area capable of providing a range of services and goods to meet mainly local needs could assist the process of urban regeneration. It is anticipated that the main building will have a gross floor area of 930 sqm (10,000 sq.ft) with ancillary car parking. When developed, the City Council will seek to retain it as a local shopping facility, resisting any proposed changes of use which would be detrimental to that role.

## COMMUNITY FACILITIES

### Education

SA16 LAND IS ALLOCATED AT THE FOLLOWING LOCATIONS FOR EDUCATIONAL PURPOSES:-

- (1) PENNYWELL - LAND WITHIN COMPREHENSIVE SCHOOL CAMPUS (7.6 HA.);
  - (2) FORD ESTATE - HYLTON ROAD PLAYING FIELDS (3.4HA.);
  - (3) GRANGETOWN - SPELTERWORKS ROAD (GROUNDS OF THE EXISTING PRIMARY SCHOOL) (2.0 HA.);
  - (4) RYHOPE - THE FORMER RYHOPE SCHOOL NORTH BLOCK, STOCKTON ROAD (5.4 HA.);
  - (5) DOXFORD PARK - CHAPELGARTH (SOUTH OF MOORSIDE AND HALL FARM ROADS) (2.0HA.).
- (CF5, CF8)

19.87 Several schools in Sunderland South are housed either in inadequate premises or are under pressure from increasing school rolls. The schools the subject of this proposal are considered to be the most important priorities in the Plan period, taking into account foreseen finance. However, Barnes Infant and Junior Schools, both over 90 years old, may subsequently be considered for longer term replacement, though it would be premature to include any specific proposals in the UDP. The role of certain schools in serving wider community needs will also be considered, e.g. Valley Road (Hendon) Infant and Junior Schools and South Hylton Primary School (where planning permission has recently been granted for a community room).

19.88 *Pennywell* - Serving the Pennywell community, Quarry View School is situated on the extreme northern edge of its catchment area. Though relatively modern, its premises have a maintenance problem. A more central location with better overall accessibility (particularly on foot - the area having a very low level of private car ownership) is needed, which can be provided by a site within the Pennywell Comprehensive School campus. Proposed housing development will place the school accommodation under increasing pressure. Relocation will enable the present site at St. Luke's Road to be redeveloped for housing along with adjoining land to the west

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(SA9(3)). Replacement is not in the Education Committee's current programme and timing is therefore dependent upon interest from private housebuilders in developing the Quarry View site. The new school is expected to be funded from capital receipts on the sale of the housing site.

19.89 **Pallion** - Pallion Primary School, built in 1907, is already operating above its theoretical capacity and is facing problems of inadequate accommodation for increasing pupil numbers. The school is also poorly located on the periphery of its catchment which results in considerable journeys by some pupils. Due to the dense nature of the built-up area the only possible site for its re-location is within the Hylton Road Playing Fields. The City's Education Committee has recently agreed that the school is top priority and design work is proceeding. It is planned that the existing school building will be demolished and the site laid out as a pocket park (SA27(3)). Although the new school will occupy a significant portion (up to 50%) of the Hylton Road site, some of the existing playing fields will remain for continuing public use; consideration is being given to possibilities for incorporating local community recreation facilities within the overall school design, allowing for dual use.

19.90 **Grangetown** - The Grangetown Primary School at Spelterworks Road was erected in 1905. Part of the school has been demolished leaving the present building, which because of its age is an increasing maintenance liability and a priority for replacement. A replacement school will be built on the site, most of the existing playing fields to the south being retained for the use of the new school; the remainder is required for relocation of the railway line, to aid construction of the Southern Radial Route (SA50(5)).

19.91 **Ryhope** - The two church schools in the Ryhope area (St. Patrick's RC and Ryhope C. of E.) are housed in buildings erected before 1919, which no longer meet modern requirements, and whose maintenance costs are continually increasing. It is proposed that they will be replaced within the site of the former Ryhope School North Block, Stockton Road, possibly sharing playing fields. This site is currently leased to an Employment Training Scheme, which will continue to occupy the former secondary school buildings and part of the grounds.

19.92 Replacement of the Church of England school is high in the Diocesan Education Authority's priorities, but as yet there is no indication of when funding might be available. This may depend upon the type of redevelopment that might be realised on the existing C of E School site adjacent to Ryhope Street.

19.93 **Doxford Park** - The allocation of land for nearly 900 dwellings in the area to the south/ south east of Doxford Park (SA9(20)) will result in the need for additional school spaces. The two primary schools in the area are at or close to their design capacity, being assisted by temporary mobile accommodation, which is currently being replaced. Proposal SA16(5) will cater for both the demands generated by the new housing, and help cater for any growth in the existing population. The provision of a new school will be subject to a further review and consultation as the effects of the growing new population become apparent. It will be funded by grants from Central Government, but may be assisted by capital receipts from the new housing or a contribution from developers, if required in advance of Government funding. Timing of the new school will also depend on the rate of new house construction. A site of some 2 ha. has been reserved, which will be detailed in the Master Plan for the overall housing and community development (see aerial photograph, SA20(3)).

SA17 THE THORNHILL URBAN NATURE RESERVE WILL BE RETAINED AND MANAGED AS A NATURE CONSERVATION SITE AND EDUCATIONAL/LEISURE FACILITY.
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(CF5, CF8)

19.94 Work on the Nature Park/ Reserve (0.9 ha) started in 1991 and was substantially completed during 1995/6. It is on Education Committee owned land between three schools; Thornhill, Barbara Priestman and St. Mary's Roman Catholic School. However it is fenced off and separate from the adjacent schools. Consequently it has become a vacant, semi-wild site, which provides the basis of its nature conservation interest. It occupies a prominent position with the land rising steeply to the south. The Education Department will retain part of the more even land at the top of the slope for the development of playing fields for use by St. Anthony's Roman Catholic Secondary School.

19.95 The nature park is primarily for use by the pupils of the neighbouring schools. As such it acts as an educational and leisure facility, whilst improving the environmental quality of the area. Works carried out include the creation of a circular footpath, the sowing of a wildflower meadow and the planting of some 1,000 trees. The site is managed for the City Council and the Durham Wildlife Trust by volunteers from the Sunderland Wildlife Group.

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### Health

SA18 PROPOSALS FOR THE FURTHER REDEVELOPMENT OF SUNDERLAND ROYAL HOSPITAL WILL NORMALLY BE APPROVED PROVIDED ADEQUATE ON-SITE PARKING AND SERVICING PROVISION IS MADE. ANY ADDITIONAL BUILDINGS WILL NEED TO BE DESIGNED SO AS NOT TO BE VISUALLY OVERBEARING OR OTHERWISE ADVERSELY AFFECT THE AMENITY AND PRIVACY OF SURROUNDING RESIDENTS.

(CF9, CF10)

19.96 City Hospitals Sunderland, as part of their review of hospital provision, plan to rationalise facilities at the Sunderland Royal Hospital, reducing the number of beds from 700 to 679 (CF9, para. 7.48). Redevelopment is on-going and is expected to be complete by the end of 1998. A new block is to be constructed in the centre of the site, north of where the Chester Road block stands at present, and most existing buildings on the Chester Road and Kayll Road frontages will be demolished and replaced by car parking. Increased car parking and improved servicing to accommodate visitors and patients will reduce the problem of on-street parking which occurs in the streets around the hospital (SA53).

19.97 The design of the scheme should ensure that new development or extensions to existing buildings harmonise with the surrounding area, taking into account the amenities of adjoining properties. Careful attention must be paid to the scale of development in relation to existing buildings, to massing and to the layout of the site (see B2).

SA19 LAND IS ALLOCATED FOR HEALTH FACILITIES AT:

- (1) RYHOPE GENERAL HOSPITAL, FOR A COMMUNITY/DAY HOSPITAL (2.7 HA);
- (2) CHERRY KNOWLE HOSPITAL (SOUTH), FOR A 200-BED PSYCHIATRIC REHABILITATION HOSPITAL (8.6 HA).

(CF9)

19.98 Existing health care facilities at Ryhope General and Cherry Knowle Hospitals are largely housed in 19th and early- to mid- 20th century buildings spread over a large site. The long-term plans of the NHS trusts managing them are to redevelop the facilities on smaller sites and dispose of the surplus land (SA9). This forms part of the overall health strategy outlined in policy CF9.

19.99 Both sites occupy land already used for health care purposes. The boundaries have been determined in consultation with the NHS trusts and include the more modern buildings which they wish to retain. Acute services from Ryhope General are expected to be re-located to Sunderland Royal by the end of 1998; the new community/day hospital will incorporate the 'H' block and Wellfield Clinic. Health Service retraction from Cherry Knowle will, it is understood, be phased over a number of years; the new 200-bed psychiatric rehabilitation hospital is expected to be fully operational towards the end of the decade or early into the next century. Existing buildings at the southern end of the site where investment in improved facilities has only recently been made, notably the Poplars wards, are likely to be retained to form the nucleus of the new hospital. Redevelopment, particularly within Cherry Knowle, will be expected to retain as much as possible of the attractive landscape features and trees on site, as shown in fig. 19.3.

19.100 The existing hospitals are a well-established feature of the local community and provide accessible employment opportunities for residents of Ryhope. The entrance to the new Cherry Knowle Hospital will be from the first phase of the proposed Doxford Park - Ryhope Link Road; it will therefore have direct access to the strategic route network via the Southern Radial Route and eventually, via the remainder of the Link Road, access will also be improved from the west and north-west. A contribution to funding of the first phase of the Link Road (SA52(2)) is likely to be required from the NHS trust(s).

### Other Community Facilities

19.101 During preparation of the Plan several community interests made enquiries after land for various uses including a place of worship/ community centre for Sikhs, an ecumenical church to serve the Moorside area, a market garden and outdoor recreation area for Hendon, and a new TA centre south of the River Wear for the TAVR. Specific sites have yet to be agreed, thus they may be brought forward on an ad hoc basis during the Plan period. Nevertheless, possibilities exist within the following proposals and others described earlier (see SA6, para. 19.53).

SA20 LAND IS ALLOCATED AT THE FOLLOWING LOCATIONS FOR THE PROVISION OF COMMUNITY FACILITIES:

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- (1) FORDFIELD ROAD (0.9 HA.);  
(2) CHERRY KNOWLE (0.5 HA.);  
(3) CHAPELGARTH (0.5 HA.).  
(CF11)

19.102 **Fordfield Road** - A need has been identified for a youth and community facility to cover Ford, Pennywell, South Hylton and Grindon, areas of multiple deprivation. The site, at the former Ford Adventure Playground on Fordfield Road, is considered to be the most accessible available. Future development is dependent upon the availability of finance.

19.103 **Cherry Knowle** - The Master Plan for the Cherry Knowle/Ryhope General housing development (SA9(13-17)) will include an area for community facilities in the form of a general community hall, local shops and a public house. This will be centrally located convenient to both local road access and pedestrian routes (see aerial photograph, fig. 19.3).

19.104 **Chapelgarth** - Similarly, the Master Plan for the Chapelgarth housing development (SA9, aerial photograph) will include an area for community facilities adjoining the reserved school site near the main estate access road (para. 19.93). It could include a small meeting hall related to a possible ecumenical church, small shops serving basic local needs, and a public house.

19.105 Facilities for both housing locations will be expected to be provided largely by the private sector as the housing develops. Whilst the general size of the areas for these facilities is indicated in the policy, this is open to negotiation, having regard to the detailed design of the housing schemes and economic viability. They are likely to be the subject of a legal agreement with the Council.

SA21 0.2HA. IS ALLOCATED ADJACENT TO THE SILKSWORTH BRANCH LIBRARY FOR ITS FUTURE EXTENSION.  
(CF11)

19.106 This Library is very well used at present, with some sections being particularly cramped. An extension will allow for the improvement of the existing services, as well as the possible introduction of new ones, such as a record and video library. The vacant land adjacent to the existing library is considered to be of a suitable size to cater for expansion requirements. Currently funding is not available, but the site will be reserved to allow the possibility of longer term development.

### Cemeteries

SA22 LAND IS ALLOCATED ADJACENT TO THE FOLLOWING CEMETERIES FOR THEIR FUTURE EXTENSION:-  
(1) SUNDERLAND CEMETERY, GRANGETOWN (2.5 HA);  
(2) RYHOPE CEMETERY (1.0 HA).  
(CF1)

19.107 Sunderland (Grangetown) Cemetery has capacity for approximately another 25 years' interments; Ryhope Cemetery has space for approximately a further 8 years. To ensure that the operational requirements of these facilities can continue to be met, additional land for their long term expansion is reserved.

19.108 Both sites are Council owned. The site at Grangetown, though currently farmland, has been held for cemetery expansion for some time. The Ryhope site will occupy the disused rugby pitches associated with the former Ryhope Secondary School; this proposal will enable expansion without encroaching on the Meadow Park football ground which had previously been held for the cemetery's extension. Each site will be brought into use as and when required (see fig. 19.3).

## LEISURE AND RECREATION

### Regional Recreational and Cultural Facilities

SA23 THE FOLLOWING AREAS AND FACILITIES WILL BE FURTHER DEVELOPED AND PROMOTED AS REGIONAL RECREATIONAL RESOURCES:-  
(1) CLAXHEUGH PARK AND WATERSPORTS BASE (7.0HA);  
(2) RYHOPE GOLF COURSE (42HA);

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(3) SILKSWORTH SPORTS COMPLEX (56HA): TO INCLUDE NEW SWIMMING POOL; MEASURES COULD INCLUDE IMPROVED CAR PARKING AND SERVICING, SIGNING, SECURITY, APPROPRIATE NEW BUILDINGS AND LANDSCAPING.

(L3, L12, L13)

19.109 **Claxheugh** - At present the South Hylton Rowing Club and the Sunderland Sea Scouts use the pontoon moorings at Claxheugh. This Proposal develops Policy L12 which aims to promote the riverside's recreational and tourist potential. The proposed second road into South Hylton (SA50(1)) will make the area more accessible to the public, as will a Metro Station if this possibility is pursued (SA42). Car parks have already been laid out but these are at present unused and somewhat neglected. The Council's Education and Community Services Department has prepared a Watersports Strategy, which emphasises Claxheugh's importance in this respect.

19.110 Access to much of the riverside in the urban area of Sunderland is restricted due to the operational needs of industry. Claxheugh provides an opportunity for further development as a pleasant outdoor recreational resource that will serve the needs of the urban population. However care needs to be taken to ensure that its development and use do not have any adverse effects on the nearby SSSI at Claxheugh Rock.

19.111 **Ryhope** - The City Council has reclaimed the former Ryhope Colliery for playing fields, amenity open space and an 18-hole golf course with club house and car park. It is the only course in Sunderland South; it is a municipal course which was recently extended to 18-holes due to the success of the original 9-hole development. The Council's Education and Community Services Department will be promoting it for general use and competitions.

19.112 **Silksworth** - The Silksworth Sports Complex has been a very successful venture and its regional importance has increased with the addition of new facilities such as the Puma Indoor Tennis Centre and a substantial up-grading of the ski-slope and its facilities. Access for the disabled to many facilities is currently being phased in to assist the popularity of the complex.

19.113 It is also intended that provision will be made for additional sports facilities by incorporating 4 ha. of land east of Silksworth Lane to meet local deficiencies. A need has been identified for a new swimming pool to serve the southern periphery of Sunderland; the Complex would be a suitable location for this, as management could be integrated with that of the existing facilities (Open Space Recreation Report, 1994). The North Moor Court area is an alternative location worthy of consideration should development within the Sports Complex not prove feasible (SA6(1)). The Complex's importance could be further increased with the potential addition of a (private sector) hotel, improved spectator facilities and other specialist leisure uses.

19.114 The retention and continued development of the Ryhope and Silksworth recreation areas for largely outdoor sports will help retain the open break between settlements (see CN6), with landscaping and suitable design and location of new buildings helping reinforce this break.

### Sport & Recreation

SA24 LAND IS ALLOCATED FOR NEW OUTDOOR SPORTS FACILITIES IN THE FOLLOWING LOCATIONS:-

- (1) WEST OF TAY ROAD/BARNES PARK EXTENSION (15.5 HA);
- (2) THE FORMER BROADWAY SCHOOL PLAYING FIELDS (4.3 HA);
- (3) RYHOPE NORTH BLOCK SITE (PART OF ALL-WEATHER PITCH) (1.1HA);
- (4) HALL FARM, DOXFORD PARK (3.4 HA);
- (5) SOUTH AND WEST OF CHAPELGARTH (10.4 HA).

(L4)

19.115 Sunderland South is deficient in playing field facilities particularly in the inner urban area, needing an extra 38.5 hectares to achieve the current desired minimum standard of provision (1 ha. per 1000 population). The main shortfall is in the two open space zones covering the City Centre/ Hendon/ Millfield which have few existing playing field facilities and little potential for new ones; only the zone covering Ryhope meets the suggested standard, the remaining four having between 60% and 100% of the standard (see fig. 8.1). The proposal will help remedy some 35 ha. of the overall deficiency. With the addition of the Silksworth extension (SA23(3)) and pitches in the East End (SA26), the total area proposed for new outdoor sports facilities in Sunderland South is some 43 ha.

19.116 Site 1 is proposed for a pitch and putt course, an important first step in taking up golf. It will provide a beneficial use, maintaining an open break between Grindon and Thorney Close (CN6), which also acts as a wildlife corridor (CN23). Footpaths and tree planting will link it with amenity space proposed around Hastings

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Hill and, on the opposite side of the A19, the Herrington Country Park. Sites 2 to 5 are all in areas deficient in playing fields. Although they are peripheral to the areas of greatest need, the existing developed area restricts opportunities for provision closer to potential users. Site 3 will allow for the continued development of the Ryhope C.A. Football Club's Meadow Park ground, providing an extra pitch for use by junior teams as well as securing access to the site, which is presently landlocked.

19.117 The proposal will help cater for the demand for playing fields and sports facilities not only in the South area but in the City as a whole. Most of the provision above is within the southern periphery of the City where existing or potential amenity open space is more abundant. Management of the new pitches may allow usage to also satisfy inner areas where it is not possible to make provision. The specific type of pitch or facility will be determined by the Council's Leisure Committee related to Sports Council and other guidance. All these sites will have appropriate public access, parking provision and, eventually, changing accommodation, but the pace of development will depend on the availability of resources.

**Table 19.3 Sites for Outdoor Sports and Recreation (SA24)**

<b>Name (Area)</b>	<b>Proposed Facilities</b>	<b>Implementation</b>
(1) West of Tay Road/ Barnes Park extension (15.5 ha)	Pitch and Putt/ Cricket area	Probable public development, when funds allow. Access off Tay Road. Design to take account of strategic multi-user route and route of mediaeval Salters' Way (SA48(3)). Planting should complement the Great North Forest.
(2) Former Broadway School (4.3 ha)	Facilities to enhance playing fields/cricket area.	City Council from Leisure budget.
(3) Ryhope North Block Site (Part of All-Weather Pitch) (1.1ha)	Football pitch /car parking.	Ryhope C.A. Football Club to incorporate into its existing Meadow Park ground.
(4) Hall Farm, Doxford Park (3.4 ha)	Tennis courts and/or bowling greens, possibly in formal park type setting.	City Council, when funds allow.
(5) South and West of Chapelgarth, Doxford Park (10.4 ha)	Playing fields particularly football pitches and cricket square. Allotment leisure gardens (1.3ha) to be incorporated. Included in Chapelgarth Master Plan, the overall layout with amenity access will form a 'Local Park'.	Planning agreement opportunity from housing development or provided from capital receipts on housing sites. Development of facilities may be phased: area laid out initially as amenity open space, pitches/changing rooms to be provided incrementally.

SA25 THE FOLLOWING LAND ASSOCIATED WITH THE PALLION CRANEBUILDING SITE (GROVE EUROPE LTD.) WILL BE PROTECTED AS OPEN SPACE:

- (1) 1.0 HA. OF LAND AT THE WEST END OF THE CRANE TESTING AREA WILL FORM A FENCED SAFETY ZONE;
- (2) THE SPORTS GROUND WILL BE RETAINED AS SUCH, UNLESS REQUIRED FOR INDUSTRIAL DEVELOPMENT BY THE ADJOINING CRANEMAKERS FOR ITS OWN PURPOSES.

(L1)



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19.118 A crane-testing safety zone has been demarcated on land to the west of Grove Europe's site boundary, within the company's ownership. This involves construction of a new boundary enclosure and deletion of the land from the Green Belt. The proposal is more fully explained in SA37. Whilst the land will not be accessible to the public, its open, green nature, whereby it forms part of the setting to Claxheugh Rock SSSI, notably in views from the riverside, will be maintained as a condition of planning permission for incorporation of the land into the industrial site. The land will purely be held for the purposes of public safety in the event of a crane under test collapsing or falling over. Built development will not be allowed.

19.119 The playing fields at Pallion, comprising football and cricket grounds and associated facilities, are privately owned by the adjacent crane manufacturers and are intended for use by employees. The facility is a major playing field site identified in the Council's Open Space Recreation Report. In order for the company - one of the City's most important employers - to remain competitive, the Council acknowledged that development might be necessary in the interests of the business. Planning permission was granted in 1996 for the creation of a central car park on the sports ground, replacing parking provision dispersed throughout the complex. The fields were to be retained for sports use until the permission was implemented. Closure of this factory announced in September 1998 makes the future of these playing fields uncertain but provides increased opportunity to secure their retention. Part of the site along the southern boundary may be slightly affected by the proposed route of the Metro (SA42).

SA26 THE TOWN MOOR AND LAND IN THE ADJACENT FORMER RAILWAY SIDINGS IS ALLOCATED FOR THE PROVISION OF A SPORTS COMPLEX AND IMPROVED AMENITY OPEN SPACE.

(L1)

19.120 The East End is physically remote from Sunderland's major open spaces such as Barnes Park, Silksworth Sports Complex and Tunstall Hills. It is also a residential area of multiple deprivation which is in the process of a major upgrading initiative by the City Council and Home Housing. The area is identified as being deficient in all forms of open space, which should be remedied as a priority (see table 8.2). As part of the redevelopment of the former British Rail sidings, provision is to be made for three additional sports pitches (including one all-weather pitch). These will make a significant contribution to the overall shortfall in this area and will be carefully sited so as to consolidate and enhance the existing open space at the Town Moor. Changing facilities could be provided within the adjacent Community Centre.

19.121 In addition to these pitches the Town Moor, a somewhat degraded area of common land, will incorporate 3.5 ha. to the west of The Quadrant and generally be upgraded to neighbourhood park status. Detailed requirements will be determined in consultation with the local community. Improvements could include a satellite play area for children and a nature garden. Closure of The Quadrant through traffic to better link the parts of the proposed park could also be investigated; this may be assisted when provision of a new southern access to the Port is made (SA50(3)). The proposed closure of the St John and St Patrick Ecumenical Primary School opens the potential for the community use of its playing fields.

### Amenity Open Space

SA27 IMPROVEMENTS IN THE LEVEL OF PROVISION AND QUALITY OF AMENITY OPEN SPACE WILL BE MADE IN THE LOCATIONS SHOWN BELOW:

- (1) EAST OF SOUTH HYLTON DENE (4.52HA);
- (2) FORMER PALLION SCHOOL (0.6HA);
- (3) FORMER DIAMOND HALL SCHOOL, MILLFIELD (0.5HA);
- (4) LAND WEST OF RE-ALIGNED GRANGETOWN RAILWAY (0.7HA);
- (5) SOUTH OF REGENT ROAD AND WEST OF SEA VIEW, RYHOPE (3.7 HA);
- (6) NORTH AND SOUTH OF BURDON LANE (MILL HILL, RYHOPE) (7.4 HA);
- (7) REAR OF PEMBROKE AVENUE (MILL HILL, TUNSTALL) (3.8HA);
- (8) HASTINGS HILL (11.7 HA);

EXISTING AMENITY SPACE AT THE FOLLOWING LOCATIONS WILL BE UPGRADED:

- (9) SOUTH HYLTON PLAYING FIELDS (3.9 HA);
- (10) COMMERCIAL ROAD/ MAINSFORTH TERRACE, HENDON (0.5 HA);
- (11) HENDON CLIFFS (12.8 HA);
- (12) IVOR STREET (0.7 HA.);
- (13) BLAKENEY WOODS AND CHAPELGARTH TREE BELTS, DOXFORD PARK (14.2 HA);
- (14) PRINCETOWN TERRACE, NORTH MOOR (2.2 HA.)

(L5)

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19.122 This proposal seeks to substantially enhance the provision of amenity space in areas of deficiency and improve the quality of several existing sites. Some 33 ha of new open space is proposed in the form of 11.7 ha local, 19.4 ha neighbourhood, 1.8 ha pocket parks, which will remedy deficiencies in types of open space in most locations.

19.123 The District Open Spaces at Silksworth, Tunstall Hills and Barnes Park (east and west) ensure that there are such spaces (of not less than 30 hectares) within 2.5 km of every dwelling within Sunderland South, with the exception of Hendon, where increased emphasis on quality will be needed rather than quantity to ensure adequate provision. There are deficiencies in 'local' and/or 'neighbourhood' provision in the East End, Hendon, Grangetown, Ryhope, Silksworth, Doxford Park, Grindon, Pennywell, Pallion and Millfield which this proposal seeks to ameliorate. Shortfalls in the Pallion/ Millfield area are difficult to overcome because of a lack of sizeable and suitably located vacant or derelict sites.

19.124 Further opportunities for the provision of major new open spaces within existing housing areas are unlikely to arise. Here, therefore the emphasis will be on improvements in the quality of existing facilities to encourage more intensive use.

19.125 Funding will be through various sources including the Council's capital budget, grant from the Sports Council where appropriate, also Land Reclamation Programme funding and contributions by developers of adjacent housing land.

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**Table 19.4: Sites for Amenity Open Space (SA27)**

<b>Name (Area)</b>	<b>Proposed Facilities</b>	<b>Implementation</b>
(1) East of South Hylton Dene (4.5 ha)	New neighbourhood park providing buffer separating South Hylton Pasture SSSI and South Hylton Dene SNCI from proposed housing site (SA9(3)). Possible future extension to include farmsteading at Low Ford if agricultural use ceases.	Planning agreement opportunity from adjacent housing development.
(2) Former Pallion School (0.6ha)	Pocket park (including satellite play area (SA30(9)) serving Pallion. In area deficient in all kinds of open space.	Dependent upon re-location of school (SA16(2)). Possible funding from Land Reclamation Programme/ inner city initiatives.
(3) Former Diamond Hall School, Millfield (0.5 ha)	Pocket park including satellite play area (SA30(11)).	Currently being implemented using Derelict Land Grant.
(4) West of Grangetown Railway (0.7ha)	Land will be available due to diversion of railway, which will separate it from school (SA16(3)). Will form an accessible adjunct to housing in an area of deficiency. Part may ultimately be required for a new railway station (SA43(1)).	To be laid out as part of Southern Radial scheme (SA50(5)).
(5) South of Regent Road/ West of Sea View, Ryhope (3.7 ha)	Neighbourhood amenity open space (site area also includes allocation for allotments: see SA31(1)). Would act as a 'buffer' between proposed industrial site (SA4(2)) and housing.	Planning agreement opportunity from South Ryhope Industrial Estate. Detailed plans for the layout of the open space will be drawn up in consultation with local residents.
(6) North and South of Burdon Lane (7.4 ha)	New local park associated with proposed housing at Cherry Knowle and on edge of urban area at Rushford (SA9(15) & (17)). Possibly to include a small allotment site. Land is prominent, unsuitable for housing. It will be separated from agricultural area to west by the new link road (SA52(2)).	Planning agreement opportunity from adjacent housing development.
(7) Pembroke Avenue (3.8 ha)	New neighbourhood park making use of settlement break between Silksworth and Doxford Park. Remedies neighbourhood deficiency in Silksworth/ Doxford Park. Includes the panoramic viewpoint of Mill Hill. Could be considered for tree planting linked to Great North Forest.	Possible assistance through GNF/ Countryside Commission.
(8) Hastings Hill (11.7 ha)	New local park linking Grindon Hill to Herrington Country Park, providing an open space corridor from Barnes Park to Herrington Burn. Remedies local deficiency in Grindon. Southern edge to be planted up as part of the Great North Forest linking with Proposal SA24(1).	City Council funds when available, with other assistance where possible.

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(9) South Hylton Playing Fields (3.9 ha)	Site of disused reservoir to be added to existing playing fields with improvements to facilities and landscaping. Satellite play area for children (SA30(2)).	City Council funds when available, with other assistance where possible.
(10) Commercial Road/Mainsforth Terrace (0.5 ha)	Pocket park associated with the improvement of Commercial Road (part of Southern Radial Route). Contributes to open space provision in the densely developed east-central part of Hendon, much of which is proposed as a housing improvement area (SA12(3)).	Partially complete. Further work to be carried out as part of Southern Radial scheme (SA50(5)).
(11) Hendon Cliffs (12.8 ha)	Upgrading to local park status to serve Hendon. "Wild" landscaping; upgrading of footpaths, picnic facilities and access.	May be considered as part of area-based initiative for Hendon/East End.
(12) Ivor Street, Grangetown (0.7ha)	Landscaped Amenity Space.	To be laid out as part of Southern Radial scheme (SA50(5)).
(13) Blakeney Woods/Chapelgarth tree belts (14.2 ha)	Woodland areas requiring active management as part of a network of open spaces serving the Doxford Park area, particularly new housing proposals (SA9(20)).	Planning agreement opportunity from adjacent housing development. To be improved by Council's Countryside Team.
(14) Princetown Terrace, North Moor (2.2ha)	Upgrading to neighbourhood park status to serve North Moor/Plains Farm area.	Possible funding by Council's capital budget, or planning obligation upon development of nearby open land (see SA6(1)).

SA28 THE TUNSTALL HILLS WILL BE RETAINED AND PROTECTED FOR PUBLIC RECREATION. IMPROVEMENTS WILL BE MADE TO:

- (i) ACCESS FOR THE DISABLED AND THOSE WITH PUSHCHAIRS, ETC.;
- (ii) INTERPRETATION FACILITIES;
- (iii) CAR PARKING.

IN IMPLEMENTING THIS PROPOSAL, ACCOUNT WILL BE TAKEN OF THE NEED TO PROTECT THE S.S.S.I. AND PROPOSED LOCAL NATURE RESERVE FROM OVERUSE AND INAPPROPRIATE PUBLIC ACCESS.

(L5, CN6, CN18-23)

19.126 The Tunstall Hills are a prominent feature of south Sunderland; they are of nature conservation interest for their geology, their magnesian limestone flora and fauna and provide a valuable recreational open space for residents of surrounding areas, affording panoramic views of much of the City. The proposal covers the Hills themselves and parts of the lower lying valleys to the south and east. The land is almost wholly owned by the City Council, accommodating a number of leisure/ recreational land uses. The SSSI, which provides the focus for a potential Local Nature Reserve (SA40), covers Maiden Paps, land on the south slopes of the Hills and the disused quarry north of the former mineral railway line; part of this site is in private ownership. South-east of Maiden Paps adjacent to the SSSI there are Council-owned football pitches to which the public has access. It is not proposed that there should be any major improvements to the football pitches but there may be some minor up-grading of the changing rooms, which lie just north of the pitches with vehicular access from Leechmere Road.

19.127 An informal system of tracks and paths is used by the public to gain access to the Hills. An existing public right of way runs from Toll Bar Road to Tunstall Road along the edge of Maiden Paps. The City Council, responsible for maintaining public rights of way, will seek to improve access for people with disabilities and those with pushchairs. Limited but controlled car parking, along with interpretative material, would also need to be provided, with possible access from Leechmere or Toll Bar Roads to the east and Tunstall Hope Road to the west. Improvements to access and public recreation facilities at Tunstall Hills must be designed in such a way as to protect amenity, especially those important natural features of the Hills.

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19.128 The Hills are an existing well-used recreational area for walking as well as sports use, containing sensitive sites of nature conservation interest and potential archaeological importance. The whole, with Ryhope Golf Course, forms part of an open break between Ryhope/ Tunstall Village and the inner areas of Sunderland which the Council seeks to protect (see CN6)

19.129 The management and improvement of the SSSI/ Local Nature Reserve will be undertaken and financed by the City's Countryside Management Team using volunteers. Other funds are available from English Nature for conservation purposes and from the Countryside Commission for improvements to public access and interpretative facilities.

SA29 AN 'URBAN COUNTRY PARK' (47 HA.), INCLUDING FACILITIES FOR INFORMAL RECREATION, WILL BE DEVELOPED EAST OF FARRINGDON AND SOUTH OF GILLEY LAW.

(L5, L10)

19.130 This land is currently unused, but open to the public and criss-crossed by informal footpaths. In order to improve the level of open space provision in this area and to safeguard it from residential pressures an 'urban country park', 'District' in scale, is proposed which would meet local needs but also provide an attraction for a wider catchment area. Facilities for informal recreation, such as picnic areas and nature trails, would complement the more formal provision for sports and leisure at Silksworth.

19.131 The park would help re-affirm the Council's policy of protecting the open break between Farringdon and Silksworth from development (see CN6). It would complement the proposed tree/ woodland belt scheme for the area (SA39(3)) and would incorporate a chain of linked open spaces on the south side of Silksworth Road forming a total open space of some 47 ha. These in turn would eventually lead to the woods and proposed open space/ playing field areas on the fringes of the Chapelgarth development (SA9(20)). The walled garden at Doxford Hall also falls within the park's wider boundary (SA36). The park would enable local footpath links to be created in line with the idea of circular walks, a number of footpaths having already been constructed (SA49). The opportunity exists for providing a setting for new works of public art. Design ideas for the park will need to take into consideration the proposed Farringdon By-pass (SA52(1)), which will run along its western edge, and ways of achieving pedestrian access from estates to the west.

19.132 Some planting has already been carried out with RECHAR funding. Other sources of finance will be used as they arise and, in the longer term, planting will be carried out as part of the Farringdon by-pass scheme. Land west of Silksworth Lane is Council-owned but incorporating the hillside to the east would need to be the subject of negotiation with the private owner.

### Children's Playspace

SA30 SITES FOR CHILDREN'S PLAY AREAS WILL BE PROVIDED AND MAINTAINED AT:

(1) SILKSWORTH SPORTS COMPLEX (DISTRICT PLAY AREA)

ALONG WITH SATELLITE PLAY AREAS IN THE FOLLOWING LOCALITIES:

- (2) SOUTH HYLTON PLAYING FIELDS;
- (3) PORTSMOUTH ROAD, PENNYWELL;
- (4) BARNES PARK EXTENSION, GRINDON LANE;
- (5) THORNDALE ROAD, THORNEY CLOSE;
- (6) PLAINS FARM NORTH;
- (7) THE BARNES;
- (8) HYLTON ROAD PLAYING FIELDS;
- (9) PALLION SCHOOL;
- (10) SUNDERLAND FORGE;
- (11) DIAMOND HALL;
- (12) MOWBRAY PARK;
- (13) TOWN MOOR, EAST END;
- (14) OSMAN TERRACE, HENDON;
- (15) BACKHOUSE PARK;
- (16) SOUTH HENDON;
- (17) HILLVIEW PLAYING FIELDS;
- (18) BLACK ROAD, RYHOPE;
- (19) COMRADES FIELD, SILKSWORTH;
- (20) DOXFORD PARK;
- (21) ALLENDALE ROAD, FARRINGDON;
- (22) HERRINGTON PARK.

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(L6)

19.133 The District play area at Silksworth Sports Complex offers a range of facilities for all age groups up to 16. This fulfils a strategic recreational role which is being enhanced with the provision of new facilities. The proposed satellite play areas complement the District Centre at Silksworth and will ensure that all children are within a 1 km radius (or 10 minute walking distance) from play facilities, in line with the City Council's Children's Play Space Strategy.

19.134 The provision of play sites and equipment in the City is a long term process, primarily because of cost. Three satellite play areas have already been completed at Backhouse, Barnes and Herrington Parks. The final locations of the other sites will be decided by the City Council in consultation with local communities.

### Allotments and Leisure Gardens

SA31 NEW ALLOTMENTS WILL BE PROVIDED AT:

- (1) SOUTH RYHOPE (1.5 HA);
- (2) WEST OF CHAPELGARTH (1.3 HA);

THE FOLLOWING EXISTING ALLOTMENT SITES WILL BE UPGRADED, TO INCLUDE IMPROVEMENTS TO ACCESS, FACILITIES AND LANDSCAPING, AS APPROPRIATE:

- (3) POTTERY LANE, SOUTH HYLTON;
- (4) RED MACHINE, SPRINGWELL;
- (5) CORPORATION ROAD (SOUTH), HENDON;
- (6) TUNSTALL HILLS (NORTH);
- (7) DRIFT INN, SILKSWORTH;
- (8) FEATHERBED LANE, RYHOPE.

(L8)

19.135 The proposal seeks to ensure the provision of an adequate supply of allotments of a high standard distributed throughout the area, to meet the needs of the population. The sites at Ryhope and Chapelgarth are envisaged to meet the demand from the existing population and the potential demand from residents of the new housing allocations; Ryhope also provides for the re-location of part of the existing Featherbed Lane allotments. New provision is based on information on the current waiting list and the application of the standard of 0.2 ha./1000 to expected new population (see Allotments Report 1980). They are linked to other leisure proposals SA27(5) and SA24(5) respectively and are expected to be implemented as part of a planning agreement from nearby development; specific areas for allotments will be identified within these sites when detailed plans for their layout are prepared. Some existing sites will be upgraded, with a higher quality of layout and landscaping, better access and parking arrangements; these are listed in the proposal ((3) to (8)). Improvements to the Featherbed Lane allotments remaining after the development of housing (SA9(11)) will be undertaken as part of an agreement with the housing developer.

### The Riverside

SA32 IMPROVED ACCESS TO, AND RECREATIONAL USE OF, THE RIVERSIDE WILL BE ENCOURAGED WHEREVER POSSIBLE, AND IN PARTICULAR AT SOUTH HYLTON/ CLAXHEUGH.

(L12)

19.136 With the changing pattern of location of industry the traditional role of the riverside is also changing. Industry continues to dominate the central section but a significant area at South Hylton/ Claxheugh has been reclaimed for recreational use. It is proposed that this will be further improved and made more accessible to adjoining residential areas (some of which are deficient in amenity open space provision) by new local footpath links. The River Wear Trail (SA49(1)) provides a strategic link along the riverside which will be retained and improved. Reclamation works in the area have created a recreational resource of regional quality. Vehicle access will be enhanced by the proposed South Hylton Access Road and a possible Metro station at Claxheugh.

19.137 As opportunities arise, improvements will be made to remaining derelict or untidy sites along the riverside. Some regrading of the river bank may be necessary to improve its stability and appearance.

19.138 Funding in the Claxheugh area will be associated with improvements to the watersports area, from the Council's budget for riverside trails (see SA23(1)).

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## ENVIRONMENTAL PROTECTION

### Coastal Zone

SA33 DEVELOPMENT WITHIN THE COASTAL ZONE WILL NORMALLY BE ALLOWED IN ACCORDANCE WITH POLICY EN13 IF:

- (1) IN THE AREA OF THE PORT, IT ACCORDS WITH PROPOSAL SA2 (PORT-RELATED DEVELOPMENTS AND ACTIVITIES) OR PROPOSAL SA41 (SEWAGE TREATMENT FACILITIES);
- (2) IN THE AREA OF HENDON CLIFFS TO RYHOPE DENE, IT ACCORDS WITH PROPOSAL SA27(11) (UP-GRADING OF AMENITY OPEN SPACE) OR IT ENHANCES THE USE OF THE AREA FOR INFORMAL RECREATION.

(EN13)

19.139 The Coastal Zone in Sunderland South is defined in accordance with Policy EN13 to reflect Government guidance in PPG20. It comprises the land contained within the Port of Sunderland boundary together with land to the south, as defined on the Proposals Map, lying east of the former Grangetown-South Dock railway and the existing Sunderland-Middlesbrough railway as far as the City boundary. The eastern boundary is the mean low water mark. Within this strip, two distinct stretches can be identified which have a coastal, rather than general urban, function. From the river mouth to Hendon the coastal zone is dominated by Port-related uses, together with the sewage treatment works to the south. From Hendon subway to Ryhope Dene it is largely open space, casual recreation land or in agricultural use. This pattern of uses will continue to be appropriate and is expected to remain largely unchanged, though the Plan contains proposals for up-grading the sewage treatment works and for improving the amenity open space/ recreational use at Hendon Cliffs; the Council also supports informal recreational use between Hendon and Ryhope Dene where compatible with agriculture. In the area south of Hendon cliffs, which are protected by a sea wall, built development close to the cliff edge would be highly inappropriate due to problems of land instability and erosion by the sea.

## BUILT ENVIRONMENT

### Improvements in Transport Corridors

SA34 THE CITY COUNCIL WILL UNDERTAKE A PROGRAMME OF ENVIRONMENTAL IMPROVEMENTS, INCLUDING TREE PLANTING, ALONG THE FOLLOWING TRANSPORT CORRIDORS:-

- (1) PALLION ROAD;
- (2) CHESTER ROAD (EWESLEY ROAD TO ST. MARK'S ROAD);
- (3) DURHAM ROAD/ NORTH MOOR LANE JUNCTION APPROACHES;
- (4) PREMIER ROAD TO TOLL BAR ROAD (ST. LUKE'S ROAD TO FORDFIELD ROAD, A690 TO TUNSTALL ROAD, AND TUNSTALL HILLS FRONTAGE).

(B1)

19.140 The continuing improvement in the City's environment not only helps to improve the quality of life for its residents, but also more widely enhances its image. Strategic Guidance emphasises that special attention should be given to transport corridors to assist in attracting inward investment and tourism.

19.141 As finance permits, the City Council will carry out environmental improvements along main transport corridors, ranging from soft landscaping to building improvements. The heavily trafficked arterial routes referred to above will have priority. They are main routes into the City and the locations for improvement generally offer potential for works, particularly on dual carriageway sections having central and side reservations, such as at Durham Road. The locations have also been chosen to complement attractive features, such as Tunstall Hills, or areas of urban regeneration such as Pallion Road and North Moor Lane. It is not intended to carry out improvements along the entire length of the corridors as many areas are already of a high standard or have been subject to previous works. Funding for improvements will be sought from regeneration initiatives.

### Conservation Areas

SA35 THE FOLLOWING AREAS WILL BE APPRAISED FOR DESIGNATION AS CONSERVATION AREAS:

- (1) HIGH BARNES - CHESTER ROAD;
- (2) THE CEDARS - RYHOPE ROAD;

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(3) BURDON VILLAGE.  
(B5)

19.142 These areas are considered worthy of investigation for possible designation as Conservation Areas, in accordance with Policy B5. They will be the subject of further study and involvement of the public in order to determine precise boundaries before the Council seeks their formal designation. Supplementary detailed guidance on control of development and enhancement of the areas may be produced for each area when designated.

19.143 **High Barnes** - This encompasses turn-of-the-century terraced houses featuring a wide range of typical house types within a small area. There are double fronted cottages, dormered cottages, and two storey houses many of which feature attractive timber or brick detailing. With the exception of an occasional insensitive window replacement, the area is unspoilt and the cottages, whilst not quite as simple as the original 'Millfield (or Sunderland) Cottage', are free from any intrusive modern roof extensions.

19.144 **The Cedars** - This area consists of large detached and semi-detached mansions which date from the mid-19th century, with other attractive terraces to the south (Cedars Park) being built circa 1880. Rowlandson Terrace is also worthy of inclusion; built in the early years of this century, it presents an appealing and uniform facade to the main road that warrants preservation. Properties on the north side of the proposed conservation area are enhanced by the setting of Backhouse Park, protected as open space under policy L7.

19.145 **Burdon Village** - The village dates from mediaeval times; the buildings about the Green today date mostly from the 1930's but the form of the old village is still discernible. Although comprising only 8 dwellings, with sundry farm buildings, the centrepiece of the Conservation Area would be the early 19th century Burdon Hall, a Grade II Listed Building, and its grounds. The County Archaeologist has also expressed an interest in the Village, which is identified as an area of potential interest on the SMR (see Glossary) and Proposals Map.

### Historic Park

SA36 DOXFORD PARK IS IDENTIFIED AS AN HISTORIC PARK. ITS CHARACTER AND SETTING WILL BE PROTECTED FROM ADVERSE IMPACT BY DEVELOPMENT.

(B18)

19.146 Centred on Doxford House (a Grade II\* listed building), the park contains many original features of the Victorian garden which require restoration. Its boundaries overlap with part of the proposed 'urban country park', its history adding to the potential of the latter for attracting visitors (SA29). Doxford Park already has protection from adverse development through its inclusion in the Silksworth Hall Conservation Area. It is currently being considered by English Heritage for inclusion on its Register of Historic Gardens which will give added emphasis to its protection and enhancement.

## COUNTRYSIDE AND NATURE CONSERVATION

### The Green Belt

SA37 A GREEN BELT WILL BE MAINTAINED IN THE FOLLOWING AREAS:

- (1) ALONG THE RIVER WEAR BETWEEN SOUTH HYLTON AND CLAXHEUGH ROCK;
  - (2) EAST OF THE A19 BETWEEN HASTINGS HILL AND DURHAM ROAD (A690);
  - (3) SOUTH OF BURDON LANE BETWEEN THE A19 AND THE RAILWAY LINE TO THE SOUTH OF RYHOPE.
- (CN2)

19.147 The proposed Green Belt will afford maximum protection to areas which are considered to be outside the logical boundaries to the built-up area, having regard to the existing form of development, topography, roads and natural features, and the desirability of preserving the distinct identity of settlements.

19.148 **South Hylton/ Claxheugh** - Land north of the former Penschaw-Pallion railway line in the vicinity of Claxheugh Rock was designated Green Belt in the Tyne and Wear Green Belt Local Plan, complementing similar land on the north bank of the River Wear. The proposed Green Belt includes this area but extends westwards along the open river bank to Hylton Bridge on the A19. The purpose of the Green Belt in this location is to prevent South Hylton from merging with Pallion as the gap between the two settlements has been eroded due to recent (and proposed) housing development. It will strengthen the protection given to the Claxheugh Rock SSSI



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and the Claxheugh Riverside SNCI, also assisting in preserving the openness of the Wear valley landscape which forms the setting for South Hylton, and entry to Sunderland town.

19.149 Since publication of the Draft Plan, a small area of Green Belt to the west of Pallion industrial estate has been deleted to allow the provision of a 'safety' zone adjacent to Grove Europe's existing site (see SA25(1)). In order to retain competitiveness in the world market, the forthcoming generation of cranes manufactured by the company will have considerably longer booms than the present range. During testing these would extend beyond the current perimeter fence, overhanging the public footpath which runs along the western edge of the compound. To ensure the safety of footpath users an area of land (1.0 ha.) will be fenced off where the booms could swing out. Whilst remaining open in nature this area will not form part of the Green Belt.

*19.150 The proposed boundary comprises:- palisade fence of Pallion industrial area; then following northern edge of proposed Metro line as far as rear fences of Estuary Way and northwards along these, thereafter along rear of bungalows on Claxheugh Road; dipping south into open space to north of allotments, following northern edge of track; north along fences of housing on Salisbury Street; westwards around edge of housing (including the proposed site at Sunnyside), following the edge of the escarpment to High Street; along the northern edge of road down to riverside and under A19 bridge.*

19.151 **Hastings Hill/ East Herrington** - This area forms an integral part of the rolling countryside of the A19 corridor. Much of the existing built-up area to the east is on or behind the skyline, thereby preserving the locality's rural atmosphere. The boundary principally follows the existing hard urban edge of housing, extending westwards across the A19 to New Herrington and Shiney Row (See detail below in para. 19.153). It was included in the Green Belt Local Plan after acceptance by the Inspectors at that Plan's public inquiry (1984) as being required to maintain the separation of the built-up area of Sunderland Town from Houghton-le-Spring. The open corridor between Sunderland and the Washington/ Houghton axis is very narrow in traditional Green Belt terms, particularly so at this point (½ - 1km). Keeping the area open therefore plays a very important role in preventing the sprawl of Sunderland towards coalescence with its neighbouring western settlements, principally West Herrington.

19.152 The northern part of the area is of importance as a local wildlife corridor having recreational/ conservation potential as part of a link between the proposed Herrington Country Park and Barnes Park (see SA48(3)). Green Belt designation will also protect the setting of the round barrow and ditch enclosure which are scheduled ancient monuments.

*19.153 The proposed boundary leads from A19 along amenity space to the rear garden fences to houses fronting Brockenhurst Drive to Glover Road; southwards along the eastern side of Salters Lane to Hillcrest; around the rear fences to Hillcrest and Hillview; around housing development at Middle Herrington Farm; following the northern/ eastern walls of The Park at East Herrington; northwards along the western boundary of West Park to Herrington Road; along the northern side of Herrington Road to A19.*

19.154 **South of Burdon Lane** - Comprising a broad swathe of rolling agricultural land, since 1965 this area has been subject to policies incorporated in the Durham County Development Plan and Sunderland Periphery Town Map to prevent the spread of urban development and ensure that the countryside is left open. A Green Belt around the southern periphery of Sunderland was considered when the Tyne and Wear Structure Plan was being considered but at that time it was thought (by the Panel) that formal Green Belt policies were inappropriate in this area as it was too narrow without complementary Green Belt in County Durham. It is now proposed that due to increasing development pressures, tending towards the coalescence of Seaham and Ryhope, the area warrants formal designation as Green Belt to preserve its open character and to ensure that adequate separation is maintained between neighbouring settlements. The eastern boundary will be formed principally by the line of the Doxford Park-Ryhope Link Road and the edge of the Cherry Knowle hospital site.

19.155 At present there is no corresponding Green Belt land on the Durham side of the City boundary though the County Council is examining the possibility of designation in accord with Regional Planning Guidance (for the Northern Region), which advises the County Council to consider designating a Green Belt to the south and west of the Sunderland City Council area.

19.156 Continuing on south of Ryhope, the proposed Green Belt is defined by the boundaries of existing and proposed development to provide long-term limits to Ryhope and maintain its separation from Seaham to the south. The boundary will be coterminous with the edge of the strategic industrial area at Ryhope.

*19.157 The proposed boundary comprises:- southern edge of Burdon Lane between A19 overbridge and intersection with proposed Doxford Park-Ryhope Link Road (approx. 400m from properties on Esdale); southwards along the western edge of proposed road to the boundary of Cherry Knowle redevelopment site;*

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around the perimeter of hospital site following hedgeline and field boundaries to Stockton Road (A1018); southwards along the top edge of the road cutting and eastwards along the southern edge of the proposed South Ryhope Industrial Estate (SA4(2)), then southwards along the western edge of the Durham coast railway line to the City boundary at Ryhope Dene.

## Views of the City

SA38 THE FOLLOWING VIEWS, WHICH ARE OF PARTICULAR IMPORTANCE, WILL BE PROTECTED AND, WHERE POSSIBLE, ENHANCED:

- (1) THE RIVER WEAR VALLEY FROM VARIOUS POINTS;
- (2) CITY CENTRE CHURCHES FROM TUNSTALL ROAD;
- (3) TUNSTALL HILLS FROM THE SILKSWORTH SPORTS COMPLEX AND THE SOUTH;
- (4) THE SOUTHERN COASTLINE AND SEA VIEWS FROM VARIOUS POINTS;
- (5) SUNDERLAND TOWN AND SOUTHERN COASTLINE FROM BURDON LANE;
- (6) PENSHAW MONUMENT FROM CHESTER ROAD.

(CN13)

19.158 In Sunderland South, the hilly nature of the southern and western periphery, coupled with the general fall in the land towards the Wear valley, allows long distance and panoramic views of the town, particularly looking north and eastwards. These views make a significant contribution to the image and environment of the City. It is important that they are not adversely affected or obscured by insensitive development, as explained in policy CN13. Those views proposed for protection, as described in Table 19.5, are of particular significance in relation to major natural features, aspects of the Cityscape and main transportation corridors. Their protection and enhancement will be pursued by the Council through the development control process.

**Table 19.5 : Views to be Protected and Enhanced (SA38)**

Location	Views to be protected/ enhanced	Reason for protection/ enhancement
(1) River Valley: (i) Claxheugh	North eastwards along river valley taking in the north bank.	View of 'Flagship' TWDC developments on Hylton riverside, and along river corridor, taking in the 'new' riverside.
(ii) Festival Park	Northwards and eastwards along river corridor.	Attractive view to bridges spanning river.
(iii) Panns Bank/ High Street East	Westwards along river corridor.	Attractive view to bridges spanning river, taking in enhanced areas of riverside.
	Eastwards to river mouth.	View to river mouth takes in new University development on north bank and the harbour entrance.
(2) City Centre churches from Tunstall Road	Northwards along road corridor.	Distinctive architectural forms of church spires can be distinguished. These make a significant and attractive contribution to the character of City skyline.
(3) Tunstall Hills from Silksworth Sports Complex and the South	Eastwards through settlement break; northwards from Paddock Lane.	The Hills are an important geological formation providing an attractive and distinctive 'green' backdrop within the settlement break at High Newport. The Hills are proposed for designation as a Local Nature Reserve; however, due to their importance as a feature in the local landscape, the land immediately surrounding the Hills (i.e. the attractive agricultural land and woodland to the west of Tunstall Hope Road) will be protected from any development which would adversely affect the setting of the Hills. Proposals will be assessed on the effect any development will have on the visual character of the area.
(4) Southern Coastline	Northwards and southwards from various footpaths between Hendon Cliffs and Ryhope Dene.	Attractive views across agricultural landscape contrast with dramatic coastline. Urban forms of City, north edge of Ryhope Village and Seaham can be distinguished.

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(5) Sunderland from Burdon Lane	Northwards from highest points on road, eastwards to North Sea and south to Burdon Village.	Panoramic views of the southern urban landscape, the sea and coast and the attractive rural area around Burdon Village. Characteristic and significant structures (e.g. Gilley Law flat blocks) can be determined, which contribute to distinctive urban form of the City.
(6) Penshaw Monument from Chester Road	Westward along road corridor.	Important monument (Grade I listed building). Particularly attractive when illuminated at night. Chester Road is one of the few vantage points in south Sunderland.

### Trees and Woodlands

SA39 THE CITY COUNCIL WILL ENCOURAGE AND UNDERTAKE A PROGRAMME OF INTENSIVE PLANTING OF TREE BELTS AND WOODLANDS, USING IN THE MAIN LOCALLY NATIVE SPECIES IN THE FOLLOWING LOCATIONS:-

- (1) FROM HASTINGS HILL VIA GRINDON HILL TO BARNES PARK (ETTRICK GROVE);
  - (2) FROM THE DOXFORD BUSINESS PARK TO THE COAST VIA GILLEY LAW, THE SILKSWORTH SPORTS COMPLEX AND THE RYHOPE GOLF COURSE;
  - (3) FROM FARRINGDON TO THE RYHOPE GOLF COURSE VIA THE GAP BETWEEN NEW SILKSWORTH AND DOXFORD PARK (EAST) AND BETWEEN TUNSTALL AND RYHOPE;
  - (4) FROM CHAPELGARTH AROUND THE SOUTHERN AND EASTERN EDGES OF DOXFORD PARK AND AROUND THE URBAN EDGE OF LAND BETWEEN RYHOPE (WEST) AND CHERRY KNOWLE HOSPITAL;
  - (5) AROUND THE PERIMETER OF THE RYHOPE STRATEGIC INDUSTRIAL SITE;
  - (6) ALONG THE COASTAL STRIP FROM OCEAN ROAD, GRANGETOWN TO RYHOPE DENE ASSOCIATED WITH THE PROPOSED GRANGETOWN/ RYHOPE BY-PASS;
  - (7) ALONG COMMERCIAL ROAD FROM OCEAN ROAD TO WHITE HOUSE ROAD.
- (CN16)

19.159 The creation of these linked belts of woodland will contribute greatly to the general 'greening' of the City, which is recognised as being deficient in tree cover. However, additional tree planting will also assist in the implementation of other policies of this plan particularly with regard to the maintenance of breaks in the settlement pattern and the screening or softening of the edge of the urban area. The proposal will also assist significantly in the overall creation of the Great North Forest. However, careful consideration will be given to new tree planting to ensure that existing natural features such as Magnesian limestone grassland are not adversely affected. Funding will be subject to availability; potential sources include contributions from the developers of adjoining industrial/ housing sites, whilst TPP funding may be available as part of major highway schemes for planting which helps to mitigate the adverse environmental impact of new road construction.

19.160 *Hastings Hill - Barnes Park* - The main purpose of planting in this location is to emphasise the break between Grindon and Thorney Close, however it would also assist in 'greening' the Barnes Park corridor. Planting in association with the proposed local park (SA27(8)) will integrate it into its setting.

19.161 *Doxford Park - Gilley Law - Ryhope* - The gap constitutes an important break in the settlement pattern which planting could reinforce, particularly where the break is at its narrowest (i.e. Farringdon/ Silksworth, High Newport/ Plains Farm, Hollycarrside/ Ryhope). Planting could enhance the setting of the Tunstall Hills and also consolidate the function of the wildlife corridor which passes along the length of the settlement break. Perimeter planting around the Doxford International business park will enhance its setting.

19.162 *Farringdon - Doxford Park (East) - Tunstall/ Ryhope* - Planting along this general route will form a green finger extending from the 'urban country park' at Farringdon. This will assist in strengthening the break between New Silksworth and Doxford Park which is at its narrowest at this point. Towards the eastern end a proposed landscaped neighbourhood park at Mill Hill (SA27(7)) will assist in retaining the open nature of the land and incorporate tree planting. The most easterly section of this tree belt will form part of the landscaping associated with the Tunstall Bank spur of the Doxford Park - Ryhope Link Road (SA52(2)).

19.163 *Chapelgarth - Ryhope (West) - Cherry Knowle* - The edge of the built-up area of south Sunderland presents a 'raw' fringe, particularly when viewed from Burdon Lane. Perimeter planting partly associated with housing will soften the hard appearance and will assist in integrating development into the wider 'rural' setting to the south. The line of the proposed Doxford Park - Ryhope Link Road (SA52(2)) defines the extent of the built-up area to the west of Ryhope. New planting to the east of the road could be in association with housing development (SA9(20)) or to enhance the setting of public open space. Planting to the west of the road would assist in softening its appearance as it cuts across the open gap between Doxford Park and Ryhope.

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19.164 **Ryhope Strategic Site** - The southern boundary of the site (SA4(2)) directly abuts the proposed Green Belt (SA37(3)). Planting along this boundary will assist in both screening the site, emphasising the break between it and neighbouring development in Easington and enhancing the proposed Green Belt. Tree planting would also function as a buffer to the nearby Ryhope Dene SNCI.

19.165 **Coastal Strip** - Part of the proposed Southern Radial Route (SA50(5)) runs through an open break between Grangetown and Ryhope, adjacent to the railway. Planting will assist in softening the impact of the road on the open nature of the area; it will also enhance the image of the City gained by road and rail users.

19.166 **Commercial Road** - Further planting will enhance the section of the Southern Radial Route from Ocean Road northwards. At this point the proposed road alignment moves inland and there is limited space for extensive planting within the built-up area; nevertheless there is scope along the verges to provide an attractive entrance to the City Centre from the south.

### Nature Conservation

SA40 A LOCAL NATURE RESERVE IS PROPOSED FOR DESIGNATION AT THE TUNSTALL HILLS & RYHOPE CUTTING S.S.S.I. AND ADJACENT AREA.

(CN18, CN21)

19.167 Tunstall Hills includes an exceptionally valuable SSSI, conserved for its magnesian limestone geology and associated grassland. Local Nature Reserve (LNR) designation will extend the area of the site protected and managed for nature conservation, beyond the existing boundaries of the SSSI.

19.168 LNR designation has a different emphasis from SSSI status, requiring a commitment by the local authority to manage the site for nature conservation, usually through preparation and implementation of a management statement. Appropriate access and interpretation will be needed; the City's Wearside Wildlife pack already includes a feature on Tunstall Hills, incorporating a guided trail, supported by waymarking on site. A management agreement will be required in respect of part of the site in private ownership. Access arrangements will not, however, affect the right of people to roam freely across the area of public open space. Good management of the more extensive area contained within the Local Nature Reserve will both increase its ecological interest, complementing the SSSI, and present more opportunities for public enjoyment and formal education.

19.169 Designation would increase the eligibility of the area for funding, e.g. from English Nature. The proposal is included in the City's 'Countryside and Access Strategy' 1994 as a priority for action.

### WASTE DISPOSAL

#### Sewage Treatment Works

SA41 LAND SOUTH OF HENDON DOCK (6.3 HA.) IS ALLOCATED FOR THE DEVELOPMENT OF SEWAGE TREATMENT FACILITIES.

(M20)

19.170 At present, most sewage from Sunderland town receives preliminary screening treatment at a plant south of the Docks before being discharged into the sea via a short outfall at Hendon. As referred to in Chapter 12 (M20), additional sewage treatment facilities, to bring these discharges up to European minimum standards for water quality, have to be provided by 31st December 2000. Overall, the work required comprises the construction of new interceptor sewers and associated pumping stations, new sewage treatment facilities and a new (longer) sea outfall. The location of the new treatment facilities is the principal element to be addressed through the UDP.

19.170 The existing 'preliminary' treatment plant, which screens out solids larger than 5mm diameter, will be retained. New facilities are required for further treatment of the resulting effluent: 'primary' treatment involves the use of sedimentation tanks to settle out sludge; 'secondary' treatment additionally involves aerating the sludge to break down effluent biologically using filter beds or an activated sludge process. The new plant will be designed to accommodate both primary and secondary treatment. Primary treatment facilities will be provided in the initial phase; secondary facilities will be added later if found to be necessary.

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19.172 When commissioned, the upgraded sewage works will be capable of treatment for the equivalent of a population of some 250,000 (i.e. the urban part of the City, including commercial/ industrial uses expressed as residential units) and will complement the interceptor sewer system, which is not permitted to be brought fully into use until treatment facilities are improved.

19.173 Planning permission for the works was granted in May 1997; the proposal is retained in the UDP as a statement of the Council's policy towards any subsequent application. It is estimated that the new works will cost in the region of £50m and the necessary investment is included in NWL's five year Business Plan.

### PUBLIC TRANSPORT

#### The Metro

SA42 THE CITY COUNCIL WILL SUPPORT THE EXTENSION OF THE METRO FROM THE CITY CENTRE TO SOUTH HYLTON, RESERVING A CORRIDOR UTILISING THE FORMER PENSRAW-PALLION BRANCH RAILWAY LINE. ENCOURAGEMENT WILL BE GIVEN TO THE DEVELOPMENT OF STATIONS AT THE FOLLOWING LOCATIONS:

- (1) MILLFIELD - HYLTON ROAD;
- (2) PALLION - ADJACENT TO THE RETAIL PARK;
- (3) SOUTH HYLTON - ADJACENT TO HYLTON BANK.

CONSIDERATION WILL ALSO BE GIVEN TO SITING AN ADDITIONAL STATION AT CLAXHEUGH.

(T2, T3)

19.174 As referred to in Chapter 14, an option involving the extension of the Metro to and through Sunderland has now been agreed. In South Sunderland the route of the former Pensraw-Pallion branch railway has been reserved to facilitate the construction of the Metro. The service will:

- \* greatly enhance access along a 'corridor' where car ownership levels are particularly low;
- \* afford access to the rest of the system within Sunderland (including more direct public transport access to the City Centre);
- \* afford access also to Tyneside and to Newcastle Airport for business or other purposes;
- \* improve accessibility to major employment areas at Pallion and Deptford, reducing the need for car use.

19.175 All new stations will be built to a high specification, using an attractive, modern standard of design consistent with existing Metro stations. Each will include access for all, by means of ramps, lifts and/or escalators. Outside of the City Centre, new stations will be developed at the following locations.

19.176 *Millfield* - adjacent to Hylton Road, the Metro could assist in consolidating the role of the local shopping centre and will provide enhanced access to the 'mixed use' employment site (SA5(1)). The design of the station will have regard to adjacent existing dwellings, the re-location of footpath/ cycleway links and alterations to local highways. Shared use of car parking associated with the supermarket south of Hylton Road could benefit use of the station.

19.177 *Pallion* - adjacent to Pallion Retail Park, the station will provide an important public transport link. Potential could exist for the inclusion of car parking and the creation of a bus interchange. The station layout will provide for high quality pedestrian links between it and nearby residential areas, retaining as much as possible of adjacent open space.

19.178 *South Hylton* - adjacent to Hylton Bank, the Metro service will considerably enhance public transport links between South Hylton and the City Centre. The station will have limited potential for car parking alongside on Hylton Bank and existing footpath/ cycleway links will be retained as much as possible. Provision for any future extension of the Metro route beyond South Hylton will also be taken into account in the station design.

19.179 The possibility of an additional station at Claxheugh will be investigated. This would assist in improving access to the water-based recreational facilities adjacent to the riverside, as well as to existing and proposed housing on the eastern edge of South Hylton.

19.180 The Metro track will utilise the line of the former Pensraw-Pallion railway which has been reclaimed as a multi-user route. To preserve the continuity of this route convenient alternative links for those parts affected by the Metro will be sought (SA48(2)).

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### Railways

SA43 (1) LAND IS ALLOCATED FOR A NEW RAILWAY PASSENGER STATION AND ASSOCIATED FACILITIES LOCATED ADJACENT TO THE RE-ALIGNED RAILWAY (SA44) AT OCEAN ROAD, GRANGETOWN.

(2) A SITE AT RYHOPE WILL BE SAFEGUARDED FOR THE POSSIBLE DEVELOPMENT IN THE LONGER-TERM OF A STATION, WITH PARK-AND-RIDE FACILITY ASSOCIATED WITH THE PROPOSED RYHOPE BY-PASS (SA50(5)).

(T5, T6)

19.181 The Sunderland to Middlesbrough railway line passes through the densely developed areas of Sunderland South, providing opportunities for the provision of new stations to enhance its role in the local transport system. These will also assist in diverting car journeys onto public transport, especially to employment sites nearby. Diversion of part of the line will improve speeds and thus enhance the attractiveness of this mode of travel (SA44).

19.182 A station is suggested adjacent to the existing road bridge at Ocean Road. Its feasibility will be further investigated, related to enhanced rail service, its use, and consideration of its potential for other facilities, e.g. 'park and ride'. Site boundaries will be defined in detailed design work on the Southern Radial Route.

19.183 Railtrack have indicated that only one additional station is likely to be viable in the Sunderland South area in the near future. A station at Ryhope could become viable in the longer-term, related to construction of the Southern Radial Route (SA50(5)) and development of the South Ryhope Industrial Estate (SA4(2)). A site is therefore reserved adjacent to the Southern Radial, with 'park-and-ride' facilities located between the by-pass and the side road leading into Ryhope village. The park-and-ride site would be landscaped to tie in with the remainder of the proposed amenity open space (SA27(5)). An alternative form of development, accommodating a larger number of vehicles but requiring the loss of industrial land, could be located at the eastern end of the South Ryhope Industrial Estate. In either case, the site would be linked to the station by a ramped footbridge.

19.184 Funding for both locations may be required from Nexus, Railtrack or other sources. Landscaping/amenity space and car parking could be possible interim uses.

SA44 THE DURHAM COAST RAILWAY LINE TO THE EAST OF GRANGETOWN WILL BE REALIGNED TO ALLOW FOR THE CONSTRUCTION OF THE SOUTHERN RADIAL ROUTE .

19.185 The alignment of the Southern Radial Route, chosen to minimise the need for overbridges and hence overall cost, will occupy part of the trackbed of the existing Sunderland to Middlesbrough railway line. It will therefore be necessary to re-route the railway line a short distance to the north. The scheme could cost up to £3.7 million and will be the subject of an application for ERDF monies. Its alignment will allow for construction of a small station as referred to in policy SA43(1).

SA45 THE RAILWAY LINE SERVING THE FUEL DEPOT IN THE SOUTH DOCKS WILL BE REALIGNED TO THE EAST.

19.186 The closure of the former British Rail freight yards in the East End allows for their redevelopment for a mixture of uses. At present however, the site is bisected by the railway line serving the fuel depot at the north end of the docks, the latter part of the line being in cutting as it falls to dock level. To achieve the greatest available site area for redevelopment it is proposed that the line be relocated to the east where for much of its length it will run at dockside level, linking back to the fuel depot at its northern end. Rail access to the fuel depot will be maintained. This new alignment will simplify the provision of a new access road to the docks (since no bridge or underpass will be required), reduce the need (and cost) of diverting major services which run in this area, and permit the dock entrance point to be combined with level crossing control. The former route of the line can then form part of the overall reclamation of the sidings so as to permit redevelopment to proceed (see fig. 19.1).

### Bus Facilities

SA46 THE CITY COUNCIL, IN CONJUNCTION WITH THE PTE AND BUS OPERATORS, WILL INVESTIGATE POTENTIAL MEASURES TO IMPROVE BUS TRAVEL, PARTICULARLY IN THE FOLLOWING CORRIDORS:-

- (1) HYLTON ROAD;
- (2) CHESTER ROAD (A183);
- (3) DURHAM ROAD (A690);
- (4) STOCKTON ROAD/RYHOPE ROAD (A1018);

AND AT OTHER MAJOR JUNCTIONS AND BOARDING/ ALIGHTING POINTS.

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(T2, T4)

19.187 Bus routes in south Sunderland are concentrated along the main radials of Chester Road, Durham Road and Stockton Road and secondary corridors like Hylton Road. These are heavily used by other traffic and the progress of buses could be improved by traffic management measures such as bus lanes, bus priority at junctions, lay-bys and waiting places. In partnership with the major public transport operators, the Council is investigating the creation of "Super Routes" on busy roads in the City where buses are held up by traffic. The aim is to make better use of existing roads by providing higher quality bus services and thereby encourage more use of public transport.

19.188 Implementation will be as part of highway improvement schemes and major maintenance, for example, improvements on Stockton Road/ Ryhope Road could be phased with construction of the Southern Radial Route. Design work will be carried out in consultation with bus operators and the police.

## PERSONAL MOBILITY

### Provision for Cyclists

SA47 CLEARLY DEFINED, WELL DESIGNED CYCLEROUTES WITH APPROPRIATE CONNECTIONS TO ADJACENT USES AND TO STRATEGIC MULTI-USER ROUTES WILL BE PROVIDED IN THE FOLLOWING LOCATIONS:

- (1) FROM HYLTON BRIDGE TO DOXFORD INTERNATIONAL VIA OFFERTON LANE AND FOXCOVER ROAD;
- (2) FROM THE RIVER WEAR TRAIL (SA48(1)) TO QUEEN ALEXANDRA BRIDGE (A1290);
- (3) FROM THE CITY CENTRE TO TOLL BAR ROAD, LEECHMERE VIA AZALEA TERRACE, ASHBROOKE CRESCENT, ASHBROOKE ROAD, LINDEN ROAD, STANNINGTON GROVE AND HELVELLYN ROAD;
- (4) FROM THE CITY CENTRE TO RYHOPE ALONG STOCKTON ROAD/ RYHOPE ROAD (A1018);
- (5) FROM MILL HILL (TUNSTALL) TO A19 (AT THRISTLEY HOUSE) AND BURDON DENE VIA BURDON VILLAGE.

(T9)

19.189 To encourage cycling as an environmentally friendly means of transport, a network of cycle routes is proposed providing safe and attractive facilities leading to the City Centre, employment foci and recreational areas. Routes using heavily trafficked roads will be demarcated either within the carriageway or on pavements in order to provide a safe cycling environment. Routes using quieter roads may simply be signed. Consideration will be given to the installation of appropriate facilities for cyclists at crossing points on roads carrying significant volumes of traffic. Where possible, links to the multi-user routes will be made, contributing to a safe, integrated network (see SA48).

19.190 Implementation will form part of highway improvements or maintenance with direct capital funding where necessary for major cycle route works. Provision for cyclists will be included in future years' TPP bids.

**Table 19.6: Cycle Routes (SA47)**

Route Proposed	Purpose/Links
(1) Hylton Bridge to Doxford International via Offerton Lane and Foxcover Road	Links the River Wear with the Stephenson Trail multi-user route (SA48(4)) via Offerton Village (see HA27(1)) and Middle/ East Herrington.
(2) River Wear Trail to Queen Alexandra Bridge (A1290)	Links with routes north of river (see NA38(2) and (3)), also provides access to and from the City Centre via the River Wear Trail (SA48(1)) and the route proposed to run parallel to the former Penshaw-Pallion line as part of the Metro extension (SA48(2)).
(3) City Centre to Toll Bar Road, Leechmere via Azalea Terrace, Ashbrooke Crescent, Ashbrooke Road, Linden Road, Stannington Grove and Helvellyn Road	Utilises quiet streets in Ashbrooke to provide safe access to multi-user routes leading to: * Ryhope/ Doxford Park (SA48(9,10) - via the line of the proposed Doxford Park-Ryhope Link Road); and * Ryhope/ Silksworth (SA48(8) - via the former mineral line). Signposting will indicate the route through Ashbrooke.
(4) City Centre to Ryhope along Stockton Road/ Ryhope Road (A1018)	The completion of the Southern Radial Route (see SA50(5)) will reduce the amount of traffic on this road, providing opportunities for safe and direct cycling from the City Centre to Ryhope. Measures will be taken to separate

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<p>(5) Mill Hill (Tunstall) to A19 (at Thristley House) and Burdon Dene via Burdon Village</p>	<p>bicycles from other road vehicles, e.g. bicycle lanes. Links Silksworth and Tunstall with Burdon via Nettles Lane and proceeds westwards to the Burdon Lane bridge over the A19, giving access to countryside in the Houghton-Hetton area. South-eastwards it continues to the eastern end of Burdon Dene, linking into the multi-user route along the former Murton mineral line (SA48(7)).</p>
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### Multi-User Routes

19.191 'Strategic multi-user routes' are defined in Chapter 15, para. 15.19. The following proposals are not intended to identify all multi-user routes in Sunderland South, merely those with a wider than local significance. The same is true of footpaths (SA49).

SA48 THE FOLLOWING ARE IDENTIFIED AS STRATEGIC MULTI-USER ROUTES AND WILL BE PROTECTED FROM DEVELOPMENT UNLESS REQUIRED AS PART OF A PUBLIC TRANSPORT CORRIDOR. WHERE STRETCHES ARE ALREADY IN EXISTENCE THEY WILL BE IMPROVED; OTHERWISE NEW LINKS WILL BE PROVIDED TO COMPLETE THE ROUTES PROPOSED:

- (1) FROM EAST END TO FORMER PENSRAW-PALLION LINE VIA THE RIVERSIDE AND LISBURN TERRACE;
- (2) FROM CITY CENTRE TO SOUTH HYLTON PARALLEL TO FORMER PENSRAW-PALLION LINE;
- (3) THROUGH BARNES PARK TO HASTINGS HILL/ WEST HERRINGTON;
- (4) FROM CITY CENTRE TO BURDON LANE VIA SILKSWORTH SPORTS COMPLEX, DOXFORD INTERNATIONAL AND CHAPELGARTH, DOXFORD PARK;
- (5) FROM CITY CENTRE TO SOUTH OF TOWN MOOR VIA CORONATION STREET;
- (6) FROM CITY CENTRE TO RYHOPE DENE VIA FORMER HENDON/ PALLION LINE, REAR OF HENDON INDUSTRIAL AREA, AND PROPOSED SOUTHERN RADIAL ROUTE (SA50(5));
- (7) FROM RYHOPE TO SEATON BANK/ BURDON DENE;
- (8) FROM RYHOPE VILLAGE TO SILKSWORTH SPORTS COMPLEX ALONG FORMER MINERAL RAILWAY VIA RYHOPE GOLF COURSE;
- (9) FROM TOLL BAR ROAD TO TUNSTALL LODGE VIA RYHOPE GOLF COURSE;
- (10) FROM SOUTH RYHOPE TO TUNSTALL BANK-TUNSTALL LODGE LINK VIA DOXFORD PARK-RYHOPE LINK ROAD;
- (11) ADJACENT TO CITY WAY BETWEEN MOORSIDE, DOXFORD PARK AND A19/A690 JUNCTION.  
(T8, T10)

19.192 Sunderland South includes a number of fragmented settlements separated by open land/ green wedges but linked by former mineral railway lines suitable for a variety of non-motorised travel. The gradients are especially appropriate for the disabled, cyclists and horseriders. Some of the routes are also of heritage importance as relics of early industrial development, whilst many offer access to attractive countryside and coast, including links to locations beyond the City boundary. Implementation will be largely through the adaptation of existing footpath/ cycleway networks, using TPP funding.

19.193 **Route 1** - This forms the section of the River Wear Trail from Nobles Quay in the East End to Lisburn Terrace in Millfield. It runs through open space in and west of the City Centre, then through industrial land in the Deptford peninsula to open space east of Queen Alexandra Bridge. It then crosses and runs to the south of Pallion New Road via Lisburn Terrace to join Route 2. A short length of footpath along Church Street East, where gradients are too steep for multi-user status, will link this route to Route 5 and thence to Route 6.

19.194 **Route 2** - Following the line of the former North Eastern Railway Penshaw-Pallion branch (4 kms), much of this route has already been laid out as a footpath/ cycleway forming part of a continuous route to Consett in County Durham and linking in with the wider coast to coast (C2C) cycle route across northern England. Following detailed appraisal however, it has been decided that the current route offers the most effective option for the extension of the Metro to South Hylton (SA42). It is considered that an equally effective multi-user route can be provided which closely follows the current route (apart from minor detours onto existing links or new sections). The overall continuity of the multi-user strategic link between the City Centre, South Hylton and beyond will therefore be retained. In places it will be enhanced by the provision of new bridges and underpasses which provide connections with other footpaths and cycleways. To the west of Hylton Bank the current route will be unaffected (pending any decision on the further extension of the Metro).

19.195 **Route 3** - This will form the eastern section of Lambton Way linking Bournmoor to Sunderland City Centre via Barnes Park, a long 'finger' of open space travelling two-thirds the width of urban Sunderland. This will allow direct access from the inner area to countryside and Green Belt facilities, e.g. Herrington Country Park



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(HA10). It incorporates a spur south to West Herrington along a fragment of the mediaeval Salters' Way, which originally linked salt pans on the Tees to a fording point on the Wear at South Hylton (see HA25(6)).

19.196 **Route 4** - Forming the northern section of the Stephenson Trail, it follows the route of the colliery wagonway of c.1822 from the River Wear Festival Park to Doxford Park (and ultimately to Elemore Golf Course), with brief diversions between Farrington and Moorside and alongside the A19. Some 7 kms are in Sunderland South. This proposal complements a regional strategy to promote local links with the Stephenson family as advocated in the ECOTEC report on the future development of the East Durham Coalfield. It will be supplemented in part with urban sculptures representing its historical background. A spur will lead off into the Chapelgarth housing development (SA9(20)), emerging onto Warden Law Lane (HA25(5))

19.197 **Route 5** - This link from the City Centre to the East End follows Coronation Street as far as Holy Trinity Church, passes the Trafalgar Almshouses then turns south across the Town Moor to join Route 6 at Henry Street East. The proximity of the City Centre makes this an attractive local route.

19.198 **Route 6** - This route occupies the trackbed of the former Hendon-Pallion line from Mowbray Park, then strikes south parallel to the Docks railway line as far as Ryhope Grange Junction (3.5 kms). From here it follows the line of the Grangetown and Ryhope By-passes, then links with Route 7 in Ryhope village before continuing beside the coastal railway to the City boundary at Ryhope Dene. It will allow people from deprived areas to gain access to facilities on Hendon cliff tops and the future recreational area (SA27(11)). At Ryhope it will provide access to a long distance route stretching into Cleveland.

19.199 **Route 7** - This route makes use of the recently-closed Murton mineral railway line, which the City Council proposes to acquire and reclaim. It will form part of a long-distance walkway/ cycleway to be provided in conjunction with neighbouring authorities, passing through Easington District and reaching as far as Hart in Cleveland. The route will deviate from the mineral line for a short distance between Featherbed Lane and Stockton Road so as to avoid crossing the proposed South Ryhope Industrial Estate (SA4(2)). A spur will link this route to the cycleroute running through Burdon parallel to the A19 (see SA47(5)).

19.200 **Route 8** - This follows the line of a dismantled mineral railway from its connection to the Southern Radial Route north of Ryhope Village to the Silksworth Sports Complex (4 kms). At Silksworth the route will fork either side of the complex to form north-bound and south-bound links to the Stephenson Trail.

19.201 **Route 9** - Crossing the Tunstall Hills and the Ryhope Golf Course by means of existing footpaths, this will then follow the verge of the proposed Doxford Park - Ryhope Link Road to Tunstall Lodge (SA52(2)), where a strategic footpath link is available to the south-west. A connection to Burdon Lane for cyclists will be provided at Quarry Road/Nettles Lane. The route crosses Route 8 between Orkney Drive and Linsell, Hollycarrside. It forms a direct link between Doxford Park township and the more urban areas of Sunderland.

19.202 **Route 10** - This will follow the verge of the proposed Doxford Park - Ryhope Link Road and will thus form a local link between Routes 7 and 9, providing a circular route, linking a number of historical and amenity features to new developments in South Ryhope. At the north-west end, a connection to Burdon Road and the proposed neighbourhood park (SA27(7)) could also be considered.

19.203 **Route 11** - This route, joining the Stephenson Trail (Route 4) to the A19/A690 intersection, will provide a local footpath/ cycleway link between Doxford Park and East Herrington. As a cycleroute it will also provide part of a link between the City Centre and the City boundary via Houghton.

SA49 NEW OR IMPROVED STRATEGIC FOOTPATH LINKS WILL BE PROVIDED IN THE FOLLOWING LOCATIONS:

- (1) FROM CLAXHEUGH ROCK TO SOUTH HYLTON VIA THE RIVERSIDE;
  - (2) FROM HENDON CLIFF TOP TO RYHOPE DENE VIA THE COASTLINE;
  - (3) FROM RYHOPE DENE AT THE COAST VIA CHERRY KNOWLE DENE TO BURN HALL;
  - (4) FROM TUNSTALL HILLS TO SILKSWORTH SPORTS COMPLEX;
  - (5) FROM MILL HILL (TUNSTALL) TO MILL HILL (SILKSWORTH) VIA OPEN SPACE;
  - (6) FROM TUNSTALL LODGE ROUNDABOUT TO CHAPELGARTH.
- (T10)

19.204 This proposal identifies recreational routes allowing local residents and visitors alike to gain access to the western and southern urban fringe, the open countryside and the coast and riverside (see para. 8.65). Strategic footpaths are generally in locations likely to be less intensively used, also where multi-user specifications may not be feasible owing to the steepness or narrowness of the available terrain. The proposal aims to build upon the City Council's Open Space Recreation Report and the Countryside and Access Strategy (1994), which set out the aim of creating some circular footpath networks. This would enable walkers to arrive back at their starting point

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without the need to retrace steps, with stretches of road being utilised to complete short gaps in the route. The multi-user routes (see SA48) will also be available to walkers as part of this network of paths. The alignments shown on the Proposals Map for new links are to an extent diagrammatic; the precise lines in some cases will need to be determined in due course.

19.205 The network of recreational routes is particularly significant in the southern periphery where they provide links to the open countryside to the south of the City and through open breaks between settlements. A number of them form part of a system of 'Heritage Trails' identified in a report prepared by consultants for the Council (The Potential for Heritage Development in Houghton and Hetton, 1990). These cross both Sunderland South and Houghton/ Hetton, the western parts of these routes being described in Chapter 22. Additional details are given in Table 19.7.

19.206 Implementation will generally be through Council action on an incremental basis, building upon existing rights of way. Countryside Commission grants are the most likely source of funding. English Nature request that in the implementation of both the multi-user routes and strategic footpath links careful consideration is given to nature conservation interests. The Council will therefore consult the latter as appropriate.

**Table 19.7: Strategic Footpath Links (SA49)**

Route	Notes
(1) Claxheugh Rock to South Hylton via the Riverside	Part of the River Wear Trail. Leaves alignment of former Penshaw-Pallion line (SA48(2)) at Claxheugh Rock then follows the south bank of the river to Hylton Bridge; continues west of the A19 as HA26(1). Possible introduction of art works along route in addition to current information boards.
(2) Hendon Cliff Top to Ryhope Dene via the coastline	Previous path closed due to cliff erosion. To be re-instated on safer alignment taking account of possible sea defence works. It will pass through proposed Hendon Cliffs local park (SA27(11)) and form a section of the Durham Coastal footpath.
(3) Ryhope Dene (at the coast) via Cherry Knowle Dene to Burn Hall	Passes along Ryhope and Cherry Knowle Denes to join cycle and multi-user routes south of Burn Hall, allowing access to the regional network.
(4) Tunstall Hills to Silksworth Sports Complex	Will fill gap in footpath link from Tunstall Hills to Silksworth Sports Complex.
(5) Mill Hill (Tunstall) to Mill Hill (Silksworth) via open space	Provides link between neighbourhood park (SA27(7)) and 'urban country park' (SA29).
(6) Tunstall Lodge roundabout to Chapelgarth	Links the multi-use route to Tunstall/ Ryhope at Tunstall Lodge roundabout with Burdon Lane and the proposed housing development at Chapelgarth (SA9(20)).

### HIGHWAYS, TRAFFIC MANAGEMENT AND FREIGHT

#### Road Proposals

SA50 THE FOLLOWING NEW ROADS AND IMPROVEMENTS TO EXISTING ROADS WILL BE IMPLEMENTED DURING THE PLAN PERIOD:-

- (1) SOUTH HYLTON ACCESS ROAD - FROM ST. LUKE'S ROAD TO CLAXHEUGH ROAD;
- (2) NEW WEAR BRIDGE - FROM TRIMDON STREET TO CAMDEN STREET ROTARY AT LOW SOUTHWICK;
- (3) HENDON ROAD TO THE SOUTH DOCKS (PORT ACCESS ROAD);
- (4) HENDON ROAD TO COMMERCIAL ROAD DUALLING;
- (5) SOUTHERN RADIAL ROUTE, COMPRISING:-
  - (i) COMMERCIAL ROAD IMPROVEMENT - WHITE HOUSE ROUNDABOUT TO OCEAN ROAD (PHASE 1);
  - (ii) GRANGETOWN AND RYHOPE BY-PASSES - OCEAN ROAD TO STOCKTON ROAD (A1018) SOUTH OF RYHOPE (PHASE 2).

LAND WILL BE RESERVED TO ALLOW FOR LONG TERM DUALLING OF (5).

(T13)

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19.207 **South Hylton Access Road** - The concept of a second road linking South Hylton to St. Luke's Road is a long-standing proposal of the Council. Its purpose would be threefold; to relieve traffic on Hylton Bank; provide an alternative route for traffic should the latter be blocked by an accident; and to accommodate traffic generated by new housing and riverside leisure activities. The proposed use of the former railway line as a route for the Metro has led to a reappraisal of the feasibility of this road proposal. The road is now required to pass under the Metro line; crossing over would mean excessive gradients between Claxheugh Road and any Metro crossing. This amended scheme will place the road at a lower level at this point. For similar technical reasons it cannot be linked back to Keelmans Lane because the gradient would then be too steep between the Metro crossing and St. Luke's Road. In order to preserve the scheme and to achieve a satisfactory vertical alignment, the road must be realigned to the west of Quarry View School before joining with St. Luke's Road by means of a roundabout at the junction of St. Luke's Road/ Fordfield Road. It will therefore act as a peripheral road to the proposed housing (SA9(3)) and depending on the relative dates of construction, access into the housing could be taken from it. The new road would also give enhanced access to the possible Metro station at Claxheugh (SA42).

19.208 **Wear Bridge** - At present, congestion occurs on the Queen Alexandra Bridge and the Wearmouth Bridge at their southern ends, but is generally limited to short peak periods. It is expected, however, that in future general traffic levels will continue to grow; the current redevelopment of the riverside is also likely to generate additional traffic to add to the current level of movement. The consultants' report commissioned by the City Council considered that additional cross river capacity could be required in the long term to prevent the extent and duration of the existing peak time congestion from increasing to unacceptable levels. Six bridge options were considered and subsequently narrowed down to two; one at Claxheugh, the other at Deptford (Wear Crossing Feasibility Study, 1992). Public opinion was equally divided on the two options. Following further examination it is considered that on balance the Deptford option presents the better proposition for the following reasons:

- \* it would create a high standard strategic dual carriageway link connecting the City Centre to the trunk road network and complementing the Eastern Relief and Port Access Roads and the Southern Radial Route;
- \* it has a lesser environmental impact than the Claxheugh option, having only limited effects on existing buildings, directly or indirectly (on the north side of the river the new bridge will have a limited environmental impact as it crosses an existing industrial area, involving only limited property 'take' where land may be needed to provide an adequate junction arrangement onto the Camden Street rotary and for bridge supports);
- \* whilst having an impact on existing riverside industry, it avoids affecting the viability of the Grove Europe headquarters, whilst protecting the prospects for riverside development; and
- \* it allows for local north/ south movement on the Queen Alexandra Bridge and more efficient public transport links over the River Wear.

19.209 The bridge will be a dual carriageway and, in view of the expected increase in traffic flows, Trimdon Street will be dualled to Silksworth Row. Improvement of the Silksworth Row/ Ayres Quay roundabout will also be included as part of the scheme. It will create a continuous dual carriageway primary road linking the City Centre to the A19.

19.210 The estimated cost of the scheme - which is eligible for Transport Supplementary Grant - is over £23 million. Work on construction is not likely however to commence until towards the end of the Plan period.

19.211 **Hendon Road to South Docks** - This road will form a new access to the docks along the route of the former Hendon/ Pallion railway line, recently reclaimed and regraded. At present the main access to the Docks is via Barrack Street, with a subsidiary entrance via a subway at the lower end of Moor Terrace. These necessitate the passage of heavy vehicles through residential areas in the East End. The new road will be a single-carriageway, providing an access from the southern end of the docks virtually direct onto the (proposed) Southern Radial Route. It could also provide access to the proposed new industrial development on the southern part of the former BR freight sidings. The overall scheme will include measures to rationalise traffic movements between Henry Street East and Moor Terrace. The first phase will be from Hendon Road to East Hendon Street (approximate cost £0.5m). Completing the link into the Docks depends on reclamation of the existing mineral railway line, also associated earthworks to achieve a reasonable highway gradient into the Port area (approximate cost £2.5m) (see fig. 19.1).

19.212 **Hendon Road to Commercial Road (Eastern Relief Road Phase IV)** - Further consideration of the relationship between the Eastern Relief Road and the proposed Southern Radial Route has highlighted a number of potential problems arising from the use of that section of Hendon Road between the two schemes. Between the roundabout at Lawrence Street (forming the junction between the Eastern Relief Road Phase II (SA95) and Hendon Road) and the existing roundabout at White House Road (which forms the starting point of the Southern Radial Route) there are five priority junctions. This number of junctions in such a comparatively short section

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(which would become part of the City's Primary Route Network) could cause conflicting traffic movements and the consequential potential for congestion and accidents. It is therefore proposed to upgrade Hendon Road by widening to dual carriageway standards, and providing a central reservation to enforce 'left in/left out' movements and prevent 'U' turns.

19.213 *The Southern Radial Route* - This comprises the improvement of Commercial Road between White House Road and Ocean Road and the construction of a new single carriageway road (the Grangetown and Ryhope By-Passes) from Ocean Road to the west of the coastal railway line to link with the dual carriageway section of the A1018 south of Ryhope Village (see fig. 19.4).

19.214 The scheme is a long-standing proposal of the City Council. The line inherited from Tyne and Wear County Council in 1986 ran to the east of the coastal railway; the revised alignment shown on the Proposals Map has been chosen to avoid the need for sea defence works to be included in the scheme, also to reduce the need to overbridge the coastal railway. Three properties in Ryhope will need to be demolished for the road and 20 in Grangetown for an associated side road (eight more properties in Grangetown are partially affected); all but one of these are houses and most are already Council-owned. At Grangetown, part of the route utilises the existing railway cutting (see SA44); cuttings will also be used elsewhere on the route - south and south-east of Ryhope and in the Acklam Avenue area to reduce its environmental impact. The road would have some effect on existing playing fields in the Hendon area, which is already deficient in such facilities (0.7 ha./1000 population instead of 1.0/1000). Replacement provision will be investigated; Hendon Cliffs, for example, have some potential for the development of pitches.

19.215 The scheme will also take account of the proposed enhanced coastal fringe, including complementary tree planting (SA39(6,7)) and the need to re-establish the long-distance coastal walkway extending into County Durham (see SA49(3)). A reservation will be retained for possible dualling of the route in the longer-term to accommodate forecast increases in traffic flows. It is good highway design practice to provide for this possibility in order to minimise future problems.

19.216 At present the A1018 primary route passes through substantial residential areas south of Sunderland City Centre, through the shopping centre of Grangetown and Ryhope Village Conservation Area. On most sections housing fronts directly onto the highway, through traffic causing significant environmental problems, as well as conflict with parked cars. South of Ryhope there is pressure for housing development requiring additional access to the highway network. Without a by-pass, traffic problems such as noise, vibration and fumes on Stockton Road would become greatly exacerbated, as would congestion at junctions.

19.217 The Southern Radial Route proposal was assessed in the East Durham Coalfield Infrastructure Study, which regarded it as giving best value of those schemes in Sunderland South. It will markedly relieve Ryhope Road and Stockton Road, with reductions in traffic of up to 80%. It will assist environmental enhancement of the older industrial/ commercial locations, improve accessibility to the existing Leechmere and Hendon industrial estates and allow development of South Ryhope for industry. Access from the south to the east side of the City Centre and to the Port will be much improved. The by-passes will create opportunities for environmental improvements, especially in Grangetown local shopping area and will enable priority on the existing roads to be given to buses and cyclists, providing a sustainable alternative to car use. For all these reasons, the road is regarded as a top priority scheme. The total cost is £16.1m, for which Government funding approval is being sought.

19.218 Although planning permission has been obtained, and funding is being sought, for the whole route, construction will be in two phases:-

- \* the improvement to Commercial Road;
- \* the by-passes of Grangetown and Ryhope.

The first works to be carried out will be the improvement of Commercial Road, as a logical extension of the Eastern Relief Road, in advance of the increased volume of traffic expected following completion of the latter and ultimately of the Grangetown and Ryhope by-passes.

SA51 THE CITY COUNCIL WILL CARRY OUT A PROGRAMME OF IMPROVEMENTS TO JUNCTIONS AND LAY-BY PROVISION IN THE FOLLOWING LOCATIONS:

- (1) HYLTON ROAD BETWEEN PRESTBURY ROAD AND HOLBORN ROAD, INCLUDING ST. LUKE'S ROAD JUNCTION;
- (2) CHESTER ROAD/ SPRINGWELL ROAD (A183);
- (3) SILKSWORTH LANE/ PREMIER ROAD;
- (4) BARNES GYRATORY/ SILKSWORTH LANE;

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(5) DURHAM ROAD/ THORNHOLME ROAD (A690);  
(6) A1018/ B1286 ROUNDABOUT, RYHOPE.  
(T13)

19.219 In addition to major road construction projects the City Council has a programme of improvements to junctions, provision of lay-bys, etc. Those which are not carried out wholly within the boundaries of the highway, which have a significant influence on traffic flows, or allow other measures to be introduced (e.g. bus lanes), are included in this proposal. They will be introduced by the City Council throughout the Plan period to enhance and improve the flow of traffic, improve accident records and generally assist with the management of traffic, with monies provided through the annual TPP bids and in due course, Local Transport Plans.

SA52 LAND CORRIDORS FOR THE CONSTRUCTION OF THE FOLLOWING ROADS AND ASSOCIATED WORKS WILL BE SAFEGUARDED:

(1) FARRINGDON BY-PASS - FROM CITY WAY TO NORTH MOOR LANE;  
(2) DOXFORD PARK - RYHOPE LINK ROAD.  
(T13)

19.220 *Farringdon By-pass* - Envisaged as a further continuation of City Way from its existing termination, running parallel to the former Stephenson railway and linking Silksworth Road to North Moor Lane, this road will:

- \* provide an improved route between Doxford Park (including Doxford International) and the City Centre to the north;
- \* relieve Allendale Road, which has a poor accident record, of through traffic;
- \* provide a by-pass to East Herrington and Farringdon, relieving parts of the A690; and
- \* improve access to the Silksworth Recreation Complex from the A19/A690 interchange, thereby enhancing its regional role.

19.221 The EDCIS consultants' report suggests that the new road could divert up to 55% of traffic from Durham Road and up to 70% from Allendale Road. It could also secure significant environmental and accident reduction benefits. To maximise its use would require restraint measures on Durham Road with some consequential disbenefits (to local users). There would appear to be benefits in further relieving Durham Road if the road continues from North Moor Lane to Premier Road via the northern side of the Silksworth Sports Complex. This route, a former railway line, is safeguarded under Policy T16. Further investigations will be needed to establish the full impact such an extension would have in respect to the environmental and safety benefits of removing traffic from remaining parts of Durham Road.

19.222 Detailed design of the current proposal will take account of the proposed 'urban country park' east of Farringdon (SA29), the need for pedestrian access to the park from the secondary school and residential areas to the north and the need to protect the route of the former Hetton Colliery Railway (the proposed Stephenson Trail, SA48(4)). The total cost of the project is estimated at £3.3m, with a notional start date early in the next century.

19.223 *Doxford Park - Ryhope* - This is a new single carriageway which will link the eastern end of Doxford Park to the Ryhope By-pass (south of Ryhope) and thence to Grangetown/ eastern Sunderland and the City Centre, via proposals SA50(5) and (4). Traffic making these journeys is expected to increase, as a result of anticipated growth in car ownership and additional development, there being no wholly satisfactory route for these movements at present. Whilst it is expected that this scheme will have widespread traffic effects, its most direct impact will be to give relief to Burdon Road, also to Tunstall Hope Road and Tunstall Road and the section of the B1286 between Silksworth and Tunstall Bank. It will afford more direct access to employment opportunities at the proposed South Ryhope Industrial Estate (see SA4(2)).

19.224 Careful design will be required, as part of the road passes through the countryside south of Tunstall and Ryhope then through the grounds of Cherry Knowle Hospital, where it will need to be integrated with the proposed housing and hospital developments. Construction is likely to be phased and to come about as housing develops, most probably starting in the east and developing westwards. The estimated cost is £6.6m, with a notional start date of 2002. As stated previously (see para. 19.67) its earlier programming and construction may very much depend on the private sector to fund it as part of a housing development (see SA9(13)-(17)).

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### Traffic Management

SA53 THE CITY COUNCIL WILL SEEK TO UNDERTAKE MEASURES TO REGULARISE ON-STREET PARKING IN THE VICINITY OF SUNDERLAND ROYAL HOSPITAL, SO AS TO IMPROVE CONDITIONS IN STREETS AFFECTED BY NON-RESIDENTIAL PARKING ASSOCIATED WITH HOSPITAL STAFF, VISITORS AND OTHERS.

(T21)

19.225 As explained previously, a major development programme is underway at Sunderland Royal Hospital which may temporarily place further pressure on on-site parking (in the long term it is expected that the hospital will cater for all its parking needs). To dissipate the effects of any overflow parking it is proposed to investigate means of deterring parking in the streets nearest to the hospital entrances. At present, problems can be observed on Henderson Road, on the west side of Kayll Road and south of Chester Road (between Brinkburn Street and Jackson Street). The blocks affected are shown on the Proposals Map. Appropriate measures could include a residents-only parking scheme; any scheme, however, will be devised in consultation with the police and local residents (see SA18).

# NA 20 Sunderland North

## CHAPTER 20

20.1 The North Sunderland area is defined to the west by the A19, to the north by the boundary with South Tyneside, to the east by the coast, and to the south by the River Wear. Statutory Local Plan coverage was previously provided by the North Area Local Plan (the area west of the railway line); the Monkwearmouth Local Plan (Monkwearmouth and part of Roker); the Southwick Green Action Area Local Plan; and the Tyne and Wear Green Belt Local Plan (parts of the northern fringe and river valley).

20.2 The area is highly urbanised and had a 1991 population of around 59,000 persons i.e. some 20.4% of the City's population. This contrasts with the situation in 1981 when the area contained 65,000 residents, representing 22% of the population, indicating a more rapid rate of decline (around 9.5%) than in the City overall. The greatest loss over this period was in Town End Farm Ward (-21%) resulting from the restructuring of flats to conventional housing, Southwick also showing a significant loss (-12%). There is little land available for development within the densely developed inner area although sites are available in more peripheral locations. During the early 1990's only a limited amount of new housing was built apart from the phased development of land at Grange Road, Castletown.

20.3 Sunderland North suffered from the run down in the traditional industries of shipbuilding and coal mining. This left a legacy of sites with potential for new development along the riverside, many in the former Development Corporation area. New economic development and the Enterprise Zones have been located in proximity to the main road network, especially Wessington Way. The Nissan complex, a major source of employment, is located adjacent to the area to the west of the A19; at the end of 1993, it employed some 4,250 persons. Major centres of employment are situated at North Hylton Road, Ferryboat Lane (Sunrise Business Park), Low Southwick, Sheepfolds and Bonnersfield. Employment related development is principally proposed in the former Tyne and Wear Development Corporation's Hylton Riverside area, extending from the Queen Alexandra Bridge to Baron's Quay.

20.4 Unemployment within North Sunderland stood at 10.5% in December 1996, the corresponding City figure being 9.6%. The level of unemployment was particularly high in certain wards, namely Southwick (14.0%); Colliery (13.8%); and Town End Farm (12.0%). Conversely Fulwell had the lowest unemployment rate in the City (3.7%). This reflected the earlier 1991 Census figures, which showed Town End Farm and Southwick to have levels of unemployment significantly above the City average and more than twice the national rate.

20.5 The economically active population of North Sunderland was around 25,300 in 1991, a fall of 4,600 since 1981. This reflected the area's declining population as the numbers of economically inactive residents only rose by 1,000 persons. It is noteworthy that Town End Farm had one of the lowest proportions in full-time employment whilst conversely, Fulwell had the highest proportion in part-time work in the City. At 20%, it is significantly higher than the national average.

20.6 Examination of the economically inactive population in 1991 revealed that Citywide the highest proportions were the retired. Town End Farm had one of the lowest proportions retired (34%), whilst Fulwell had the highest (50%). A slightly higher proportion of North Sunderland's residents were permanently sick (18.9%) than the City, Town End Farm (24.8%) and Southwick (23.1%) having particularly high concentrations. Once again, Fulwell had the lowest concentration in the City (12.5%). The 'other' inactive category includes persons occupied full-time in looking after their homes and families. Whilst the overall proportion in North Sunderland was in line with the City-wide situation, Town End Farm had the highest proportion (40%).

20.7 The predominant land use is residential, with the housing stock and its environment varying in age and quality. Older housing is concentrated in the former townships and villages of Southwick, Monkwearmouth, Roker, Fulwell and Castletown, many in the form of single storey, terraced "Sunderland cottages." The best quality older housing is found nearer the coast with Roker having a number of more substantial dwellings in attractive surroundings on the cliff top and surrounding Roker Park. Other older areas have a much poorer environment, lacking open space and landscaping. Inter-war housing surrounds the original settlements particularly in the east, with a mixture of private and council estates. Post-war developments of predominantly council housing extend to the west and link up with the previously isolated former mining village of Castletown. Most of the area west of Newcastle Road is within the former 'City Challenge' area, which terminated in 1998.

20.8 Citywide between 1981 and 1991 there was a substantial increase in the proportion of housing in owner occupation. However, Colliery, Fulwell and St. Peter's were amongst the wards in the City showing least change.

20.9 "Standard of living" indicators improved generally during the inter-censal period. North Sunderland showed the greatest improvement in the proportions of households living at one or more persons per room (from 4.5% to

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1.8%), although Southwick (3.1%) and Castletown (2.9%) contained the largest number of such households in 1991. There was also a marked reduction in the proportion of households without a bath or W.C., down from 3.7% in 1981 to 1% in 1991, broadly in line with the City overall. Significant improvements were made in the quality of amenity in areas of older housing, especially Colliery (down from 9.3% to 1.1%) and St. Peter's (6.9% to 2.1%).

20.10 Although car ownership rates increased in North Sunderland during the inter-censal period, the number of households with no car (55%) remained above the City average in 1991. Castletown, Colliery Southwick and Town End Farm all had over 60% households without a car. However, Fulwell had proportionately fewer households without a car than the City as a whole.

20.11 The Citywide rise between 1981 and 1991 in the proportion of single parent families was reflected in North Sunderland (5.7% in 1991) with Town End Farm (9.7%) having the largest proportion in the City. There was a decline in families with three or more children, mirroring the Citywide trend but at a slightly lower level. However, Town End Farm (7.2%) and Southwick (6.9%) were amongst the highest proportions in the City, whilst Fulwell had by far the lowest proportion (2.4%). The proportion of pensioners living alone in North Sunderland in 1991 (16.6%) was above the Citywide average. This was reflected in most wards, but particularly Colliery (20.4%-the highest in the City), St. Peter's (18.3%) and Castletown (18.0%).

20.12 Two sizeable traditional local shopping centres serve the area (see Fig.6.2). That at Sea Road (5,900 sq.m.) serves a fairly extensive and prosperous area including parts of South Tyneside, whilst Southwick Green (6,150 sq.m.) is the main focus for residents of the western estates. In addition, there is a centre at Monkwearmouth; this is more complex in nature, being fragmented by a major one-way traffic system. It comprises a range of uses, including a retail park. There is a further retail park at Hylton Riverside and a major out-of-centre supermarket at the seafront forming part of the Seaburn Park development.

20.13 The Sunderland City College has premises at Redcar Road with modern facilities on a large campus. There are three well distributed Comprehensive Schools and twenty two Primary Schools serving the area. Some of the primary schools are housed in old premises and therefore scheduled for replacement. There is an ongoing programme of rationalisation where surplus places arise; this may lead to further changes in this provision. There is also a range of other social and recreational facilities such as community and 'Aim High' centres, providing leisure and educational activities. There is also an indoor leisure centre on the seafront at Seaburn.

20.14 Whilst there is generally a high level of provision of amenity open space in North Sunderland (2.9ha./1000 population) there nevertheless remain localised areas which are considered deficient. Chief amongst these are Monkwearmouth, Marley Pots, and Fulwell (all requiring neighbourhood open space) and Town End Farm (deficient in local/ neighbourhood open space). However, in some instances the need for further facilities is offset by current commitments (e.g. the element of amenity space in the scheme north of Downhill and up-grading of Hylton Dene/Bunny Hill). Playing field provision, at 0.5ha/1000 population, is at present the poorest of the four areas of the City. There are however a number of assets whose potential for active recreation use can be exploited, notably Fulwell Quarries, the urban fringe north of Downhill and the riverside. Implementation of schemes in these areas will substantially minimise this deficiency.

20.15 There are a number of physical features making a significant contribution to the area's environment which will be retained and enhanced as open spaces, in order to support the area's image and facilities. The seafront is the best known recreation area in North Sunderland, offering a wide range of activities, both indoor and outdoor. The attractions draw people from a wide area especially during special events and are of regional significance.

20.16 The urban environment contains a number of feature which reflect the area's heritage (St. Peter's Church, Hylton Castle, Fulwell Mill and Monkwearmouth Railway Station). Additionally there are two Conservation Areas, one based on the former fishermen's cottages at Whitburn Bents and the other on the Roker seafront together with the area around Roker Recreation Park which contains distinguished housing and St. Andrew's Church (known as the Cathedral of the Arts and Craft movement). Interspersed with the developed areas are major features such as Fulwell Quarries, Hylton Dene, the River Valley and the coastal strip. These are often associated with dramatic topography which emphasises their environmental potential.

20.17 North Sunderland is traversed by a number of roads forming part of the City's Strategic Route Network. Of greatest significance is the A1231 (Wessington Way) a high standard dual carriageway linking Sunderland City Centre with the A19 (T), Washington and the A1(M) which carries 30,000 vehicles per day. Other roads include the A1018 to South Shields, the A183 which runs along the seafront, separating commercial uses at Seaburn from the beach and associated open spaces, Washington Road/North Hylton Road and part of the Outer Ring Road. Many of these roads converge on the northern approach to the Wearmouth Bridge, the main link to the City Centre, which carries nearly 40,000 vehicles a day; this necessitates the use of an extended one-way



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system. The resulting restrictions on movement are held to have contributed to the environmental and economic difficulties of the area affected.

### **STRATEGY FOR SUNDERLAND NORTH**

20.18 North Sunderland is an integral part of the larger urban area of Sunderland, there being a high level of interaction between the northern and southern areas for employment, the provision of goods and services, and social and recreational facilities. The proposals reflect this, but affect the area in differing ways. Three broad areas have been defined, as described below (See paras 20.21-20.25).

20.19 Overall, the development proposed takes advantage of the physical and social infrastructure already in place, notably major roads, drainage and sewerage systems, also schools and other social/economic facilities. It seeks to ameliorate the problems deriving from the relative deprivation which afflicts parts of the area by ensuring provision of a diverse range of facilities within a framework of attractive living, working and recreational environments.

20.20 The scope for major change is limited by the highly developed nature of much of the area, especially in the older eastern part. Within the framework of the various constraints, the following strategic considerations apply:-

- \* Economic regeneration, especially by the provision of land for new development in the vicinity of Wessington Way, is intended to exploit the locality's accessibility to the strategic route network and the advantages of its Enterprise Zone status; this area is also accessible from wards with high levels of unemployment.
- \* New housing is to be developed on sites of a variety of sizes to meet the needs of different sectors of the local market. Located in the main in the western part of the sub-area this housing will help retain population and diversify its structure. Complementary to this are proposals to upgrade the older stock - both public and private - along with its environment.
- \* The protection and enhancement of certain existing shopping centres, especially those which may be at risk through changing shopping patterns is emphasised so as to ensure a range of accessible facilities for the local population. Additionally, the strategy envisages new local shopping development in accessible locations related to areas of deficiency. Provision for specialist/ bulky goods outlets which meet anticipated demands for modern retail floorspace will be made where its impact on traffic, the environment and existing shopping centres is acceptable.
- \* Provision is made for Education, Health and Community requirements in accessible locations to meet local needs in an effective way. The strategy also envisages completion of the new St. Peter's University Campus and improved accommodation for the City College which will make a major contribution to the improvement of the image of this Inner Area, and educational and job opportunities within it.
- \* The recreational potential of the area's natural features such as the seafront, Fulwell Quarries, Downhill, Hylton Dene and the Riverside area, to provide facilities serving local, Citywide and regional needs is pursued.
- \* The environment is protected and enhanced, in particular listed buildings and their settings (such as the former Monkwearmouth Station), existing and potential Conservation Areas, and sites of importance for nature conservation (e.g. Fulwell Quarries). Tree planting to break the hard edge of built-up areas, especially adjoining the Green Belt, will be encouraged.
- \* A high level of accessibility to facilities within the area, to other areas of the City, and the region is ensured by provision of a variety of modes of travel. Of particular note are proposals for a new Wear Bridge and the Metro extension through the area with its stations at Seaburn, Portobello Lane and Monkwearmouth.

### **Areas of Stability, Enhancement and Consolidation**

20.21 Within the older predominantly residential areas in the eastern part of the sub-area the emphasis will be on improvements to the environment, especially in regard to open space and community related facilities. Little new development on any scale is expected other than within established shopping and industrial/commercial areas. Where necessary the upgrading of the housing stock (mainly private) is encouraged.

20.22 The emphasis in the west is on consolidation of existing uses, the re-structuring of the existing Council housing stock along with environmental improvements including improvements to shopping centres. This has been assisted from "City Challenge" funds. It is within this area that most new housing is proposed. Improvements to local shopping facilities to serve the outer estates are also envisaged.

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## Areas of Major Change

20.23 The strategy envisages major change in the riverside area where new employment opportunities are concentrated, especially at Hylton/Southwick Riverside. To the west, the river valley is protected by the Green Belt and recreational uses encouraged. Throughout the riverside zone public access to the waters edge will be encouraged. East of Queen Alexandra Bridge the major schemes involve development of the Wearmouth Colliery (Stadium Park) site, the St. Peter's University Campus/ Glass Centre and the North Haven Housing Development. Overall, these projects will significantly assist the regeneration of the Inner Area.

## Seafront and Northern Urban Fringe

20.24 The strategy for the seafront area exploits the recreation/tourism potential of the locality by increasing the range of facilities whilst also enhancing the environment. Proposals therefore balance new development and conservation; environmental improvements include provision for traffic management measures.

20.25 Within the Northern Urban Fringe the strategy exploits the potential of the area for recreational use, particularly at Fulwell Quarries and north of Downhill to provide a wide range of facilities accessible from adjoining residential areas. It is aimed at protecting agricultural uses to the north, enhancing the Green Belt and panoramic views. A minor extension has been made to the Green Belt in the vicinity of Seaburn Dene.

## ECONOMIC DEVELOPMENT

### Existing Employment Sites

NA1 ESTABLISHED INDUSTRIAL/ BUSINESS AREAS AND AVAILABLE SITES WITHIN THEM WILL BE RETAINED AND IMPROVED FOR THE PRIMARY USES INDICATED BELOW. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN EC4 WILL APPLY UNLESS OTHERWISE STATED -

- (1) CASTLETOWN/ FERRYBOAT LANE AREA (12.0 HA NET): OFFICES, RESEARCH, LIGHT AND GENERAL INDUSTRY, CAR SALES AND SERVICING (B1, B2);
- (2) NORTH HYLTON ROAD (31.95 HA NET): OFFICES, RESEARCH, LIGHT AND GENERAL INDUSTRY, CAR SALES AND SERVICING, STORAGE AND DISTRIBUTION USES (B1, B2, B8);
- (3) LOW SOUTHWICK/ THIRLWELL BANK (9.5 HA NET); GENERAL INDUSTRY, STORAGE AND DISTRIBUTION (B2, B8);
- (4) SHEEPFOLDS/ BLACK ROAD (5.4 HA NET): GENERAL INDUSTRY, STORAGE AND DISTRIBUTION (B2, B8);
- (5) BONNERSFIELD (2.2 HA NET): OFFICES, RESEARCH, LIGHT AND GENERAL INDUSTRY, WAREHOUSES AND STORAGE (B1, B2, B8).

(EC4)

20.26 Other than Castletown/Ferryboat Lane, which was largely constructed during the 1990's, these are traditional centres of employment comprising a range of well located sites of between 2.2ha. and 32ha., amounting to some 58ha. in total. New uses which reinforce their industrial role and contribute to the economy are to be encouraged on all sites as specified above. The largest area, North Hylton Road, is a well established post war estate occupied by a wide range of uses of varying sizes (between 50sq.m. and 4ha.), whilst Sheepfolds and Bonnersfield are both older with premises generally being small in size (mainly less than 0.1ha.) and accommodating a variety of industrial/ business activities. In the latter area a prestige managed office centre has recently been developed, at St. Peter's. The estates are all accessible from wards having high levels of unemployment (i.e. Southwick, Colliery and Town End Farm), therefore their retention in industrial use and enhancement is important to maximise the number of accessible job opportunities. All are relatively accessible to the Strategic Route Network; North Hylton Road and Castletown in particular have high levels of access to the regional road network (A1(M) and A19(T)) via purpose-built roundabouts and Wessington Way (A1231).

### Recycled Employment Sites

NA2 NEW SITES ARE ALLOCATED FOR THE FOLLOWING PRIMARY USES. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC4 WILL APPLY UNLESS OTHERWISE STATED:-

- (1) HYLTON RIVERSIDE (18 HA GROSS): OFFICES, RESEARCH, LIGHT AND GENERAL INDUSTRY (B1, B2)
- (2) FORMER SOUTHWICK SHIPYARD (18 HA GROSS): OFFICES, RESEARCH, LIGHT AND GENERAL INDUSTRY (B1, B2)

## NA 20 Sunderland North

(EC3)

20.27 These large sites comprise Sunderland Enterprise Park, and form an Enterprise Zone, development of which provides a new source of employment within the river corridor, replacing jobs lost with the closure of the shipyards. As such they are of significance in the attainment of the Council's economic development policies as set out in Part I. They are strategically located on or adjacent to the A1231 (Wessington Way), having direct access to it from a number of roundabout junctions as well as via a connecting spine road which runs between Queen Alexandra Bridge and Wessington Way at Castletown. The sites thus have a high level of accessibility from other parts of the City and the regional road network, which gives them considerable development potential. They are also in proximity to areas with high levels of unemployment (Southwick, Colliery and Town End Farm Wards) and their development should therefore enhance the population's accessibility to an improved range of employment opportunities.

20.28 More detail regarding each site is set out below:-

**Hylton Riverside:** As at the mid 1990's little land remains undeveloped within this area. Within the Hylton Riverside/ Southwick Enterprise Zone, it constitutes a 'flagship' development of the former Development Corporation. Development, with a high standard of design and quality landscaping, which provides a prestigious business park where B1 uses predominate. B2 and B8 uses are not covered by the Enterprise Zone scheme but they may still be acceptable provided they conform to the overall standard of external appearance and do not have any adverse impact in terms of noise, fumes, vibration or traffic generation which would detract from the overall quality of the development. Development of this area will be subject to the traffic generated being capable of being accommodated safely on the A19/A1231 junction, with any appropriate improvements at the developer's expense, to the satisfaction of the Highways Agency (see T14 para 15.47)

**Former Southwick Yard:** development of this area was progressing at a rapid pace by the mid 1990's. The locality is appropriate for B1 and B2 users, with B8 uses considered on their individual merits. Whilst the primary criterion is employment potential, the prominent position of the site between Wessington Way and the Riverside will necessitate a high standard of development. Development of this area will be subject to the traffic generated being capable of being accommodated safely on the A19/A1231 junction, with any appropriate improvements at the developer's expense, to the satisfaction of the Highways Agency (see T14 para 15.47).

20.29 Proposals NA1 and NA2 will be further supported through ongoing efforts to retain/provide job and training opportunities which are community based, by local enterprise and 'aim high' centres together with other appropriate initiatives which may arise.

### Wearmouth Colliery

NA3 THE BALANCE OF THE FORMER WEARMOUTH COLLIERY SITE, AS DEFINED ON THE PROPOSALS MAP, WILL BE DEVELOPED FOR APPROPRIATE USES WHICH CAN EXPLOIT THE POTENTIAL OF THIS HIGH PROFILE LOCATION, AND MAKE A CONTRIBUTION TO THE REGENERATION OF THE INNER CITY. APPROPRIATE USES COULD INCLUDE OFFICE, LABORATORY OR INDUSTRIAL DEVELOPMENT (B1/B2) OR INSTITUTIONAL USE (D1) OR ASSEMBLY/LEISURE ACTIVITIES (D2). DEVELOPMENT INVOLVING RETAILING (A1) WILL NOT BE ACCEPTABLE ALTHOUGH FOOD AND DRINK USES (A3) WILL BE ACCEPTABLE ANCILLARY USES. ANY PROPOSAL WILL NEED TO TAKE INTO ACCOUNT:-

- (i) ITS IMPACT (VISUAL AND OTHERWISE) ON THE AMENITIES AND OPERATIONAL REQUIREMENTS OF NEARBY RESIDENTIAL, INDUSTRIAL, AND OPEN SPACE AREAS AS WELL AS THE ADJACENT STADIUM DEVELOPMENT;
- (ii) THE IMPLICATIONS OF THE TRAFFIC LIKELY TO BE GENERATED ON THE PUBLIC TRANSPORT, PEDESTRIAN, AND HIGHWAY FACILITIES IN THE NEIGHBOURHOOD, INCLUDING THE NEED FOR NEW HIGHWAY INFRASTRUCTURE.

DEVELOPMENT INCLUDING KEY TOWN CENTRE USES SHOULD ONLY BE ALLOWED ON THIS SITE WHERE:-

- (i) THE LACK OF A SUITABLE ALTERNATIVE LOCATION EITHER IN THE CITY CENTRE OR EDGE OF CENTRE IS DEMONSTRATED; AND
- (ii) IT DOES NOT SOLELY OR CUMULATIVELY WITH OTHER RECENT DEVELOPMENTS OR OUTSTANDING PERMISSIONS DIVERT INVESTMENT FROM EXISTING CENTRES SO AS TO THREATEN THEIR VITALITY AND VIABILITY; AND
- (iii) IT CONTRIBUTES TO A BALANCED DISTRIBUTION OF FACILITIES ACCESSIBLE TO ALL SECTORS OF THE COMMUNITY (PARTICULARLY TO THOSE WITH LOW LEVELS OF PERSONAL MOBILITY) BY PUBLIC TRANSPORT, ON FOOT OR CYCLE AS WELL AS BY CAR; AND
- (iv) IT DOES NOT HAVE AN ADVERSE EFFECT ON OVERALL TRAVEL AND CAR USE.

(EC3, EC5)

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20.30 The remainder of the site of the former Wearmouth Colliery available following development of the 'Stadium of Light' represents an important development opportunity for the following reasons:-

- \* This out-of-centre site is still centrally situated in proximity to the City Centre, with the potential for a wide range of forms of development. It could therefore make a significant contribution to inner area regeneration although in relation to commercial/public office or leisure use development, its appropriateness will be judged in relation to other available sites by the application of the sequential test;
- \* it has good road access which will be enhanced by road improvements (see Proposal NA39); public transport in the vicinity is also good and will be further improved by construction of the proposed Metro extension;
- \* it is a potentially high profile site in a prominent location overlooking the river.

Proposals for this site should therefore be of a prestigious nature, built to a high standard of design, to make a positive contribution to urban and riverside regeneration in accordance with the economic development policies set out in Part I.

20.31 The pursuit of an option for redevelopment for economic development uses (i.e. B1/B2) would undoubtedly contribute towards replacing those jobs lost by the closure of the colliery. This option could however be in direct competition with other riverside sites at Southwick/Hylton Riverside. These have the advantage of Enterprise Zone status and lie closer to the A19 although the recent rapid take-up of sites means only a limited area remains uncommitted. In the light of this, the remaining land at the former colliery site could be considered for economic development. Other possibilities, such as development for leisure/community uses (C2, D1, D2) could take advantage of the locational benefits of this area and consolidate the emerging leisure role of the locality arising from the adjoining stadium development, although as noted earlier, the appropriateness of these uses will be determined at the planning application stage by the use of the sequential test. In view of recent major retail developments in North Sunderland and the need to focus new development of this sort into existing centres, it would not be appropriate to promote the development of further shopping although there would be no objection to some appropriate development for A3 use ancillary to other uses on the site.

### Existing Mixed Use Sites

NA4 THE FOLLOWING AREAS AND AVAILABLE SITES WITHIN THEM WILL BE RETAINED AND IMPROVED FOR A MIXTURE OF COMMERCIAL AND INDUSTRIAL USES. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC5 WILL APPLY UNLESS OTHERWISE STATED:

- (1) HYLTON GRANGE (3.2 HA NET): HOTEL, RETAILING, CAR SHOWROOMS, COMMERCIAL LEISURE (C1, A1, D2)
- (2) CAMDEN STREET (3.4 HA NET): OFFICES, RESEARCH AND DEVELOPMENT, LIGHT AND GENERAL INDUSTRY, STORAGE AND DISTRIBUTION, RETAILING (B1, B2, B8, A1);
- (3) EAST CASTLETOWN (4.6 HA NET): OFFICES, RESEARCH AND DEVELOPMENT, LIGHT AND GENERAL INDUSTRY, STORAGE AND DISTRIBUTION, RETAILING, CAR SALES AND WORKSHOPS (B1, B2, B8, A1);
- (4) PORTOBELLO LANE/ NEWCASTLE ROAD (3.55 HA NET): CAR SHOWROOMS, OFFICES, LIGHT INDUSTRY, STORAGE AND DISTRIBUTION (B1, B8).

DEVELOPMENT INCLUDING KEY TOWN CENTRE USES SHOULD ONLY BE ALLOWED ON THESE SITES WHERE:-

- (i) THE LACK OF A SUITABLE ALTERNATIVE LOCATION EITHER IN THE CITY CENTRE OR EDGE OF CENTRE IS DEMONSTRATED; AND
  - (ii) IT DOES NOT SOLELY OR CUMULATIVELY WITH OTHER RECENT DEVELOPMENTS OR OUTSTANDING PERMISSIONS DIVERT INVESTMENT FROM EXISTING CENTRES SO AS TO THREATEN THEIR VITALITY AND VIABILITY; AND
  - (iii) IT CONTRIBUTES TO A BALANCED DISTRIBUTION OF FACILITIES ACCESSIBLE TO ALL SECTORS OF THE COMMUNITY (PARTICULARLY TO THOSE WITH LOW LEVELS OF PERSONAL MOBILITY) BY PUBLIC TRANSPORT, ON FOOT OR CYCLE AS WELL AS BY CAR, AND
  - (iv) IT DOES NOT HAVE AN ADVERSE EFFECT ON OVERALL TRAVEL AND CAR USE.
- (EC5, S5, S6, S13)

20.32 There is likely to be a demand for further commercial development of varied nature in North Sunderland; the localities identified are considered appropriate for the uses specified for each. Their high level of accessibility from the Strategic Route Network and visual prominence results in their having potential for a wide range of commercial uses. Acceptable uses vary, reflecting existing uses, commitments (i.e. planning permissions) and the opportunities presented by each location. The first three sites may have potential for some limited forms of retail development and there may be scope for other key town centre uses, subject to application of the sequential test, the impact of development and the other criteria set out in the policy. In general the Council will look for diversity

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of development to ensure areas do not become too retail orientated as this would be contrary to the concept of mixed use sites as defined in policy EC5 and could undermine existing centres and retail proposals of the Plan in the vicinity. The requirements of policy S7 will apply to retail development with limitations imposed on the type of retailing to be allowed either through the use of conditions or section 106 agreements. This will enable the Council to ensure that retail development is situated where it is accessible to potential users, appropriate to the locality, and does not have an adverse impact on facilities or proposals of the plan elsewhere. In this regard bulky goods/retail warehouse type development is most likely to be acceptable on those sites identified as suitable for retail uses; it is unlikely that convenience retailing will be appropriate unless a case can be made on the basis of a local need under S3 and a more suitable site is not available. Existing permitted development rights will not be affected by this proposal.

**20.33 Hylton Grange:** This is a high profile site as a result of its strategic location in relation to the A1231 and A19(T). Proposed uses reflect existing development/ approvals, as well as its locational potential.

**20.34 Camden Street:** This inner area locality contains a number of showrooms/premises with an element of specialist retailing, as well as industrial and storage premises. It is reasonably accessible from the main road network and close to areas of high unemployment. The scope for major or prestigious development is limited by plot size/shape, and by the general image of the area. For these reasons it is appropriate to encourage its development for a range of uses reflecting the current situation to provide local employment opportunities.

**20.35 East Castletown:** The accessibility and prominence of this site from Wessington Way emphasises its potential for retail warehouse/bulky goods development as well as commercial uses and uses such as offices and storage. Its proximity to Castletown and Hylton Castle enable it to provide local employment opportunities.

**20.36 Portobello Lane/Newcastle Road:** This area has a main road frontage to Newcastle Road, currently occupied by car showrooms. To the rear is unused land, open storage and a depot. The proposal reflects existing uses and expands the potential range of uses taking account of the need to protect residential amenity and ensure an attractive entry into the City; consequently a high standard of design will be sought in any development. Retailing will be resisted in view of the proximity of the Sunderland Retail Park and adjoining area to which the railway forms a logical physical boundary.

### Tourism and Visitor Facilities

NA5 THE PROVISION AND/OR IMPROVEMENT OF VISITOR FACILITIES AND OTHER WORKS TO ENHANCE THE ATTRACTION OF THE FOLLOWING WILL BE ENCOURAGED:-

- (1) THE ROKER AND SEABURN SEAFRONT ZONE AS DEFINED ON THE PROPOSALS MAP;
- (2) NORTH HAVEN MARINA AND MARINE ACTIVITIES CENTRE;
- (3) THE NATIONAL GLASS CENTRE;

ALSO THE FOLLOWING LISTED BUILDINGS:-

- (4) ST. PETER'S CHURCH;
- (5) ST ANDREWS CHURCH;
- (6) HYLTON CASTLE AND DENE;
- (7) FULWELL MILL

PROPOSALS WHICH ADVERSELY AFFECT THESE ATTRACTIONS WILL NORMALLY BE RESISTED

(EC9, B17)

20.37 The localities defined all have considerable potential to attract tourists by virtue of their location, environment, use or history. In order to maximise this potential it will be desirable to undertake initiatives to improve visitor facilities and the setting of the various features, as outlined in Table 20.1 below. All the listed buildings will be retained and enhanced in accordance with Part I policies B8-10. Where appropriate, grant assistance will be given by the City Council and English Heritage.

**Table 20.1 Tourist Attractions (NA5)**

Attraction	Comments
(1) Roker and Seaburn Air Display, Seaburn Centre	An extensive and attractive seafront area providing a range of facilities and activities. Improvements could include environmental works to the promenades, and open spaces, traffic management etc. Specific proposals for improvement are set out in NA6 and NA26.

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(2) North Haven Marina and Marine Activity Centre.	This new venture brings together a number of watersports activities, providing headquarters facilities for clubs, together with access to the river and sea and secure moorings.
(3) The National Glass Centre	A new tourist attraction located on the riverside adjacent to the new university campus and St. Peter's Church. It includes specialist glassmaking space, an exhibition area, studio space, workshop space, limited retailing to sell craft glass, and catering facilities.
(4) St. Peter's Church	The church is a Grade I listed building established in AD 673 as part of a monastery, the site of which is a scheduled ancient monument. The design, layout and scale of proposals for the University campus (NA15) are sympathetic to the church, thereby enhancing its setting, including views of it from the surrounding area, in accordance with policy B10.
(5) St. Andrew's Church	Prominent Grade I listed building within the Roker Park Conservation Area, it is noted as the 'Cathedral to the Arts and Crafts Movement'.
(6) Hylton Castle Chapel and Dene	The Castle and adjacent Chapel are Grade I listed buildings and scheduled Ancient Monuments in the guardianship of English Heritage. Improved security measures would be desirable. It is also proposed to restore the Elizabethan gardens found during recent archaeological studies. There could also be scope for improvements to visitor facilities including interpretation facilities reflecting recent archaeological finds. Funding could be from the National Lottery heritage Fund.
(7) Fulwell Mill	A Grade II* listed building which has been restored to working order, Fulwell Mill is reputed to be the best preserved windmill in the North of England. The Mill should be open to the public on a more regular basis, and enhanced by the provision of landscaping and visitor facilities, including parking. Improvements to the setting of the Mill are required in accordance with B8 and B9, especially the tarmac area in front of the Mill and the disused site to the south; these are Council owned. A scheme for the provision of visitor parking and visitor facilities has been prepared.
Monkwearmouth Station Museum	This tourist attraction is dealt with in the Monkwearmouth Inset. (See NA45)

Source: *Tourism Strategy, 1995/96. City of Sunderland*

## Seafront

NA6 THE CITY COUNCIL WILL ENCOURAGE IMPROVEMENTS TO EXISTING COMMERCIAL AND SOCIAL STRUCTURES IN THE COASTAL ZONE TO HELP ENSURE THEIR VIABILITY AND MAXIMISE THEIR POTENTIAL CONTRIBUTION TO THE ENVIRONMENT OF THE SEAFRONT.

(EC9)

20.38 The seafront is an important environmental and recreational amenity serving the City and beyond. The Plan makes a number of proposals intended to enhance its appearance and function in order that its potential can be fully realised. It is thus vital to ensure that existing commercial and other premises (e.g. shelters, conveniences) are well maintained. At the present time a number of structures within the defined coastal zone (see NA26), mainly on Marine Walk, do not make as positive a contribution as they could, the proposal is thus intended to provide the policy framework for initiatives to secure the necessary improvements.

20.39 Implementation may be through a variety of means, including as appropriate, the development control process and the Council's role as freeholder.

## HOUSING

### Land for Housing

LOCATION	GROSS AREA (HA)	ESTIMATED DWELLING CAPACITY	POLICY REQUIREMENTS
(1) CRANBERRY ROAD 'B', HYLTON CASTLE	1.80	40	H15/21

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(2) CARTWRIGHT ROAD HYLTON CASTLE	0.32	20	H15/21
(3) HYLTON LANE, TOWN END FARM	3.85	140	H14/15/16/21; B20
(4) KIDDERMINSTER ROAD DOWNHILL	3.40	120	H14/15/16/21; B20
(5) FULWELL QUARRIES (WEST)	0.76	30	H15/21
(6) FULWELL QUARRIES (EAST)	4.50	160	H14/15/16/21; EN14; B20
(7) CARLEY HILL ROAD SOUTHWICK	0.98	90	H14/15/16/21; B20
(8) REDBY SCHOOL SITE	0.60	50	H14/15/16/21; B20
(9) LAND TO THE NORTH EAST OF THE FORMER ROKER PARK FOOTBALL GROUND	1.00	35	H14/15/16/21; B20
(H4, H5, H6)			

20.40 The proposal identifies sufficient land to accommodate an estimated 690 new dwellings as at December 1996. Together with the 1,600 dwellings which were been constructed after 1988 on sites big enough to accommodate over 10 dwellings or are committed through previous planning permissions. Including those under construction, total housing development during the Plan period is likely to be around 2,290 units. This approximates to the requirements of Part I policy H4. In addition a housing scheme providing over 100 student bedspaces has been constructed at the junction of Fulwell Road and Portobello Lane.

20.41 All sites identified utilise existing infrastructure, therefore they will not require major new investment. The larger sites however are generally in peripheral locations where the existing or proposed environment has the potential to stimulate development interest (e.g. in the vicinity of Fulwell Quarries; at Hylton Dene). The smaller sites are dispersed around the built up area, being infill sites which enable provision of a range of housing to meet localised needs.

20.42 Development of the sites allocated will enable North Sunderland to make a positive contribution to meeting the overall requirements of the City thereby enhancing the range of housing types available locally. It will also help stabilise the population of the western suburbs, diversify the locality's socio-economic structure and generally contribute towards urban regeneration. Provision of a range of size of sites in varying localities will help to ensure a broad base and balance for new development.

20.43 Implementation will be undertaken by the private sector and Housing Associations, subject to the development control process. Council owned sites will be subject to Development Briefs providing guidance as to the form of development. Development of sites within and adjacent to the areas defined in proposal NA8 will need to take account of the requirements of that proposal.

NA8 THE COUNCIL WILL SEEK TO MAXIMISE BENEFITS IN THE FORM OF ADDITIONAL OPEN SPACE, AND COMMUNITY FACILITIES, FROM SITES TO BE DEVELOPED OR REDEVELOPED IN THE FOLLOWING AREAS:

- (1) SOUTHWICK/ MONKWEARMOUTH;
  - (2) ROKER/ FULWELL;
  - (3) FULWELL
- (H6)

20.44 This proposal aims to ensure that possible development sites meet the inner urban population's need for open space, community facilities and enhancement of the environment. The boundaries shown on the Proposals Map delineate the areas where redevelopment may be more strictly controlled to meet the above requirements. They have been drawn to encompass the older residential areas of Fulwell, Roker, Monkwearmouth and Southwick. These environments lack greenery, tree cover and open space. They largely comprise pre-1919 dwellings of one or two storeys generally having no gardens. Post war Council and Housing Association developments have improved the situation in parts of Southwick and Monkwearmouth but the overall quality of the environment is still relatively poor.

20.45 As outlined in the introduction the inner urban area of North Sunderland exhibits high levels of unemployment and deprivation which indirectly creates demands for leisure and community facilities which are not presently fully met. Therefore any proposal for new housing within this area will be assessed against the need for sites to be used for environment or community related purposes. If sites or parts of them have the potential for such uses, negotiations will take place to agree a form of housing development which will allow the development of social and amenity uses to be provided. Failure to reach such an agreement would normally result in the refusal of planning permission.

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20.46 The net effect of the proposal will be that, over the Plan period, the intensity of development in these localities will be reduced and the environment improved by the introduction of amenity space and community assets, especially sitting and play facilities.

### Council housing

NA9 THE CITY COUNCIL WILL SEEK TO CARRY OUT RESTRUCTURING IMPROVEMENTS TO ITS HOUSING STOCK, AND ASSOCIATED ENVIRONMENTAL WORKS, IN THE FOLLOWING LOCATIONS:

- (1) CENTRAL SOUTHWICK (REFURBISHMENT/ NEW CONSTRUCTION);
  - (2) CARLEY ROAD MAISONNETTES, SOUTHWICK (CONVERSION OF MAISONNETTES TO TRADITIONAL HOUSING AND SOME NEW CONSTRUCTION);
  - (3) DAME DOROTHY CRESCENT MAISONNETTES AND TOWER BLOCKS, MONKWEARMOUTH (CONVERSION OF MAISONNETTES, SIMILAR TO (2), AND IMPROVEMENTS TO TOWER BLOCKS);
  - (4) CARLEY HILL AND WITHERWACK 'S' BLOCKS (CONVERSION OF FLATS TO HOUSES);
  - (5) TOWN END FARM AND DOWNHILL COMMUNAL ACCESS FLATS AND TRADITIONAL HOUSING ((CONVERSION OF FLATS/MODERNISATION OF HOUSES);
  - (6) HYLTON CASTLE CLUSTER BLOCKS (IMPROVEMENTS);
  - (7) DEVONSHIRE AND EGLINTON TOWERS (IMPROVEMENTS TO TOWER BLOCKS)
- (H12)

20.47 Improvements in these localities are necessary to ensure the Council's housing stock fulfils an efficient and effective role in meeting the City's housing needs. Additionally, intervention to make the housing stock more attractive can avoid problems related to transient or socially polarised populations, hence facilitating a more balanced and stable community. Specific measures will be undertaken as outlined in Table 20.2. Funding is likely to be from mainstream Housing funds and the single regeneration budget.

**Table 20.2 Housing Restructuring/Improvement Schemes (NA9)**

Location	Description
(1) Central Southwick	The Council has undertaken external and environmental improvements to 514 dwellings, whilst 62 former Council houses have been refurbished for sale by a private builder. A Housing Association has built 12 new houses and refurbished 4 former Council houses to rent.
(2) Carley Road maisonettes, Southwick	A phased scheme has been completed to demolish the upper storeys and convert the lower floors to provide traditional housing with private gardens. Some new infill housing is included as part of the works.
(3) Dame Dorothy Crescent maisonettes and tower blocks Monkwearmouth	These 214 maisonettes are of the same design and construction as those at Carley Road and are included in the programme for improvement to both housing and environment. The tower blocks will be subject to improvements including environmental and security works.
(4) Carley Hill and Witherwack 'S' blocks	There are approximately 500 flats, including 22 'S' blocks on these two estates which are becoming increasingly unpopular. It is anticipated that conversion schemes, including involvement of the private sector, will be implemented during the Plan period. As at 1995, 36 former Council flats are being improved for sale by the private sector.
(5) Town End Farm and Downhill communal access flats and traditional housing	There has already been major change in these two estates, with considerable investment by the private sector, particularly on Town End Farm. Houses have been refurbished, new ones built and flats converted to houses and bungalows. A master plan has been prepared for Downhill and refurbishment of housing is under way, with the private sector building new low cost houses for sale on the site of former Council flats.
(6) Hylton Castle Cluster Blocks	Cluster blocks need modernising with provision of parking facilities and private gardens.
(7) Devonshire and Eglinton Towers	Improvements to existing tower blocks to include environmental and security works.



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## Private housing

NA10 THE CITY COUNCIL WILL SEEK TO IMPROVE THE ENVIRONMENT IN THE FOLLOWING OLDER PRIVATE RESIDENTIAL AREAS; PRIORITY WILL BE GIVEN TO THOSE LOCATIONS WHICH REQUIRE MORE COMPREHENSIVE TREATMENT:

- (1) BETWEEN EGLINTON STREET AND NEWCASTLE ROAD;
- (2) THE EASTERN PART OF ROKER AVENUE INCLUDING ADJOINING STREETS TO THE NORTH AND SOUTH;
- (3) NEWBURY STREET/ BARTRAM STREET, FULWELL;
- (4) CHILTON STREET/ FINSBURY STREET, SOUTHWICK;
- (5) FRANK STREET/ AMY STREET, SOUTHWICK;
- (6) WEST SOUTHWICK;
- (7) BARRON STREET/EAST VIEW, CASTLETOWN;
- (8) ELIZABETH STREET/ STANLEY STREET, CASTLETOWN;

WORKS WITHIN THESE AREAS WILL INCLUDE LANDSCAPE/ FLOORSCAPE TREATMENT, ALONG WITH IMPROVEMENTS TO PROPERTY, AS APPROPRIATE.

(H13)

20.48 This proposal relates to those areas which are deemed to have the poorest environmental quality in the City, together with pockets of substandard housing. A number are within the densely developed neighbourhoods where the Council will seek to maximise additional open space and community use from sites to be either developed or redeveloped (see NA8). This proposal aims to improve the environment of these areas, both as an end in itself and as a means of stimulating a climate of confidence to ensure the ongoing viability of the housing stock in the defined localities. Works could include landscaping of derelict land, traffic calming schemes and tree planting; such areas being tackled in a comprehensive manner. The potential of these localities for inclusion in a strategy for housing improvement, possibly involving Housing Renewal Areas, may be investigated (see paragraph 5.64). Further details are given in Table 20.3.

**Table 20.3 Housing Areas For Improvement (NA10)**

Location	Description	Opportunities
(1) Between Eglinton Street and Newcastle Road (mainly within NA8)	Around 270 houses built in long terraces which open directly onto the street. Condition of property is variable.	Floorscape treatment; landscaping where opportunities arise; improvements to properties.
(2) The eastern part of Roker Avenue including adjoining streets to the north and south (within NA8)	An irregular shaped area of around 260 houses, including cottages but in the main 2 and 3 storey houses, some in multiple occupation. Condition of property is variable and south of Roker Avenue there are a number of non-conforming uses.	Possible extension of environmental improvement scheme in the adjacent Hartington Street area if opportunity arises. Introduction of landscaping/ floorscape treatment. Possible relocation of non-conforming uses.
(3) Newbury Street/ Bartram Street area, Fulwell	Around 130 houses in a mixture of cottages and 2 storey properties.	Provision of landscaping where possible; improved floorscape treatment.
(4) Chilton Street/ Finsbury Street area, Southwick (within NA8)	Some 190 small 2 storey houses opening directly onto the footpath; there has been significant improvement to the houses in recent years.	Floorscape treatment.
(5) Frank Street/ Amy Street area Southwick (within NA8)	Around 130 houses, very similar to the Chilton Street/ Finsbury Street area.	Floorscape treatment.
(6) Northern Way/ Burntland Avenue/ North Hylton Road Wessington Way. (within NA8)	There are nearly 550 dwellings in this area, comprising cottages, houses and purpose built flats. Many houses open directly onto the street.	Landscaping where opportunities arise; floorscape treatment.
(7) Barron Street/ East View, Castletown	The 180 houses and cottages in this area open directly onto the street.	Floorscape treatment and possible improvements to allotments.

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(8)	Elizabeth Street/ Stanley Street, Castletown.	Adjacent allotments are untidy. a small area of 90 houses opening directly onto the street.	(See Proposal NA24(6)) Landscaping where possibilities arise; floorscape treatment.
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## SHOPPING

### Existing Centres

NA11 THE FOLLOWING EXISTING SHOPPING CENTRES WILL BE RETAINED AND IMPROVED:

(1) SEA ROAD;  
(2) SOUTHWICK GREEN.  
WITHIN THESE CENTRES USES WHICH ARE IN ACCORDANCE WITH POLICY S2 WILL BE ACCEPTABLE. APPROPRIATE MEASURES FOR IMPROVING THEM COULD INCLUDE IMPROVEMENTS TO FACADES, FLOORSCAPES, LANDSCAPING, PARKING AND SERVICING.  
(S2, S4)

20.49 This proposal seeks to ensure the enhancement of these two centres which are the main foci of shopping provision in North Sunderland. This will enable them to retain their role in the face of increased competition. The proposal is in accordance with PPG 6, Strategic Guidance, and Part I Policy S2.

20.50 **Sea Road:** This large centre (5,900 sq.m. net floorspace) serves a substantial area of North Sunderland and part of South Tyneside. It has a relatively prosperous image, containing specialist shops and a range of professional and financial services. Most premises are relatively old and small, although there has been some redevelopment. There is some through traffic on Sea Road and a severe lack of facilities for shoppers' car parking, leading to problems in adjacent residential streets. The centre has responded to the challenge posed by freestanding supermarkets elsewhere by a reduction in the amount of convenience shopping and an increase in the level of service activity. If it is to retain its place in the shopping hierarchy it will be necessary to take advantage of every opportunity to improve its range of facilities for customers. To this end, planning permission will normally be given for new development, redevelopment and changes of use in accordance with policy S2 subject to normal development control requirements being met. There may be scope for redevelopment at Station Road, subject to land assembly. Consideration will be given to improving pedestrian crossing facilities and wherever possible improvements should be made to the provision of off-street car parking (see NA42).

20.51 **Southwick Green:** This centre serves a large area of north west Sunderland; its catchment area has a high proportion of non-car owning households. It is conveniently located for public transport and comprises some 6,150 sq.m. net floorspace, supporting a range of retail and community uses. Although the centre was partially redeveloped and improved during the early 1980's, likely retail developments at Hylton Riverside and Monkwearmouth during the plan period will require this centre to further enhance its attractions in order to maintain its market share. To this end, proposals for new development in accordance with policy S2 will be given favourable consideration, subject to meeting other development control requirements. The eastern part of the centre, on Southwick Road, appears to be less viable as a shopping area than The Green itself. A flexible approach to future development in this locality within the general framework of policy S2 may be required if premises are to remain in viable use; consequently a concentration of non-retail uses could result. Environmental improvements are also desirable and could include traffic calming measures following the removal of through traffic (see NA41). Additional car parking could be provided to the north of The Green; this would further enhance the attractiveness of the centre (NA42). Implementation of the proposal will be through the development control process with remaining environmental works funded by the Council.

### New Shopping Sites

NA12 A SITE AT HYLTON LANE/ WASHINGTON ROAD (1 HA) IS ALLOCATED FOR CONVENIENCE RETAILING IN ASSOCIATION WITH COMMUNITY/ LEISURE FACILITIES TO SERVE THE EVERYDAY NEEDS OF THE ADJACENT ESTATES.  
(S3, S5, S6, S7)

20.52 This proposal was originally included in the North Area Local Plan. It envisages provision of modern retail facilities, possibly in the form of a small convenience goods supermarket with associated retail units and community facilities, to meet the everyday needs of residents of the adjoining estates. The intended catchment is focused on Town End Farm, Downhill and Hylton Castle estates. These are currently only served by local

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shopping parades and are some distance from the facilities at Southwick Green. The estates have generally low levels of car ownership and therefore ready access to competitive modern facilities may be regarded as important in accordance with paragraph 6.25 in amplification to policy S3. The site allocated is intended to meet this need; being situated at the junction of Hylton Lane and Washington Road, it is accessible from the area to be served by bus and car as well as on foot and cycle. It is also in proximity to established local facilities including a health centre and area housing/social services office, thereby consolidating the role of the locality as a focal point for the community. It will therefore satisfy Government advice on the desirability of reducing the need to travel and use of cars, as set out in PPG's 6 and 13.

20.53 Any retail development will be subject to it not having an unacceptable effect on existing facilities, especially those at Southwick Green although account will also be taken of the impact on the larger parades within the estates as their retention in some form will provide complementary local facilities. Subject to the requirements of policy S3 it may be necessary to consider the appropriateness of other uses within some of these parades. The nature of the community element of the proposal has yet to be determined but could provide training and job opportunities to the benefit of the surrounding area which suffers from relatively high rates of unemployment. The land is currently in the ownership of the Council; development of the retail element is likely to be by the private sector, whilst the community facilities may be funded by the Council, either alone or in partnership with the developer of the retail floorspace. Given the limited site size, a comprehensive integrated development incorporating both elements would be preferable and consideration will therefore be given to the desirability of preparation of a development brief in order to achieve this.

### COMMUNITY FACILITIES

#### Education

NA13 LAND IS ALLOCATED ADJACENT TO FULWELL INFANT SCHOOL ON THE EXISTING PLAYING FIELDS FOR A REPLACEMENT FOR FULWELL JUNIOR SCHOOL AND A COMMUNITY CENTRE (2.2HA).

(CF5, CF11)

20.54 Land adjacent to Fulwell Infant School is to be used for the replacement of the existing Fulwell Junior School on Sea Road, and possibly the Fulwell Community Centre which adjoins the junior school. Development will be designed and laid out so as to protect the privacy and amenity of adjoining houses. The present junior school was built in 1907 and occupies a sub-standard site. The proposed site, which meets current Department for Education size requirements and is accessible from the catchment area which it serves, is vested in the Council's Education Committee. Relocation of the community centre if it is not redeveloped as part of the overall development of the present Junior School site will allow for provision of new facilities on a site which is accessible and in proximity to other community related facilities. Access and egress arrangements in the locality of Ebdon Lane will have to be improved before development can proceed. Although full details have yet to be resolved, this may be achieved by provision of a further access point from Station Road possibly forming part of a one way in/out system with the existing access at Ebdon Lane. The corridor for this exists but the land involved is not in the Council's ownership at present; the area reserved on the Proposals Map reflects this requirement. The future development of the site of the existing junior school and community centre is considered in Proposal NA18.

20.55 A nursery class has been developed at Fulwell Infants School to remedy a deficiency of places in the area east of Newcastle Road. Complementary to this is a proposal to develop a nursery class at the re-modelled Grange Park Primary School to replace the existing St. Columba's Nursery (see NA17).

NA14 THE REDCAR ROAD CAMPUS OF CITY COLLEGE WILL BE FURTHER DEVELOPED FOR COLLEGE RELATED USES.

(CF6, CF8)

20.56 There is land available at the Redcar Road site for development of the college which in this part of the City has been run from sites at both Swan Street and Redcar Road. However the Swan Street site was cramped, existing buildings were unsatisfactory and the College's presence there gave rise to environmental problems relating to on-street car parking in the adjoining residential area. Consequently development will be concentrated at the Redcar Road site. This will enable consolidation on the site, giving the college a stronger local presence and identity, without causing harm to the local environment and enable the College to withdraw from the Swan Street site altogether.

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20.57 Development of the college will include an adult teaching/ learning complex, a business development and conference centre, new cafe and bakery, hairdressing/ beauty and health fitness centres, along with a new reception area.

NA15 APPROXIMATELY 10HA OF LAND WILL BE ALLOCATED WITHIN THE ST PETER'S RIVERSIDE AREA FOR THE DEVELOPMENT OF A CAMPUS FOR THE UNIVERSITY OF SUNDERLAND.

(CF7, B2, B20, CN13)

20.58 This site, lying south of St. Peter's Church and with a riverside frontage, is to be developed in a series of phases over a ten year period. It will provide some 33,000 sq.m. of accommodation for 8,000 students and will operate jointly with the Chester Road campus in the City Centre. Phase 1, comprising the Business School, lecture hall and related facilities, and Phase 2, the School of Computing and Information Systems, are operational. Remaining phases will provide:

- \* Phase 3: School of Education
- \* Phase 4: School of Art and Design

20.59 Development of the site will also include a Learning Resource Centre (including a library) and catering facilities; these will be provided on an incremental basis as each phase is constructed. Provision of a conference centre is also being investigated. It is also intended that car parking spaces, acceptable to the local planning authority will be provided in order that problems do not arise on adjacent highways. Buildings of 3-4 storeys will be designed to enhance the setting of St. Peters Church and incorporate new public spaces, including a quayside walk, with an illuminated sculptural feature.

20.60 This project is, with the adjacent National Glass Centre (NA5.3), a very important element in the regeneration of the riverside area and will enhance the image of the wider locality. Account will be taken of the site's prominence and proximity to St. Peter's Church in the design of buildings; a high quality of landscaping will also be sought. Accessibility to the City Centre and the other major University Campus at Chester Road will be improved by pedestrian and cycling links as well as Metro. The visual prominence on the riverbank and proximity to St. Peters Church, with its long academic and religious heritage are further factors emphasising the suitability of this location for the use proposed.

20.61 Implementation will be undertaken by the University in accordance with its financial resources and the above outline programme.

### Other Community Facilities

NA16 LAND IS ALLOCATED AT THE FORMER HYLTON CASTLE INFANT SCHOOL SITES FOR A REPLACEMENT COMMUNITY CENTRE AND AN 'AIM HIGH CENTRE'.

(CF8)

20.62 Reorganisation of the existing Hylton Castle Infant and Junior Schools has released the two Infants School buildings for other purposes. The present Hylton Castle Community Centre occupies a building adjacent to the existing Junior School; this will be required to create an adequately sized site for the re-organised primary school. It is therefore proposed to utilise both Infants School buildings for replacement community facilities. These are likely to include a community centre, children's unit and a crèche, along with an "Aim High" centre. This is one of a number of such centres within the former City Challenge area to provide resources for personal development in leisure, education etc. Aim High centres are also being developed at both Hylton Red House and Castle View Schools.

NA17 THE SWAN STREET SITE OF THE FORMER MONKWEARMOUTH COLLEGE TOGETHER WITH GRANGE PARK PRIMARY SCHOOL WILL BE REDEVELOPED TO ACCOMMODATE THE PRIMARY SCHOOL, ASSOCIATED SCHOOL PLAYING FIELDS, A NURSERY SCHOOL, COMMUNITY FACILITIES AND SPECIALIST HOUSING.

(CF2, CF5)

20.63 The site is partly occupied by a former college of further education, a significant part of whose premises comprise a listed building. The remainder of the site is used by Grange Park Primary School which lacks on-site playing field facilities, adjacent to which is a community centre. The college having vacated their premises provides the opportunity to re-arrange uses on the site and facilitate some redevelopment. The listed building will be re-utilised, possibly in connection with provision of specialist housing and/or community facilities. The

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existing primary school will be re-modelled to include a nursery to replace the present St. Columba's Nursery and school playing fields will also be provided within the site. Redevelopment should seek to maximise benefits in the form of additional open space and community facilities in accordance with proposal NA8(1).

20.64 Implementation will be dependent on the availability of finance by the various agencies to be involved in development. The Council as Education Authority will be involved in proposals for Grange Park Primary School.

NA18 SUBJECT TO NEED, THE EXISTING SITE OF THE FULWELL JUNIOR SCHOOL WILL BE MADE AVAILABLE FOR DEVELOPMENT FOR PUBLIC/ COMMUNITY USES FOLLOWING CONSTRUCTION OF A REPLACEMENT JUNIOR SCHOOL AT FULWELL PLAYING FIELDS.

(CF2)

20.65 In accordance with Part I policy CF2 the site occupied by the old Fulwell Junior School and Fulwell Community Centre (1ha in total) will be made available for public and/ or community uses when vacated. Although a site is allocated at Ebdon Lane for construction of a replacement community centre, a further possibility would be to redevelop within this area, provided development took place after replacement of the school. The need for, and thus extent and form of, any community facilities will depend on circumstances prevailing at the time and no specific uses are proposed at the present time. If the site or any part is not required for community related development, housing would be considered a suitable alternative use in principle. Development would then be considered as a 'windfall' site in accordance with Part I policy H3.

NA19 1.4HA OF LAND IS ALLOCATED BETWEEN WILTSHIRE ROAD AND SOUTHWICK CEMETERY TO PROVIDE AN EXTENSION TO THE CEMETERY.

(CF1)

20.66 This extension to the west of the existing cemetery is proposed in order to meet anticipated future needs. The site is owned by the Council, development being likely to be in the latter part of the Plan period. It will be undertaken by the local authority using Public Health Committee funding.

### LEISURE AND RECREATION

#### Regional Recreational and Cultural Facilities.

NA20 FULWELL QUARRIES WILL BE FURTHER DEVELOPED AND PROMOTED AS A REGIONAL RECREATIONAL RESOURCE. THE RANGE OF FACILITIES WILL INCLUDE:

- \* PLAYING FIELDS
- \* LANDSCAPED PARKLAND
- \* AN INFORMAL RECREATION AREA
- \* AND A GOLF COURSE AND CLUBHOUSE

DEVELOPMENT WILL BE UNDERTAKEN IN SUCH A WAY AS TO AFFORD PROTECTION TO THE SITE OF SPECIAL SCIENTIFIC INTEREST AND PROPOSED NATURE RESERVE WITHIN IT, AND TO ENHANCE THE APPEARANCE OF THE GREEN BELT, WITHIN WHICH MUCH OF THE QUARRIES ARE SITUATED.

(L3, CN2, CN3)

20.67 The Quarries are a prominent feature for the most part situated within the Green Belt; the potential for built development is therefore limited. However, the scale of the Quarries, their location within the Urban Fringe and high accessibility from densely developed built up areas, represent an opportunity to provide major recreational activities which will enhance the environment and afford protection from trespass to both nature conservation interests within it and to agricultural land to the north. Additional tree planting will be in accordance with proposals for the Great North Forest.

20.68 This proposal will realise the potential of Fulwell Quarries to become a recreation area of major importance along with the 'Community North Sports Complex' to the west (NA21), complementing the Silksworth Sports Complex in South Sunderland. Facilities will be designed and laid out to afford protection to the nature conservation interests/proposed nature reserve within it (NA32.1). The proposals envisage that over 60% of the area of the Quarries will be laid out as landscaped parkland for informal recreation, planted with indigenous species to enhance wildlife. This will be in accordance with proposals for the Great North Forest.

20.69 Whilst the Council as landowner will be responsible for initiating the development of the proposals, implementation will be undertaken in conjunction with funding agencies and private sector partners, as

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appropriate. In order to provide a context for development, an overall plan for the Quarries and adjacent land to the north will be prepared on the basis of the works completed to date and the outline proposals enumerated in this document. A Park and Ride facility, in accordance with UDP Policy NA34 may be provided on part of the site.

## Sport and Recreation

NA21 LAND AT DOWNHILL (55HA) WILL BE MAINTAINED AND ENHANCED FOR OUTDOOR SPORTS FACILITIES IN A LANDSCAPED AMENITY SETTING WITHIN THE NORTHERN URBAN FRINGE AREA BETWEEN TOWN END FARM AND HYLTON RED HOUSE COMPREHENSIVE SCHOOL.

(L4, CN2, CN3)

20.70 This proposal, known as the 'Community North Sports Complex', provides a range of recreational facilities in a landscaped setting and covers an extensive area of the northern urban fringe. Situated within the Green Belt between Hylton Lane and Hylton Red House School, it will provide a 'buffer' protecting agricultural land to the north from trespass as well as effecting an environmental improvement.

20.71 Sunderland North has the lowest level of provision of playing fields in the four sub-areas. At 0.51ha/1000 population it is appreciably below the City interim standard of 1ha/1000. Whilst proposals for Fulwell Quarries will go some way to meeting the general deficiency, this proposal will substantially boost provision accessible from the western estates. The overall effect will be to enhance access to a wide range of recreational facilities from much of North Sunderland, thereby helping to meet the recreational needs of a large number of people, many of whom do not enjoy high levels of personal mobility and are therefore more likely to need facilities available locally. The scheme will also provide additional parkland.

20.72 This scheme is being implemented and provides in total some 55ha of new recreational open space including changing facilities and an appropriate level of parking for cars coaches and cycles. Implementation will continue throughout the plan life. In addition, some development may be undertaken by a private club, using Sports Council funding.

## Amenity Open Space

NA22 IMPROVEMENTS IN THE LEVEL OF PROVISION AND QUALITY OF AMENITY OPEN SPACE WILL BE MADE IN THE LOCATIONS SHOWN BELOW:

- (1) WITHERWACK HOUSE 1.25HA. POCKET PARK AND PLAYING FIELDS;
- (2) NORTH OF ST JOHN BOSCO SCHOOL/NORTH EAST OF TOWN END FARM 4.50HA. NEIGHBOURHOOD PARK;
- (3) CUT THROAT DENE 7.10HA NEIGHBOURHOOD PARK

EXISTING AMENITY SPACE AT THE FOLLOWING LOCATIONS WILL BE UPGRADED:

- (4) HYLTON DENE 52HA DISTRICT OPEN SPACE;
  - (5) LONGFIELD ROAD/FULWELL ROAD 1.05HA POCKET PARK;
  - (6) REAR OF BEDE STREET 1.3HA POCKET PARK
- (L5)

20.73 The Council's revised Open Space Report shows that although North Sunderland generally meets the minimum standard for amenity open space (2ha per 1,000 population), provision in the older areas of Southwick, Monkwearmouth, Roker, Fulwell and Seaburn is below the Citywide average. This is despite an increase in the area of open space of 25% in the last decade. The greatest deficiencies tend to be localised with Monkwearmouth and Town End Farm being deficient in local and neighbourhood open space, Low Southwick in local open space and both Fulwell and Marley Pots in neighbourhood space. The sites included in the present proposal, with the further provision proposed along the riverside (see NA25), will help to alleviate this deficiency, in accordance with Part I Policy L6. Further detail is set out in Table 20.4. Implementation will be principally by the Council as opportunities arise.

**Table 20.4 Amenity Open Space (NA22)**

Name (area)	Proposed Facilities	Implementation
(1) Witherwack	Landscaping of part of grounds of former	Implementation could be in

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House (1.25ha)	Witherwack House (now sold for development) to provide pocket park in conjunction with intended playing fields in urban fringe. It will also complement proposals for the Great North Forest.	conjunction with proposals for wider urban fringe although the site is in private ownership.
(2) North of Street John Bosco School/ North East Town End Farm (4.5ha)	Provision of a neighbourhood park will help alleviate deficiency in Town End Farm. It will form part of the overall upgrading of the urban fringe. It will be complementary to proposals for the Great North Forest.	Implementation will be undertaken in conjunction with proposals for the wider urban fringe. The developer of the adjoining housing site may also wish to make a contribution to this proposal
(3) Between Cut Throat Dene/ Seaburn Dene and north and east of Mere Knolls Cemetery, Seaburn.	A neighbour-hood park will, in conjunction with a multi-user route, improve access to the Green Belt and coast as well as helping alleviate deficiencies in open space, particularly in Fulwell. It will be complementary to proposals for the Great North Forest.	Implementation will be by the City Council on a phased basis as opportunities arise, possibly in connection with the proposed multi-user route (NA35(1)). Some works were undertaken in the vicinity of Monkwearmouth School in 1995
(4) Hylton Dene Tiledsheds Bunny Hill, Castletown (52 ha)	This extensive open space complex is based on natural features. It is proposed that it be upgraded to provide a district open space with footpath links and including a multi-user route (see NA35(3)) serving a wide area and enhancing the setting of Hylton Castle. Recent archaeological investigations have revealed the remains of more extensive buildings and an Elizabethan garden which it is hoped to restore. Upgrading of Bunny Hill will alleviate current deficiencies in the surrounding area, especially Town End Farm.	Improvements are being undertaken on an incremental basis by the City Council.
(5) Between Longfield Road and Fulwell Road Fulwell. (1.05ha)	Improvements to this existing amenity space will provide a pocket park and contain a footpath link forming part of a wider network (see NA36). It will also improve open space provision in the Fulwell area, which is deficient.	Implementation will be by the City Council as and when the opportunity arises.
(6) Land to rear of Bede Street, Roker. (1.3ha)	As for (5)	As for (5)

Source: *Open Space Report, City of Sunderland*

### Children's Play Space

NA23 SITES FOR CHILDREN'S PLAY AREAS WILL BE PROVIDED AND MAINTAINED:

- (1) AT SEABURN PARK, AS A DISTRICT PLAY AREA, ALONG WITH SATELLITE PLAY AREAS IN THE FOLLOWING LOCALITIES:
- (2) HYLTON DENE;
  - (3) HYLTON LANE;
  - (4) DOWNHILL;
  - (5) MARLEY POTS;
  - (6) GROSVENOR STREET;
  - (7) THOMPSON PARK;
  - (8) FULWELL PLAYING FIELDS;
  - (9) GIVENS STREET/ BEDE STREET
- (L6)

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20.74 The District Play Area at Seaburn Park is well established; its strategic role is emphasised by its integral relationship with other recreational activities at the seafront (NA26). It is proposed that the Council will make more localised provision by a number of satellite play areas on suitable sites distributed around North Sunderland so as to ensure that all houses are within 1km of a site in accordance with the Council's policy in relation to playspace (L6).

20.75 Final locations will only be determined following consultation with the public; implementation will be by the Council as resources permit. Proposals for the site at Hylton Dene are well advanced, with some £60,000 being available for purchase and installation of top of the range equipment. The site will be divided into areas for use by differing age groups, with equipment reflecting this. In addition to satellite provision, doorstep provision will cater for the specific needs of a locality. These will be provided in new housing developments through the development control process and where practical in refurbishment schemes.

### Allotments and Leisure Gardens

NA24 THE FOLLOWING EXISTING ALLOTMENT SITES WILL BE UPGRADED TO INCLUDE IMPROVEMENTS TO ACCESS, ON-SITE FACILITIES, AND LANDSCAPING AS APPROPRIATE:-

- (1) MARLEY POTS;
  - (2) FULWELL MILL;
  - (3) SHIELDS ROAD;
  - (4) PRIMROSE ALLOTMENTS, THOMPSON ROAD;
  - (5) DOWNHILL/ HYLTON RED HOUSE;
  - (6) EAST VIEW SOUTH/ PARK STREET SOUTH, CASTLETOWN
- (L8)

20.76 North Sunderland has the second highest level of provision of allotments in the City, although at 0.34ha/1000 it falls slightly below the City average of 0.39ha/1000. However a greater than average proportion are in a poor condition (56%) and nearly a third have a high level of visual obtrusiveness, thereby emphasising the desirability of undertaking improvements. Upgrading of the sites identified could include external fencing, landscaping, car parking and facilities such as a water supply within the site; this will help provide high quality well distributed facilities to meet local needs.

20.77 Implementation will be by the Council as and when funding becomes available.

### Riverside

NA25 IMPROVED RECREATIONAL USE OF, AND ACCESS TO, THE RIVERSIDE AREA WILL BE ENCOURAGED WHEREVER POSSIBLE, ESPECIALLY IN THE FOLLOWING LOCATIONS:-

- (1) WITHIN THE GREEN BELT AREA EAST OF THE A19 AND SOUTH OF THE A1231 (WESSINGTON WAY) AND SOUTH OF THE HYLTON RIVERSIDE DEVELOPMENT;
  - (2) AT LOW SOUTHWICK, BETWEEN THIRLWELL BANK AND SHEEPFOLDS;
  - (3) AT NORTH SANDS/ ST. PETER'S RIVERSIDE.
- (L12)

20.78 The traditional role of the riverside as a location for industry has radically changed in recent years with the demise of shipbuilding and the closure of Wearmouth Colliery. In consequence, its potential to provide attractive and accessible passive recreational facilities has become more apparent. It runs in proximity to densely developed inner areas currently lacking amenities; its development for recreational uses can therefore help to overcome these deficiencies and improve the image of the wider area. Access to the riverside has already been opened up in some localities, notably at Hylton Riverside, Thirlwell Bank/ Cornhill Dock and Sheepfolds. More detail of the intentions underlying the three localities identified in this Proposal is given below, whilst NA35(2) proposes a strategic multi-user route along the riverside connecting the various open areas. Some of the works were undertaken during the life of the UDC; the Council will undertake subsequent works with the aid of Countryside Commission or other grants.

20.79 *Within the Green Belt Area east of the A19/ south of the A1231:* The location and configuration of this area may limit its future potential for agricultural use, but in environmental and Green Belt policy terms its open nature should be retained. The site is accessible from much of North Sunderland by road and on foot. This gives it considerable potential for passive recreational use. Careful consideration will need to be given to actual uses and layout, given its environmentally sensitive situation. A multi-user route has been provided south of the western end of the Hylton Riverside development, running along the river edge. When complete, this will provide access



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from this area to recreational facilities west of Hylton Bridge at the James Steel Park and Washington Wildfowl Park.

20.80 **Low Southwick between Thirlwell Bank and Sheepfolds:** Provision of a riverside amenity strip adjacent to the Wearmouth Colliery development site (NA3) will link two existing areas of amenity open space, thereby considerably enhancing access to the riverside helping alleviate open space deficiencies in Low Southwick and Monkwearmouth and improving the general appearance and image of the immediate and wider locality.

20.81 **North Sands/ St. Peter's Riverside:** Landscaped amenity space is proposed on the north bank between Wearmouth Bridge and the seafront complementing the existing and proposed housing development as well as the University Campus (proposals NA7 and NA15 respectively). This will improve amenity open space provision to the nearby Fulwell area opening up a large stretch of riverside frontage for passive recreational use. This, in conjunction with the regeneration of the wider area will have a considerable impact on the image of this inner area. The development will also provide a multi-user link to the City Centre and the University Campus at Chester Road (see proposal NA35.2), part of which has already been constructed.

### ENVIRONMENTAL PROTECTION

#### Coastal and Seafront Zone

NA26 THE SEAFRONT ZONE BETWEEN THE RIVER MOUTH AND THE CITY BOUNDARY WITH SOUTH TYNESIDE AS DEFINED ON THE PROPOSALS MAP WILL BE DEVELOPED AND ENHANCED TO ACCOMMODATE A RANGE OF INDOOR AND OUTDOOR FACILITIES PROVIDING A FOCUS FOR LEISURE ACTIVITY AND TOURISM SERVING THE REGION. ANY NEW DEVELOPMENT SHOULD, BY THE QUALITY OF ITS DESIGN, RETAIN AND IF POSSIBLE ENHANCE THE UNDERLYING CHARACTER OF THE ZONE. THE FOLLOWING MEASURES WILL BE UNDERTAKEN:-

- (1) WITHIN THE COASTAL ZONE, DEFINED AS THAT AREA TO THE EAST OF THE A183 (WHITBURN ROAD) THE EXISTING OPEN SPACES AND ASSOCIATED AREAS WILL BE RETAINED FOR PASSIVE RECREATION USE; THE ZONE WILL BE PROTECTED AND ENHANCED BY ENVIRONMENTAL IMPROVEMENTS WHICH RETAIN UNSPOILT VIEWS. COAST RELATED COMMERCIAL OR LEISURE DEVELOPMENT WILL BE ALLOWED WITHIN THE ZONE IN ACCORDANCE WITH POLICY EN13 IF IT UTILISES AN EXISTING STRUCTURE SURPLUS TO REQUIREMENTS OR IS IN LOCATIONS AT THE NORTH DOCK OR MARINE WALK
  - (2) NEW DEVELOPMENT ELSEWHERE WITHIN THE SEAFRONT ZONE WILL BE ALLOWED AS FOLLOWS:  
COMMERCIAL/ LEISURE DEVELOPMENT WILL BE LIMITED TO LOCATIONS IN THE VICINITY OF THE SEABURN CENTRE AND AT QUEENS PARADE.  
CONVERSIONS OF LARGE HOUSES TO OTHER USES WILL BE GIVEN FAVOURABLE CONSIDERATION PROVIDED THAT THEY:-
    - \* WILL MAKE A POSITIVE CONTRIBUTION TO THE TOURISM/ RECREATIONAL DEVELOPMENT OF THE SEAFRONT, OR ARE OTHERWISE APPROPRIATE IN SUCH A LOCATION;
    - \* CAN BE SATISFACTORILY ACCOMMODATED WITHOUT DETRIMENT TO THE AMENITY OF ADJACENT PROPERTIES OR THE GENERAL ENVIRONMENT;
    - \* HAVE DUE REGARD TO THE CHARACTER OF THE ROKER PARK CONSERVATION AREA WHERE APPROPRIATE.
  - (3) THE EXISTING OPEN SPACES/ PARKLAND AREAS AT ROKER PARK, SEABURN PARK AND SEABURN CAMP WILL BE FURTHER UPGRADED.
- (EC8, L12, R1, EN13, B2)

20.82 This proposal relates to the future role of the seafront and coastal zones of North Sunderland, the need for protection of the environment and the potential for, and location of, appropriate new development within these zones, which are defined below. The overall seafront area (i.e. the seafront zone along with the coastal zone) is important to the city recreationally, environmentally and economically. This proposal seeks to protect and enhance open spaces and natural features, developing their passive leisure role, to ensure the visual attractiveness of the seafront is maintained and enhanced. It also encourages other recreational and economic development in appropriate locations to reinforce its role in meeting a range of leisure needs. As will be seen from paragraphs 20.85 and 20.86, the scope for new built development in the coastal part of the seafront zone is very limited.

20.83 **Seafront Zone:** This comprises the broad area which could or does make a contribution to the leisure and commercial function of the seafront. It is therefore the area within which, in general, seafront related uses will be encouraged. The boundaries as described below reflect the potential of certain localities for further development or enhancement to achieve their potential and thereby consolidate the role of the seafront in accordance with proposal NA5(1); it should be noted that the general 'seafront zone' includes the more specific 'coastal zone'

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which is defined below. The seafront zone is defined on the Proposals Map; heading from south to north, it comprises the area situated between low water level at the eastern extremity westwards to and including:-

- \* property on Southcliffe, Roker Terrace, and St. George's Terrace;
- \* Roker Recreation Park;
- \* Seaburn Park
- \* property on Seaburn Terrace, and Queen's Parade;
- \* the Seaburn Centre/Seaburn Ocean Park development and open space/playing fields to the west and north.

20.84 Development in the seafront zone (other than the coastal zone, which is considered below) should contribute to the area's recreational potential or otherwise exploit the potential of the locality, whilst respecting the environment of nearby uses. In this regard, whilst appropriate new seafront related development would not be discouraged, care will be taken to ensure its impact is not to the detriment of the amenity of nearby residents. Development in this area will generally be less restricted than in the coastal zone (see below), but should nevertheless be of a high standard of design. Improvements to the environment to enhance the underlying character of the zone will be undertaken wherever possible, either by the Council directly by public works, or through the control of new development, using the Council's development control powers. In general, greatest emphasis will be given to improvements adjacent to the A183 in order that the first time visitor gains a positive initial image of the overall seafront area. New development may be considered at the following locations:-

**Seaburn Park/ Queen's Parade:** Further development of the complex and wider locality to consolidate its role as the major focus of activity at the seafront will be allowed providing it is not in conflict with other proposals of the Plan, subject to design, access and servicing criteria.

**Large houses in the vicinity of the Seafront:** There are a number of large Victorian/ early 20th century houses in the environs of the seafront which, by virtue of their size, may no longer be suited to purely single family residential occupation. They may however offer potential for various commercial uses related to their seafront location and several have already been converted to a variety of uses. Subject to meeting appropriate criteria to protect the amenity of neighbouring property and, where relevant, the environment of the Conservation Area, hotels, guest houses, restaurants and other leisure uses, old people's and nursing homes will be given favourable consideration. This will help ensure the buildings remain in viable use, and may help stimulate the wider development of the seafront as a recreational/ tourist resource.

**20.85 Coastal Zone:** The Coastal Zone in North Sunderland is defined in accordance with Policy EN13 to reflect Government Guidance in PPG20. Entirely contained within the Seafront Zone, it is a tightly defined area comprising all of the area lying to the east of the A183, as defined on the Proposals Map.

20.86 The proposal is intended to ensure the natural character of the zone is retained. By limiting new development east of the A183, and sensitively upgrading open spaces, the natural features - the beaches, cliffs, and grassed areas - will be protected and enhanced. It is also intended to undertake structural works to improve the sea defences and environmental works to the promenade areas. The Council is also concerned that development pressures do not result in a proliferation of new or unattractive structures within it. Thus any development, which should not be visually intrusive and be designed to a high standard, will be subject to strict use, locational and design controls. Development may be acceptable in the following locations:-

**Marine Walk:** General seafront related development of the existing two main groups of structures to consolidate/improve existing facilities will be acceptable provided they are of a high standard of design, servicing arrangements are acceptable and proposals will not result in a significant increase in traffic generation.

**North Dock:** Development of the North Dock for marine related activity (marina, marine activities centre and other leisure facilities) is substantially complete.

**Promenade Areas:** Development in these areas, both commercial and community, will generally involve the re-use of existing buildings or structures which become redundant; their development will not be allowed if it results in pressure for new structures to replace uses thereby displaced, to avoid a proliferation of structures within the coastal zone. The Council will need to be satisfied that the proposed use requires a coastal zone location, that access / service arrangements are adequate and potential traffic generation is kept to a minimum to avoid pedestrian/ vehicular conflict. A high design standard will also be sought.

20.87 Implementation of this proposal will be by a combination of public and private initiatives. The Council will undertake works to maintain and improve the open space areas and public facilities within them, using such funds as may be available; private sector initiatives will be guided by the Council through the development control system. In addition, the Council's ownership of land and buildings will be an influence in some instances.

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### BUILT ENVIRONMENT

#### Improvements in Transport Corridors

NA27 THE CITY COUNCIL WILL UNDERTAKE A PROGRAMME OF ENVIRONMENTAL IMPROVEMENTS, INCLUDING TREE PLANTING, ALONG THE FOLLOWING TRANSPORT CORRIDORS:

- (1) NORTHERN WAY;
  - (2) NORTH HYLTON ROAD/ WASHINGTON ROAD;
  - (3) HYLTON LANE;
  - (4) THOMPSON ROAD
- (B1, CN16)

20.88 These are important routes within the road hierarchy. Landscaping will soften the impact and noise of increasing traffic flows on the adjacent environment whilst presenting a more positive image of the surrounding areas to passers by. More detail is given below.

20.89 **Northern Way:** Further tree planting on adjoining land where appropriate and feasible (e.g. within the school grounds).

20.90 **North Hylton Road/ Washington Road:** Further tree and associated planting along grass verges.

20.91 **Hylton Lane:** Tree planting on verges and other amenity space adjacent to the highway

20.92 **Thompson Road:** Provision of planting on amenity space or, if feasible, in conjunction with proposed parking lay-bys, between Southwick Road and Carley Road will enhance the appearance of this road.

#### Historic Park

NA28 ROKER RECREATION PARK IS IDENTIFIED AS AN HISTORIC PARK. ITS CHARACTER AND SETTING WILL BE PROTECTED FROM ADVERSE IMPACT BY DEVELOPMENT.

(B18)

20.93 The park was opened in 1880, being laid out on land donated to the then Corporation on condition that a road bridge was built to span the ravine; this facilitated the development of Roker as a fashionable suburb in late Victorian and Edwardian times. Today the park is largely unchanged, being a fine example of a Victorian park with a bandstand and a ravine which leads directly to the beach. The ravine is a major natural feature within which there are caves, one of which has several local legends associated with it. It is generally a mature, attractive and pleasant area, the extensive mature tree cover contributing significantly to the overall atmosphere. As such it also makes a major contribution to the environment of the surrounding locality which the Council has declared a Conservation Area. For these reasons the park is considered worthy of conservation as an historic park in accordance with Part I policy B18.

20.94 Within the park, restoration works will be undertaken by the Council where necessary and as opportunities arise. Any development should be to a high standard and will be subject where appropriate to normal development control procedures.

### COUNTRYSIDE AND NATURE CONSERVATION

#### The Green Belt

NA29 A GREEN BELT WILL BE MAINTAINED IN THE FOLLOWING AREAS:-

- (1) ALONG THE NORTHERN EDGE OF THE BUILT UP AREA FROM THE WESTERN EDGE OF MONKWEARMOUTH SCHOOL TO TOWN END FARM;
- (2) BETWEEN THE A19(T) AND THE EASTERN END OF THE RIVER WEAR BANK SITE OF SPECIAL SCIENTIFIC INTEREST ON THE NORTH BANK OF THE RIVER.

(CN2)

20.95 The proposed Green Belt runs along the northern periphery of the built-up area; there is also a spur into the River valley reflecting a similar proposal in South Sunderland. The boundary will afford maximum protection to areas outside the built-up area, having regard to the existing form of development, topography, roads and natural

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features, as well as preserving the distinct identity of settlements. In this latter regard, it is particularly important to prevent the merging of Sunderland with Whitburn and Cleadon; the proposed Green Belt, supported by complementary proposals within South Tyneside, will achieve this. The boundaries proposed consolidate and slightly enlarge the area previously defined, as well as reflecting logical boundaries on the ground.

**20.96 North of Seaburn Dene/ East of Shields Road:** This is an addition to the designation within the Tyne and Wear Green Belt Local Plan. The area proposed for inclusion comprises a strip of land between Cut Throat Dene and existing housing. It is prominent from Shields Road and lies beyond the northernmost built up edge of this part of the City and mirrors that of the adopted Green Belt on the opposite side of Shields Road. Inclusion of this area will complement and consolidate the more extensive Green Belt area to the north of Cut Throat Dene in South Tyneside, provide a logical 'rounding off' of the existing Green Belt and assist in checking the spread of the urban area to the north, thereby helping to prevent the merger of Sunderland with other settlements.

*20.97 Proposed boundary comprises:- The western boundary of Monkwearmouth School; the fenceline to gardens of houses in Staveley Road/ Grizedale Court; Shields Road; and Cut Throat Dene.*

**20.98 Northern Periphery West of Shields Road:** This area reflects the designation of the Tyne and Wear Green Belt Local Plan, there being no additions or deletions proposed. Most of the land is proposed for recreational use, the remainder being school playing fields or in agricultural use; it also forms a wildlife corridor. Much of Fulwell Quarries is included within the Green Belt; by their elevated position they are prominent from the Boldons and Cleadon, as well as having intrinsic value as a feature worthy of protection, containing an SSSI and proposed local nature reserve. Inclusion within the Green Belt will help conserve these features and prevent prominent skyline development.

**20.99** To the west of the Quarries the Green Belt boundary is drawn tightly against the built-up area; it includes the playing fields to Hylton Red House School but excludes the school buildings, and 'squaring off' an area between Hylton Red House and Downhill. The need for this reflects the narrowness of the Green Belt in this locality as well as the landform. To the north of Witherwack and Hylton Red House, the land is relatively flat, thereby emphasising the narrowness of the Green Belt (hence the importance of giving maximum protection to this area). Further west, land north of Town End Farm rises steeply and, other than a narrow strip allocated for housing, would not be readily developable in any event. Inclusion within the Green Belt will further prevent skyline development on this prominent hillside, thus maintaining a visual relationship between the built-up area and the countryside, especially important from more distant viewpoints (e.g. the A19).

*20.100 Proposed boundary comprises:- South from Cut Throat Dene on the western side of Shields Road/Newcastle Road (A1018) to the track situated north of the Mill Garages showrooms. At this point it turns west to follow the track into the Quarries, cutting across the northern edge of Carley Hill Quarry to join Bell House Road. It then heads in a generally northward direction along Bell House Road for some 300m., then following the northern boundary of the proposed housing site (NA7.7). It continues west to Whitchurch Road. It follows Whitchurch Road, heading north west, then turning south west along the north western boundary of the former Witherwack House, thence along the western boundary of that site and Witherwack Primary School. It continues westward along the garden boundaries to properties on the northern edge of Witherwack (part of Wendover Way and Wendover Close). It follows the City boundary, excluding the buildings of Hylton Red House School, turning south to the rear garden fence lines of houses in Rutherglen Road then west along the fence lines to the rear of Riddings Road, to the junction with back fence lines of property on Rhodesia Road. It then proceeds west north west across land included within the Downhill Recreation Area to the north side of Rockingham Road. The boundary continues westward past Bishop Harland School, to the east side of the road accessing Kenilworth, Knaresborough and Kentchester Squares. It then follows the north side of Kinghorn Road in a generally westward direction to Kingsway Road, which it follows on its north side as far as Hylton Lane, where it runs north for a short distance to omit a site proposed for housing development (NA7.3) before turning west to the backs of the blocks of flats on Baxter Road, which it follows to the City boundary.*

**20.101 North Hylton Riverside:** The Green Belt proposed in this locality broadly reflects that designated in the Tyne and Wear Green Belt. However, there are minor amendments in that a small area on the northern edge has been deleted to accommodate the Hylton Riverside development whilst further land has been added to coincide with an SSSI and relate to the similar designation on the south side of the river (see SA38). The resulting Green Belt comprises the open area east of the A19 and south of the A1231/Hylton Riverside development as far as the eastern boundary of the Wear Riverbank SSSI, thereby retaining its attractive open nature, especially when viewed from the A19, the A1231 and the south bank of the river. It will also strengthen the protection given to nature conservation interests within it. In addition to designation as Green Belt, the area is regarded as being one within which access to the riverside for passive recreation use will be encouraged (see NA25).

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20.102 Proposed boundary comprises:- The south side of Wessington Way (A1231) eastwards from its junction with the A19 as far as the western end of the Hylton Riverside development at which it turns southwards then eastward to follow the northern boundary of the proposed local nature reserve as far east as the eastern edge of the Wear River Valley SSSI, where it swings south to join the riverbank.

### Views of the City

NA30 THE FOLLOWING VIEWS ARE OF PARTICULAR IMPORTANCE AND WILL BE PROTECTED AND WHERE POSSIBLE ENHANCED: -

- (1) SEA VIEWS ALONG THE ROKER/ SEABURN/ WHITBURN BENTS FRONTAGE;
  - (2) ACROSS THE RIVER VALLEY FROM NORTH HYLTON ROAD AND BUNNY HILL;
  - (3) ACROSS THE RIVER VALLEY FROM WESSINGTON WAY AND QUEEN'S ROAD;
  - (4) ALONG THE RIVER VALLEY FROM WEARMOUTH, ALEXANDRA, AND HYLTON BRIDGES;
  - (5) NORTHWARDS ACROSS THE GREEN BELT FROM THE NORTHERN URBAN FRINGE AREA, ESPECIALLY FULWELL QUARRIES.
- (CN13)

20.103 The views to be protected under this proposal are important in themselves, either for the subjects they overlook (e.g. historical buildings such as Hylton Castle and Penshaw Monument), or their panoramic nature (e.g. seafront views). The viewpoints also make a contribution to the environment of the surrounding area, forming part of major natural features (some being in the vicinity of Sites of Nature Conservation Interest, Wildlife Corridors), within recreational areas or adjacent to transportation corridors (e.g. Wessington Way). Protection of the localities defined is of particular importance where major development is likely within their environs; this particularly applies in the vicinity of the Riverside, both in relation to the immediate features and the contribution they make to the image of the wider area. It is thus important to ensure that new development does not have an adverse effect.

20.104 Protection will largely be through the development control process, the size and form of the proposal being a material consideration when determining planning applications. The Council will aim to ensure that development proposals neither detract from nor obscure important elements of the views identified. This will involve detailed assessments of visual impact, strict control over the design, scale, materials and the location of any buildings or other developments which will be visible from the various specific vantage points. Enhancement will largely arise from initiatives by the Council, or, in some cases in the Great North Forest, as and when the need/ opportunity arises. Further details of the locations proposed for protection are given in Table 20.5.

**Table 20.5 Views to be Protected and Enhanced (NA30)**

Location	Views to be protected / enhanced	Reason for protection / enhancement
(1) Roker/ Seaburn frontage	Panoramic views eastward of the coastline and North Sea	An important and attractive environmental aspect whose significance is emphasised by the recreational/ tourism role of the seafront
(2) Across the river valley from North Hylton Road and Bunny Hill	Southwards across Hylton Dene/ Hylton Castle to the river valley/ Claxheugh Rock and panoramic views of south Sunderland/ Penshaw Monument	The height of these vantage points gives panoramic views over and towards very attractive natural and man-made features. These views create an image for the surrounding residential areas and reinforce the natural attractiveness and recreational role of the Dene and river valley
(3) Across the River Valley from Wessington Way/ Queen's Road	Panoramic views from Wessington Way over the river valley of south Sunderland also along the valley both east and west are important. They should therefore be protected/ enhanced. The open views over the Green Belt area in the vicinity of	Wessington Way is a major element of the Strategic Route Network whose significance is likely to increase with construction of the new Wear bridge. It is therefore of great importance to make maximum use of the potential of the environment of the river valley to create an attractive entry into the City.

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	the A19/ Wessington Way junction are especially attractive	
(4) Along the river valley from Wearmouth, Queen Alexandra and Hylton Bridges	Views east and west along the river valley/gorge and industrial heritage locations.	The bridges afford very good views of the river valley which is an important feature making a vital contribution to the image of the City. Views from the bridges should therefore be protected and enhanced.
(5) Northwards across the Green Belt from the northern urban fringe/ Fulwell Quarries	The urban fringe area north of the housing (especially Fulwell Quarries area) and the Green Belt area beyond (largely in South Tyneside, but highly visible from within the City)	This area of the City north of the built up area is proposed for recreational development, including strategic multi-user routes, it includes/ adjoins Green Belt areas. Sensitive development together with enhancement of the recreation areas and beyond will ensure maximum opportunity is made to exploit the environmental potential, particularly from Fulwell Quarries, whose height gives rise to panoramic views of Tyneside and beyond.

### Trees and Woodlands

NA31 THE CITY COUNCIL WILL ENCOURAGE AND UNDERTAKE A PROGRAMME OF INTENSIVE PLANTING OF TREE BELTS AND WOODLANDS, USING IN THE MAIN LOCALLY NATIVE SPECIES, IN THE FOLLOWING LOCATIONS:-

- (1) WEST OF TOWN END FARM AND HYLTON CASTLE ESTATES BETWEEN THE CITY BOUNDARY AND THE A1231;
- (2) NORTH OF TOWN END FARM, DOWNHILL, HYLTON RED HOUSE AND WITHERWACK ESTATES BETWEEN BALTIMORE AVENUE AND FULWELL QUARRIES;
- (3) NORTH OF SEABURN DENE ESTATE BETWEEN SHIELDS ROAD AND MONKWEARMOUTH SCHOOL;
- (4) AROUND THE PERIPHERY OF THE PLAYING FIELDS AND SEABURN CAMP AT WHITBURN BENTS, ADJOINING THE BUILT UP AREA.

(CN16)

20.105 Built development in these localities at present gives an abrupt, unsympathetic hard edge to the urban areas, a matter of particular concern in localities prominent from major roads, or where they adjoin the Green Belt or seafront. The proposal will soften these hard edges and thereby reduce their visual impact on the surrounding open countryside. The belts of trees proposed will also fulfil an important ecological role providing food and cover for insects and birds, whilst being in accordance with proposals for the Great North Forest. Implementation will be undertaken as opportunities arise.

20.106 *West of Town End Farm/Hylton Castle:* The area adjoins the A19; further tree planting would screen the houses from the road and vice versa.

20.107 *North of Town End Farm/ Downhill/ Hylton Castle/ Witherwack/ Fulwell Quarries:* This area, which adjoins the Green Belt, is very prominent from the Boldons and the rest of South Tyneside. Planting will help offset its impact and create a buffer between farmland and recreational facilities and housing, thereby limiting trespass.

20.108 *North of Seaburn Dene Estate:* Planting will help screen views of existing housing from across the Green Belt and Shields Road whilst forming a local enclave with a multi-user route running through it (NA35.1.)

20.109 *Around the periphery of the University Playing Fields/ Seaburn Camp:* This open space provides important glimpses of the Green Belt open countryside from the Seafront. Planting will soften the impact of adjoining housing and reinforce the tree cover of the nearby cemetery whilst retaining open views.

### Nature Conservation

NA32 LOCAL NATURE RESERVES WILL BE DESIGNATED AT:-

- (1) FULWELL QUARRIES (11.8HA)
- (2) BARON'S QUAY/ TIMBER BEACH (20.5HA)

(CN18)

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20.110 Local Nature Reserve designation will enable the City Council to control public access in the interests of conservation but will involve providing interpretative public interest. Good management will increase the value of the sites for their wildlife and geological interest, present opportunities for formal education and public enjoyment whilst enhancing the natural features which give these areas their special interest.

20.111 **Fulwell Quarries:** Part of these quarries is already designated as a Site of Special Scientific Interest, in recognition of their nationally important Magnesian Limestone geology, and associated herb rich grassland; designation will assist the City Council in its management. A management plan will be prepared which will ensure that this and adjacent areas are conserved and where possible enhanced, for their geological and wildlife interest, also maximise opportunities for educational use and public enjoyment of the area. The Local Nature Reserve will comprise the following:-

- \* Fulwell Quarry SSSI
- \* The disused quarry, adjacent grassland and scrub to the north of Fulwell Quarry SSSI, between the proposed golf course fairways
- \* Carley Hill Quarry SSSI.

20.112 **Baron's Quay/ Timber Beach:** this consists of a wide variety of important and rare habitats including the largest area of saltmarsh between Lindisfarne and the River Tees; this is of botanic importance. It is identified in the Tyne and Wear Nature Conservation Strategy as a Local Wildlife Corridor. The area includes:-

- \* The River Wear Bank Site of Special Scientific Interest;
- \* Sites of Nature Conservation Importance at Baron's Quay Wood and Timber Beach;
- \* Areas of river bank between these sites;
- \* Areas of semi-natural pasture land that could be enhanced by improved management.

The former Development Corporation completed footpath and landscaping works along this part of the riverside. The City Council and the Tyne and Wear Foundation have also provided further access works and conservation management. The added protection afforded by Local Nature Reserve designation will enable the wider plans for improved access and management of the area to be brought closer to realisation and protect the site from further encroachment.

## PUBLIC TRANSPORT

### Metro

NA33 THE EXISTING RAILWAY LINE THROUGH NORTH SUNDERLAND WILL BE UTILISED ON A JOINT BASIS AS PART OF THE EXTENSION OF THE METRO NETWORK TO SUNDERLAND; STATIONS WILL BE LOCATED AT:-

- (1) SEABURN;
- (2) MONKWEARMOUTH
- (T3)

20.113 This proposal reflects Part I Policy T3 which indicates the PTA's intention to extend the Metro system from Heworth (Gateshead) which involves joint use of existing railway track as far as Sunderland Central Station.

20.114 **Seaburn:** The existing Seaburn Station will be modified for use as a Metro station, providing a facility for residents of the Fulwell/ Seaburn Dene area and beyond. It is adjacent to the Sea Road local shopping centre and accessible by car, bus and on foot. The design of the station will have regard to improving existing facilities and the potential for improved bus interchange facilities. As part of this it will be necessary to reconstruct and widen the bridge carrying Station Road over the railway line.

20.115 **Monkwearmouth:** A new station at Monkwearmouth, to the south of the Monkwearmouth Station Museum, will allow access to the new St. Peter's University campus (NA15), the Wearmouth Colliery development site (NA3) and other riverside development in the locality. Careful consideration will have to be given to the layout so as not to cause congestion on North Bridge Street nor restrict access to Sheepfolds industrial estate. Its proximity to Monkwearmouth Station, which is a listed building, will also necessitate a sympathetic design.

20.116 A further station is proposed within the Monkwearmouth Inset area (see NA49). Access will be provided at these stations for those with disabilities, or otherwise impeded with luggage, shopping, prams etc.; Facilities

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will include information displays and security monitoring by closed circuit television. The whole scheme is expected to be operational by 2001.

### Park and Ride

NA34 LAND IS ALLOCATED AT THE NORTHERN EDGE OF FULWELL QUARRIES FOR A PARK AND RIDE SYSTEM PRIMARILY TO SERVE EVENTS AT THE SEAFRONT AND POSSIBLY, IN THE LONGER TERM, THE CITY CENTRE.

(T6, T21, T23)

20.117 An area within the Quarries has been successfully used in recent years for park and ride in connection with seafront activities, notably the air display. The proposal is to provide a more formal facility as part of the overall reclamation of the northern periphery of the Quarries, which would be maintained predominantly as grassland. This will enable its use for the majority of the time as an informal recreation area. It would, however, need to be sufficiently well drained, and possibly reinforced, to prevent damage to the surface, which would have the incidental effect of providing an area capable of being used for informal activities when other parts of the Quarries might be too muddy. The proposed site would be in the vicinity of the access road from the Newcastle Road roundabout and the golf driving range car park. Initially intended for limited occasional use, in the longer term it may function on a more permanent basis as a park and ride serving the City Centre should the need arise; in this connection, scope exists for the area allocated to be extended at a later date if necessary. Intensification of the use to the extent that more permanent surfacing might be necessary would not be possible without a specific planning consent which would have to take into account the implications of the Green Belt status of the location. The scheme, which will be implemented by the Council, will be well landscaped and designed to minimise any visual intrusion in the Green Belt and to complement the emerging environment of the Quarries (see NA20). Funding for land formation and initial development will be from English Partnership reclamation grants topped up by Council capital.

## PERSONAL MOBILITY

### Multi-User Routes

NA35 THE FOLLOWING ARE IDENTIFIED AS STRATEGIC MULTI-USER ROUTES AND WILL BE PROTECTED FROM DEVELOPMENT. WHERE STRETCHES ARE ALREADY IN EXISTENCE THEY WILL BE IMPROVED; OTHERWISE NEW LINKS WILL BE PROVIDED TO COMPLETE THE PROPOSAL:

- (1) FROM OCEAN PARK, SEABURN, VIA CUT THROAT DENE, FULWELL QUARRIES AND DOWNHILL/ TOWN END FARM TO THE A19 AS PART OF A NORTHERN PERIPHERAL ROUTE TO WASHINGTON AND DESTINATIONS BEYOND THE CITY;
- (2) FOLLOWING THE RIVER FROM THE SEAFRONT TO HYLTON BRIDGE VIA THE WEARMOUTH COLLIERY SITE AND HYLTON RIVERSIDE;
- (3) FROM FERRYBOAT LANE TO CASTLETOWN ROAD THROUGH HYLTON DENE.

(T10)

20.118 These routes will provide for long distance movement by a variety of modes of non-motorised transport including as appropriate horses and cyclists as well as pedestrians, including those with limited mobility. They pass through areas of attractive environment providing access to a variety of recreational facilities from nearby residential areas. Parts of the routes proposed are already implemented. Those stretches which remain to be constructed will be carried out on an incremental basis as opportunities arise, either as freestanding projects or in conjunction with schemes covering the wider area through which they pass. In total over 14km. of multi-user routes are proposed in North Sunderland, many with sculptures and information boards to interest users.

20.119 *Northern Peripheral Route (7km. within North Sunderland):* This will form part of a route from Chopwell Woods (in Gateshead Borough) to the coast at Seaburn, with access from densely developed adjacent residential areas and providing links into the South Tyneside Green Belt. The proposed route runs to the north of Town End Farm and Downhill, passing through and providing access to, the new recreation complex there (NA21); it then skirts the north side of Witherwack. Further east, it crosses the northern edge of the Fulwell Quarries area, proposed as a major recreational facility (see NA20), to which it would also provide access. A north/ south spur into the urban area of north Sunderland is also proposed; this will provide links with the multi-user route proposed in NA35(3). Towards the eastern side of the quarries the route turns north to the City boundary, beyond which a stretch will be provided in South Tyneside subject to that Council's agreement. East of



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Shields Road it will follow the south side of Cut Throat Dene past Monkwearmouth School and Mere Knolls cemetery, reaching the seafront via the southern edge of the playing fields at Whitburn Bents. Some minor incursion into South Tyneside may also be necessary in this vicinity in order to obtain an adequate and continuous route. As indicated above, implementation of parts of this route may require the co-operation of South Tyneside Council. Alternative alignments using all purpose roads may be used on a temporary basis pending completion of the new links.

20.120 **Riverside Route (7.5km.):** The proposed link from the seafront at Roker to Hylton Bridge will conform to the Council's general policy of enhancing access to the attractive environment of the river valley (NA25). Toward the eastern end, where part has already been constructed, it will also provide access to the University campus (NA15) and proposed housing developments within the North Dock area. Further west, an extension to the River Wear Trail is proposed at Hylton Riverside, running between North Hylton and the former Southwick shipyard. This has been implemented in part and will open up further stretches of the riverside for recreational use providing limited access to sites along the riverbank having a nature conservation interest. Implementation will largely be on an incremental basis, being undertaken as and when opportunities occur.

20.121 **Ferryboat Lane to Castletown Road:** An east/west link from Ferryboat Lane to Castletown Road will form part of a wider route from the riverside to Fulwell Quarries utilising long stretches of highway which, already available to all users, do not form part of the proposal. This stretch of the route will provide an attractive link through this wooded valley, exploiting its recreational potential, which is further reinforced by the presence of Hylton Castle and the recent archaeological discoveries made in its grounds.

### Strategic Footpath Links

NA36 A STRATEGIC FOOTPATH LINK WILL BE PROVIDED FROM FULWELL QUARRIES TO THE SOUTH OF HARBOUR VIEW VIA THOMPSON PARK.

(T8)

20.122 This route will provide nearly 5km. of strategic footpath, enhancing pedestrian movements both within and between the urban and rural areas.

20.123 The proposal will provide an attractive landscaped link for much of its route between the recreational facilities at the seafront and those proposed at Fulwell Quarries (NA20). It passes along a reclaimed mineral line through densely developed residential areas with little current recreational provision; it will therefore enhance access to facilities (including the new schools which are adjacent to it) for a substantial population of inner north Sunderland. At its eastern end it could utilise the tunnel underneath Harbour View before joining that road on its eastern side. This will provide safe access to facilities within the North Dock and the seafront.

20.124 The route will be implemented by the Council on an incremental basis, taking advantage of opportunities as they arise. Detailed design will take account of the need to provide a high level of personal safety for users and security to adjacent houses.

NA37 BRIDGES FOR PEDESTRIANS AND OTHER USERS WILL BE PROVIDED ACROSS WESSINGTON WAY IN THE VICINITY OF CASTLETOWN TO PROVIDE EASE OF ACCESS TO DEVELOPMENTS PROPOSED WITHIN THE HYLTON RIVERSIDE AREA.

(T8)

20.125 Wessington Way (A1231) is a heavily trafficked de-restricted dual carriageway, carrying some 30,000 vehicles per day. Major development is underway in the Hylton Riverside area to the south, providing employment related uses (NA2) and retailing. Both could generate appreciable pedestrian flows between Castletown and the development area; therefore to facilitate safe movement, a pedestrian bridge has recently been constructed over Wessington Way in the vicinity of the proposed retail development. Consideration will be given to construction of an additional bridge within the vicinity at an accessible point along preferred desire lines. Any new bridge will need to consider the amenity of existing residential property. The scope for joint use by cyclists will also be investigated. Implementation will be in conjunction with the overall development of the Hylton Riverside area.

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## Provision for Cyclists

NA38 WELL DESIGNED DESIGNATED AND ADVISORY CYCLE ROUTES WITH CONNECTIONS TO ADJACENT USES AND TO STRATEGIC MULTI-USER ROUTES WILL BE PROVIDED AS APPROPRIATE IN THE FOLLOWING LOCATIONS:-

- (1) ADJACENT TO WESSINGTON WAY AND PASSING THROUGH DEVELOPMENTS AT HYLTON RIVERSIDE, LINKING HYLTON BRIDGE ON THE A19 AND THE STRATEGIC MULTI-USER ROUTE DEFINED IN NA35(2) TOWARDS THE EASTERN END OF HYLTON RIVERSIDE;
- (2) FROM THE A19 ALONG NORTH HYLTON ROAD, WASHINGTON ROAD, DAVISON TERRACE, MALABURN WAY, STONEY LANE, THENCE TO QUEEN ALEXANDRA BRIDGE;
- (3) ON FOOTPATHS CROSSING HYLTON, QUEEN ALEXANDRA AND WEARMOUTH BRIDGES TO JOIN WITH MULTI-USER ROUTES;
- (4) ON NEWCASTLE ROAD, A1018;
- (5) ALONG THE A183 BETWEEN HARBOUR VIEW AND THE CITY BOUNDARY (T9)

20.126 Cycling has increased nationally in popularity in recent years, both as a recreational activity and as a means of personal transport. In recognition of this and to encourage further use of this environmentally friendly and healthy means of movement, a network of cycleways is proposed in North Sunderland in accordance with Part I policy T9. The proposed network, (the precise details of which are subject to further investigation), will result in the area having some 15km of cyclist routes on logical desire lines, which will lead to Sunderland City Centre, employment and recreational areas as well as linking with multi-user routes. They will be demarcated either in the carriageway, on pavements or, where feasible and appropriate, on segregated routes in accordance with the need to provide a safe cycling environment without prejudice to other highway users. Consideration will be given to the installation of appropriate safe cycling facilities at crossing points on the Strategic Route Network and on other roads carrying significant volumes of traffic. Table 20.6 sets out the potential of the various routes proposed.

**Table 20.6: Cycle Routes (NA38)**

Route proposed	Purpose/links
(1) Adjacent to Wessington Way and passing through Hylton Riverside	This route would connect with existing cycle facilities on the A1231 west of the A19 junction, possibly crossing that road via an underpass south of Wessington Way, then following Wessington Way to the Hylton Riverside development. At Hylton Riverside the route would follow the spine road and join the newly constructed multi-user route toward its eastern end. This multi-user route will provide cycle access to Alexandra Bridge and other cycleway links, such as the Coast to Coast route.
(2) North Hylton Road to Queen Alexandra Bridge	Dedicated space along this route would provide access from the north west housing estates to the North Hylton Road Industrial Estate, Southwick Green, the riverside area and south Sunderland via (3) below.
(3) Queen Alexandra and Wearmouth Bridges; also Hylton Bridge	Existing bridges provide the only means of crossing the River and improved safety on them will encourage greater usage. It is suggested that use of the existing footpaths is the preferred option; on Queen Alexandra Bridge the existing carriageway is too narrow, whilst on Wearmouth Bridge the footpaths have sufficient width and would allow cyclists to avoid conflict with weaving traffic. Hylton Bridge has a footpath on its eastern side which could be utilised.
(4) On Newcastle Road	Dedicated space within the highway could provide access from adjacent residential areas to recreational proposals within the Fulwell Quarries area and to the City Centre, using the footpath on Wearmouth bridge (see also NA50).
(5) Along the A183 between Harbour View and the City boundary	A cycleway is to be provided along the footpath on the eastern side of the road and on paths within the open space to the east between Harbour View and the City boundary, for recreation use and providing access to seafront facilities. It links with the end of the Coast to Coast route at Roker and forms part of the National Cycle Network

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## HIGHWAYS, TRAFFIC MANAGEMENT AND FREIGHT

### Road Proposals

NA39 LAND WILL BE RESERVED FOR THE FOLLOWING ROAD PROPOSALS:

- (1) A LINK ROAD BETWEEN QUEENS ROAD AND SOUTHWICK ROAD;
- (2) A BYPASS TO SOUTHWICK ROAD;
- (3) AN ACCESS ROAD FROM THE CAMDEN STREET ROTARY INTO THE FORMER SOUTHWICK SHIPYARD SITE.

(T13)

20.127 These schemes will improve the strategic route network. In so doing, they will provide a safer, more efficient framework of major roads to carry through traffic, in accordance with Part I Policy T13.

20.128 **Construction of a link road between Queens Road and Southwick Road:** This will enable all through traffic to be removed from Southwick Green and environmental improvements to be effected there and will be achieved by routing traffic onto Queens Road, the new link road, Southwick Road and Thompson Road. The proposal is required in association with improvements to Southwick Green outlined below (see NA41).

20.129 **A bypass to Southwick Road:** Southwick Road is a relatively narrow but fairly heavily trafficked road forming part of the strategic route network. Terraced housing on its south side opens directly onto the footpath and due to its proximity to the road has a very poor environment. Traffic flows on the road could increase significantly over the Plan period, thus intensifying existing problems which may be exacerbated by further development of Wearmouth Colliery (see NA3). It is therefore proposed to utilise the alignment of the former railway line running along the northern edge of the Wearmouth Colliery site as a bypass to Southwick Road, linking to Queens Road at the junction with the new stretch of road proposed in NA39(1).

20.130 **Access from the Camden Street Rotary:** This proposal involves an improved access into Low Southwick from Trafford Road, complemented by an improved access from the west side of the rotary system. Together these accesses will enable completion of the internal spine road serving the Hylton Riverside/Former Southwick Shipyards sites, where major regeneration has taken place. This will enhance accessibility to this rapidly developing area, help the highway system to function efficiently and ensure that the area is an attractive location for business to invest.

20.131 Modifications to the Trafford Road junction will be required for the New Wear Bridge crossing from Deptford on the south bank to the Camden Street Rotary at Low Southwick. As the major impact of this bridge will be south of the river it is described in proposal SA50.

### Traffic Management

NA40 TRAFFIC MANAGEMENT MEASURES WILL BE INTRODUCED ON THE A183 AT THE SEAFRONT BETWEEN ITS JUNCTIONS WITH SEABURN TERRACE AND LOWRY ROAD TO REDUCE POTENTIAL CONFLICT BETWEEN PEDESTRIANS AND VEHICLES.

(T17, T20)

20.132 The A183 separates the commercial and recreational areas at Seaburn Park/Seaburn Terrace from the beach, leading to pedestrian / vehicular conflict; this is especially severe at peak times. Although a part of the Strategic Route Network, the A183 is not a primary route and an alternative route is available to most localities in South Tyneside via the A1018; consequently the introduction of traffic management measures should not have an undue impact on the effective movement of traffic. Measures could include the introduction of traffic calming features at strategic locations or alternatively co-ordinated traffic light signalling; any measures which may be proposed will enhance pedestrian safety, reduce traffic speeds and help improve the resort's attractiveness as a focus for leisure and tourist activity. In conjunction with these measures it may also be desirable to improve the junction of Dykelands Road with Whitburn Road to enhance the role of the former as part of the Strategic Route Network. This may be accompanied if necessary by traffic management in adjacent residential streets to discourage non-essential traffic and rat-runs. Consideration will also be given to ways in which buses can maintain the regularity of their services. Implementation of the various measures will be subject to the City Council obtaining the necessary Traffic Regulation Orders.

NA41 NON-ESSENTIAL TRAFFIC WILL BE DIVERTED FROM SOUTHWICK GREEN SHOPPING CENTRE BY THE USE OF QUEEN'S ROAD, THE PROPOSED LINK ROAD TO SOUTHWICK ROAD AS PROPOSED IN NA39(1),

## NA 20 Sunderland North

SOUTHWICK ROAD, AND THOMPSON ROAD. TRAFFIC CALMING AND BUS PRIORITY MEASURES WILL BE INTRODUCED AS APPROPRIATE TO REDUCE THE SPEED OF ESSENTIAL TRAFFIC WHILST MAINTAINING EFFICIENT AND RELIABLE ACCESS BY PUBLIC TRANSPORT.

(T17, T20)

20.133 Southwick Green is an important shopping centre which is bisected by roads forming part of the Strategic Route Network. Environmental improvements have been undertaken to the south side of The Green but despite construction of a relief road to the south, the volumes of through traffic on the main road, which still forms part of the outer ring road taking traffic to Thompson Road, cause environmental disruption, pose a threat to pedestrian safety and detract from the viability of the centre. The proposed link between Southwick Road and Queen's Road would permit non-essential traffic to be removed from the centre and its immediate environs by channelling all through traffic onto the relief road and Southwick Road/ Thompson Road (NA39.1). Such measures will be complemented within the centre by traffic calming features designed to control the speed of essential traffic thus enhancing pedestrian safety and effecting improvements to the visual environment. Bus priority measures will enhance access for those without cars, ensuring that adequate and efficient services are maintained. The overall measures proposed should help improve the general attractiveness of the centre, hence its competitive edge and viability, in accordance with Part I policies S1, S2, and S4 and Part II proposal NA11(2).

20.134 Implementation, which will be subject to further consultation with local interests, will be dependent on the availability of finance for the proposed link and subject to the Council as Highway Authority obtaining the necessary Traffic Regulation Orders.

### Car Parking

NA42 NEW AND IMPROVED CAR PARKING FACILITIES FOR SHOPPERS WILL BE PROVIDED AS FOLLOWS:-

- (1) WITHIN THE SEA ROAD SHOPPING CENTRE, SOUTH OF EBDON LANE, AND OPPORTUNITIES WHICH MAY ARISE THROUGH REDEVELOPMENT;
- (2) WITHIN THE SOUTHWICK GREEN SHOPPING CENTRE, ON LAND FRONTING THE KING'S ROAD BETWEEN BEAUMONT STREET AND SHAKESPEARE STREET, AND ANY OTHER OPPORTUNITIES WHICH MAY ARISE THROUGH REDEVELOPMENT.

(T21, T22, T23)

20.135 Both the Sea Road and Southwick Green local shopping centres are deficient in off-street car parking facilities. This is more critical at Sea Road where extensive use is made of adjacent side streets for parking, to the detriment of the residential environment, whilst Southwick Green has some provision, principally in conjunction with premises on the south side of The Green. In both instances the problem is likely to intensify during the Plan period, if car ownership rates rise. In anticipation of this it is desirable to encourage off-street car parks to protect the environment of these centres and their surrounding areas, as well as to ensure their continued viability in the face of increased competition from out of centre developments; possibilities are outlined in Table 20.7.

20.136 Implementation of schemes at Sea Road would be undertaken as part of new developments whilst at Southwick Green the specific site identified in the proposal would be implemented by the Council.

**Table 20.7 Potential off-Street Car Parking at Shopping Centres (NA42)**

Centre	Possible locations for off-street parking	Implementation / Comment
Sea Road	Between Station Road and Ebdon Lane	Land owned by the Council. Implementation probably by private developer in conjunction with use of adjoining premises
	Other development opportunities at Station Road	There could be scope for private redevelopment initiatives subject to land assembly. Such schemes will be expected to include car parking.
Southwick Green	Land fronting The King's Road between Beaumont Street and Shakespeare Street	Implementation will probably be by the Council, and be subject to agreement of the landowner.

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### MONKWEARMOUTH

20.137 An inset is required for the Monkwearmouth area as major change is likely in the locality, including significant new commercial and housing developments, environmental improvements and improvements to the transportation infrastructure. Although not forming a proposal of the inset, the future need for the Wheatsheaf one-way system will be kept under review, particularly in the context of the new Wear Bridge.

### Economic Development

NA43 THE CITY COUNCIL WILL CONTINUE TO ENCOURAGE THE REVITALISATION OF THE VISUAL AND FUNCTIONAL ENVIRONMENT OF THE MONKWEARMOUTH IMPROVEMENT AREA.

(EC3)

20.138 Many properties within the Improvement Area are old, poorly maintained and suffer from a lack of investment. The cumulative effect of these poor standards is emphasised by the area's prominent location astride the Wheatsheaf one-way system which forms part of the strategic route network. The problem is particularly acute where such buildings, especially those which are listed, adjoin the one-way system. Circulation, car parking and servicing arrangements also cause problems; thus the continuance of improvement policies is required if the locality is to be successfully regenerated and a climate of confidence instilled. Following termination of the Urban Programme which provided funding for grants in Improvement Areas, the Council has been unable to continue its previous policy of grant aiding improvements in this area. However, this proposal indicates the Council's resolve to continue to focus improvement efforts here.

20.139 Implementation will be largely by the private sector, supported by the City Council through the development control system, although if finance should become available, it may be possible to resume grant aiding appropriate works. Proposal NA47 supports the regeneration of the St. Benet's area within the Improvement Area. It is hoped that the new retail park and the development nearby of the St. Peter's University Campus (NA15) will stimulate further investment (see NA44).

NA44 LAND BETWEEN ROKER AVENUE AND SUNDERLAND RETAIL PARK, SOUTH OF ROKER AVENUE TO THOMAS STREET NORTH, NEWCASTLE ROAD, FULWELL ROAD AND PORTOBELLO LANE, AS SHOWN ON THE PROPOSALS MAP, IS ALLOCATED FOR THE USES SET OUT BELOW:-

LIGHT AND GENERAL INDUSTRY, STORAGE AND DISTRIBUTION (B1, B2, B8);

RETAILING (A1) (SUBJECT TO POLICIES S6 AND S7);

FOOD AND DRINK (A3);

NON-RESIDENTIAL INSTITUTIONS (D1);

ASSEMBLY AND LEISURE (D2);

CAR SHOWROOMS.

ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC5 WILL APPLY AS APPROPRIATE.

DEVELOPMENT INCLUDING KEY TOWN CENTRE USES SHOULD ONLY BE ALLOWED IN THIS AREA WHERE:-

- (i) THE LACK OF A SUITABLE ALTERNATIVE LOCATION EITHER IN THE CITY CENTRE OR EDGE OF CENTRE IS DEMONSTRATED; AND
- (ii) IT DOES NOT SOLELY OR CUMULATIVELY WITH OTHER RECENT DEVELOPMENTS OR OUTSTANDING PERMISSIONS DIVERT INVESTMENT FROM EXISTING CENTRES SO AS TO THREATEN THEIR VITALITY AND VIABILITY; AND
- (iii) IT CONTRIBUTES TO A BALANCED DISTRIBUTION OF FACILITIES ACCESSIBLE TO ALL SECTORS OF THE COMMUNITY (PARTICULARLY TO THOSE WITH LOW LEVELS OF PERSONAL MOBILITY) BY PUBLIC TRANSPORT, ON FOOT OR CYCLE AS WELL AS BY CAR, AND
- (iv) IT DOES NOT HAVE AN ADVERSE EFFECT ON OVERALL TRAVEL AND CAR USE.

(EC2, EC3, EC5, S5, S6, S7)

20.140 This proposal covers a number of areas in the vicinity of the recently constructed Sunderland Retail Park and adjoining the Wheatsheaf one-way system, which is the focal point of the strategic route network in North Sunderland prior to entering the City Centre. Although proposed for mixed uses, a comparatively strong retail emphasis can be given to a number of sites, subject to the individual and cumulative impact of development in accordance with Part I policy S5, for the following reasons:-

- \* The locality is highly accessible from a wide area by bus and car, being at a confluence of routes; there is also a large population within the densely developed residential areas immediately to the north, west and east of the location. Further, a Metro station is proposed at the northern end of the existing retail park which will further

## NA 20 Sunderland North

enhance the accessibility of the location by public transport. Development here is thus accessible and may help reduce City Centre congestion. The location is therefore highly suitable as a focus for retail, commercial and leisure activity in relation to the Council's retailing and transportation policies. Its appropriateness for specific uses will be judged in relation to other available sites by the application of the sequential test.

- \* A number of the sites are already in retail/commercial/leisure use; this proposal therefore provides an opportunity to consolidate it;
- \* Further development in proximity to the retail park for related uses will consolidate the role of the locality and add to its diversity, hence the attractiveness of the area as a focal point;
- \* It provides an opportunity to regenerate this high profile locality and effect environmental improvements. This is important as a number of sites are presently unattractive, some are likely to become available for development and others do not exploit their locational potential.

20.141 Development for retailing and other key town centre uses in the vicinity of the retail park will be subject to it not having an effect solely or cumulatively on existing centres such as to threaten their vitality and viability, as noted earlier. In this regard, the planning authority will look for diversity of development, in particular on less well located sites, to ensure the area does not become too retail orientated as this would be contrary to the concept of mixed use sites as defined in policy EC5. Subject to this and detailed design matters it may be regarded as meeting the requirements of policy S7. Further, although the configuration of the sites is such that major convenience retailing is unlikely, the requirements of policy S6 will apply, and planning obligation agreements sought, if necessary.

20.142 The development potential of the various locations forming this proposal are considered to be as follows:-

- \* **Roker Avenue (north side):** Old premises fronting Roker Avenue are in a variety of uses including car repairs and a church. The scope for significant new development is limited by the multiplicity of ownerships and plot shape/size. Further north, more modern units are in a range of uses, including elements of retailing/showrooms. There may be scope for some redevelopment for shopping or food/drink or leisure uses in the vicinity of the existing retail park; this would consolidate the park and could enhance the appearance of the access to it, which is currently uncoordinated.
- \* **Roker Avenue (south side):** This prominent location within the one-way system is currently occupied by retail and car related uses. Despite its high profile location and current uses, it is not considered altogether appropriate for retailing, being split from the main focus by the road system. Thus although retailing may have to be accepted in the event of development opportunities arising here, it is possibly more suited to leisure use (D2) or light/general industry or storage (B1, B2, B8). Any development should be to a high standard of design, reflecting the prominence of the site.
- \* **Newcastle Road:** There are two large-scale users within this area, a bowling alley and car showroom; these are well established and compatible with general proposals for the area. If a development opportunity were to arise proposals should exploit the site's prominence and relationship with the retail park. Suitable uses could include car showrooms, leisure (D2), retail (A1), food and drink (A2).
- \* **Fulwell Road:** This area is currently occupied by retailing (A1), showrooms, and car repair uses. Were any redevelopment proposed, uses and a layout which respected the proximity of housing to the east would be preferred e.g. retail (A1), showrooms, light industry (B1); the opportunity should be taken to enhance the environment of this part of Fulwell Road.
- \* **Portobello Lane (west side):** This site has been redeveloped for A1 uses as an extension to the retail park, and the alignment of Portobello Lane in this vicinity improved.
- \* **Portobello Lane (east side):** This area is currently used by a removals firm and comprises a large warehouse and open storage depot. Its 'backland' location, along with the proximity of housing to the east limits development potential, light industry (B1) or warehousing (B8) being considered most suitable. Any redevelopment should incorporate improvements to Portobello Lane, which is particularly narrow in the vicinity of the existing warehouse.

20.143 Implementation of any redevelopment will be undertaken by the private sector as and when opportunities arise, with the Council involved through the development control process. The appropriateness of specific proposals will be determined at the planning application stage by the use of the sequential test. Schemes should make adequate provision for pedestrian movement within and between the various developments. A high standard of design will be sought to improve the appearance of this 'gateway' to the City Centre.

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### Tourism

NA45 THE IMPROVEMENT OF VISITOR FACILITIES AND OTHER WORKS TO ENHANCE THE ATTRACTION OF MONKWEARMOUTH STATION MUSEUM WILL BE ENCOURAGED.

(EC9)

20.144 This grade II\* listed building is prominently situated on North Bridge Street. Its setting is adversely affected by unsympathetic adjoining development and by the high volumes of traffic on this part of the road network. The construction of the proposed Metro station to the south (see NA33.2) will provide an opportunity for improved pedestrian access facilities, which will benefit the museum.

### Housing

NA46 THE CITY COUNCIL WILL SEEK TO IMPROVE THE ENVIRONMENT OF THE OLDER HOUSING IN GLADSTONE STREET AND THE WEST SIDE OF BRIGHT STREET. CONSIDERATION WILL BE GIVEN TO COMPREHENSIVE TREATMENT BY WAY OF INCLUSION IN AN AREA BASED INITIATIVE. THE COUNCIL WILL ALSO SEEK TO MAXIMISE BENEFITS IN THE FORM OF ADDITIONAL OPEN SPACE AND COMMUNITY FACILITIES, FROM ANY SITES WHICH MAY BE DEVELOPED OR REDEVELOPED.

(H13)

20.145 The area, which comprises around 150 mainly pre-1919 dwellings, is developed to a high density. Houses open directly onto the footpath, do not have gardens to compensate for the lack of open space and greenery in the area; some are in relatively poor condition and in multiple occupation.

20.146 The potential for improvement is limited, but scope exists through carriageway works, the use of varied floorscape materials and the introduction of street trees; this is made more feasible now that through traffic has no need to use Gladstone Street. Any such works will be undertaken by the Council, possibly as part of routine highway maintenance. Comprehensive improvements to the houses themselves could effect a significant enhancement to the environment; in this connection, consideration will be given by the Council to the possibility of area based initiatives, should the opportunity arise

20.147 The proposal, which is complementary to NA8 and NA10, also aims to ensure that any sites which may become available for development are developed in such a way as to help meet the area's need for open space and environmental enhancement.

### Environment

NA47 THE CITY COUNCIL WILL GIVE FAVOURABLE CONSIDERATION TO PROPOSALS WHICH WILL ENHANCE THE GENERAL ENVIRONMENT AND SETTING OF ST. BENET'S CHURCH. MEASURES MAY INCLUDE REDEVELOPMENT WHERE APPROPRIATE, FOR USES INCLUDING AFFORDABLE HOUSING (C3), COMMUNITY FACILITIES (D1) AND RETAILING (A1). PROPOSALS FOR OTHER USES WILL BE CONSIDERED ON THEIR MERITS, SUBJECT TO OTHER CONSIDERATIONS. THE COUNCIL WILL ALSO ENCOURAGE THE UPGRADING OF REMAINING BUILDINGS AND IMPROVEMENTS TO CIRCULATION, SERVICING, AND CAR PARKING FACILITIES AS THE OPPORTUNITY ARISES.

(B1)

20.148 Redevelopment of St. Benet's School, Monastery, and the former Church Hall could include the following in addition to the replacement church hall:-

- \* student or social housing (possible joint venture with a Housing Association)
- \* new Church house

Additionally some retailing on the Roker Avenue frontage will be acceptable in accordance with the outstanding planning permission there, although other uses will be considered on their merits bearing in mind the prominence of the site and its relationship with St. Benet's Church.

20.149 The area is run-down; although St. Benet's is an attractive building in itself the surrounding structures do not provide an attractive setting. The locality is prominently situated on the Wheatsheaf one-way system, which forms an important entry into the City Centre. Therefore its appearance is a major determinant of the image of the area. The opportunity will be taken to improve access, circulation, servicing, etc. as well as to achieve a visual improvement. The City Council may be prepared to assist in land assembly in the wider area, if required to achieve a more comprehensive scheme which will better resolve the problems of the locality.

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20.150 Upgrading of remaining buildings in the area of the proposal will be encouraged by appropriate means, including development control, and, if possible, through Improvement Area status. A comprehensive brief, prepared by the Council, may be an appropriate means to bring together the various owners and interests, in conjunction with proposals for other nearby property.

NA48 ENVIRONMENTAL IMPROVEMENTS TO OLDER COMMERCIAL AND INDUSTRIAL BUILDINGS IN THE AREA NORTH OF ROKER AVENUE WILL BE ENCOURAGED.

(EC4, B1)

20.151 Developments in the adjoining areas (see NA44 and NA47) could be complemented by improvements to remaining older commercial buildings north of Roker Avenue (nos. 1-19 Roker Avenue, property in Monk Street, the warehouse on the east side of Portobello Lane and remaining premises on the former Bridon's site should they be retained). It may be necessary to promote co-ordination of improvement to ensure that individual projects can contribute most effectively to the upgrading of the visual environment (NA43). Implementation will be by the private sector and through the development control process. The Council may prepare an overall scheme to provide an elevational/ environmental basis for co-ordination of individual projects.

### Transportation

NA49 A NEW PASSENGER STATION IS PROPOSED AT PORTOBELLO LANE WITH POSSIBLE BUS ACCESS/ CAR PARKING/ INTERCHANGE FACILITIES AS PART OF THE PROPOSED EXTENSION OF THE METRO SYSTEM TO SUNDERLAND.

(T3)

20.152 Land is available at Portobello Lane both within the former railway sidings area and on adjacent land to enable construction of a new Metro station with car parking and bus interchange facilities. A station would be beneficial here for the following reasons:

- \* The surrounding area is densely populated; a large proportion of residents are not car owners.
- \* The proposed site is adjacent to a natural communications focal point for both car and bus users.
- \* Station development will encourage interchange of transport modes, with potential benefits for the alleviation of congestion on the approaches to the City Centre and elsewhere, especially so far as car usage is concerned.
- \* The new retail park and other development proposed to the south (NA15), along with redevelopment of the Wearmouth Colliery site (NA3) could add to the role of this area as a focus of economic/ retailing/ leisure activity (NA44) and hence generate usage.

20.153 Implementation of the station will be undertaken as part of the PTA's Metro Extension to Sunderland.

NA50 A CYCLE ROUTE WILL BE PROVIDED FROM NEWCASTLE ROAD TO WEARMOUTH BRIDGE.

(T9)

20.154 The provision of a cycle route, possibly using the bus lane, pavement space or the rear service road, will require further investigation to establish the most appropriate means. It would enable cyclists to avoid using the busy Wheatsheaf one-way system and provide a safe and direct route between proposed cycleways along Newcastle Road and over Wearmouth Bridge, as proposed in NA38(3). It would therefore be an important link in providing a high level of access for cyclists to the City Centre.

NA51 LAND WILL BE RESERVED FOR A LINK ROAD AND FOOTPATH BETWEEN NEWCASTLE ROAD AND FULWELL ROAD.

(T13)

20.155 The alignment identified in the Monkwearmouth and North Area Local Plans, as now defined on the Proposals Map, will be protected from development. The following factors determine the need for this road:-

- \* Changes in traffic flows arising from the recent development of the Sunderland Retail Park, along with possible further developments in the vicinity (see NA44);
- \* The access requirements resulting from development of a Metro Station and the related provision of car parking and interchange facilities (see NA49);
- \* The redevelopment of the former Wearmouth Colliery (see NA3);



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\* A possible review of the Monkwearmouth one-way system after construction of the new Wear bridge (see SA50.2).

20.156 A pedestrian link will also be needed to allow pedestrians to walk between Newcastle Road and Fulwell Road and give access to the proposed Metro station. This facility could be provided independent and in advance of the proposed road.

20.157 Implementation of proposals NA50 and NA51 will be by the Council as Highway Authority.

# WA 21 Washington

## CHAPTER 21

21.1 The Washington and Springwell area, in the north-west of the City, is bounded by the Metropolitan Boroughs of South Tyneside and Gateshead to the north and west, the A19 to the east and the River Wear to the south. It includes Washington New Town, the village of Springwell and the land between Washington and Sunderland. Springwell is the highest point, with Washington on a plateau below, sloping gently south east towards the Wear valley. This is a particularly attractive landscape feature, protected as part of the Green Belt.

21.2 Springwell village has at its heart a collection of attractive stone and slate terraces, developed to house workers for the nearby coal mine and stone quarry. Coal mining ceased in 1932, but the quarry, which supplied the stone to build the houses, is still in operation. The village is situated between the southern edge of the Tyneside conurbation and the designated New Town. It occupies a hill top position and is separated from the rest of the City by the A194(M), giving it a high degree of self containment and a distinctive sense of identity.

21.3 Washington New Town was designated in 1964. The Master Plan identified three specific goals:-

- \* to provide a focus for incoming industry;
- \* to set new standards for housing, the environment and urban design;
- \* to stem out-migration from the region.

The town is based around the former mining villages of Usworth, Washington, Columbia, Fatfield and Harraton. From an original population of 19,000 it now (1993 mid-year estimate) has 62,000 distributed around 18 villages of about 3,500 people all contained within a well landscaped road network and inter-connected by village footpaths. Washington is the western gateway to the City with good access to the A1(M) and other high capacity primary roads.

21.4 The area's population doubled during the 1970's with growth concentrated in the northern and eastern parts of the town; during the 1980's growth was stronger in the south as housing allocations were completed. Arising from its development as a new town, with the rapid rate of in-migration over the last 25 years, Washington's population structure is very different from other parts of the City. 1991 Census data suggests that the population in Washington compared to Sunderland as a whole is more mobile, relatively younger and relatively more wealthy. It has more under-16's (26%) compared to the City (22%) as well as a higher proportion in the 25 - 44 age range (33%, City 29%) giving it the youngest population structure of the Plan's four areas. The difference is now less marked than in 1981, when 35% of the population was under 16. Whilst the area still has the lowest proportion of pensioners (8.5%), this figure is increasing as the population matures.

21.5 There is a higher level of economic activity (65.6%) amongst the population of working age (16+) than in the City as a whole (57%). Washington provides 30% of all jobs in the City and 40% of manufacturing jobs although its location close to the Tyneside conurbation means that there is a considerable amount of commuting, both in and out - more than half (54%) of jobs in Washington are filled by people who travel into the town, mainly from Gateshead, South Tyneside and Chester-le-Street. Unemployment, at 6.6%, is 3% lower than the City average, but still higher than the national average. Rates are worst in the older established areas. However, Washington South (5.9%), where most of the recently completed sites are located, and Washington East (5.7%), are amongst the lowest in the City (4th and 3rd lowest respectively).

21.6 Industry and commerce are particularly significant, giving the town a distinctive role in the City's economy. Washington has 56% (658ha) of the City's industrial land allocation and 59% (125ha) of available industrial land. There are fifteen industrial estates of various sizes, including the Nissan complex. Undoubtedly the area's excellent communication links make it a prime site for business development. The presence of the Nissan car company has had a significant impact in attracting other manufacturers and the local economy reflects the renewed buoyancy of this sector.

21.7 Washington has proved very popular as a location for private housing, although few large sites are now available. Each village contains a mixture of housing tenures. Most of the public sector housing stock is relatively new and in a good state of repair, but there are some areas with localised problems which require environmental or structural improvements. Even though those areas of older private housing in Springwell did not benefit from the sort of comprehensive modernisation schemes of the former Washington Development Corporation (WDC), no major areas of poor standard housing are identified.

21.8 There is a well planned shopping hierarchy based around:-

- \* **The Galleries**, a purpose built fully covered shopping centre (31,000 m<sup>2</sup>), the sixth largest in the county

## WA 21 Washington

- \* **Concord**, (6,000 m<sup>2</sup>) the original shopping centre, pre-dating the New Town
- \* **the village centres** which cater for everyday needs.

For a local centre, Concord has a relatively low level of convenience floorspace and there is potential for the development of further convenience shopping. Retail development on two industrial estates - Armstrong and Glover - creates a sizeable durable goods presence outside the Town Centre.

21.9 Community facilities are based on the villages. Each has its own primary school and community centre, with 5 secondary schools distributed across the town. The Town Centre has a range of facilities including the police station, main library and main health centre. There are branch libraries at Washington Village and Concord which also has a second, large health centre. Health care provision in the villages to the south and east has improved recently with the construction of new facilities at Barmston and Harraton. Washington also contains the only private hospital in the City.

21.10 Leisure facilities consist of the Sports Centre and Swimming Pool in the Town Centre; the Northumbria Centre on the northern edge of town; community school facilities particularly at Oxclose and Biddick; and community halls in each village. Outdoor provision is mainly concentrated at two locations - the Northern and Southern Area Playing Fields. The town was designed to meet high standards for open space and recreation; apart from Springwell, the standard for recreation remains fairly high though playing field provision has not kept pace with the growth in population (see Tables 8.1 and 8.2). The main open spaces are Princess Anne Park, which runs north to south, and the James Steel Park running east to west. In terms of rural recreation, the James Steel Park (which includes the River Wear Trail) offers many opportunities.

21.11 The environment is generally of a high standard. Residential and industrial areas are largely separate. Some housing schemes have won design awards and most of the dereliction arising from older industrial activities has been dealt with. The main heritage areas are the original Washington Village, which is a conservation area; the river banks, where much of the older industry was based; and the core of Springwell village, which retains much of its stone-built character.

21.12 The New Town has a hierarchical road system, designed to cope with high levels of car ownership, a feature of the population, according to the 1991 Census (62% compared to a City average of 51%). The proportion of two-car households is also higher than the City average (17% compared to 12%). High capacity dual carriageways allow access at key junctions to villages and industrial estates, thus filtering out through traffic.

21.13 Each village has at its centre a bus only route which discourages the use of residential streets as short cuts. There is a network of local bus routes serving the villages and express services to Sunderland and Newcastle. Even so, a much higher proportion of journeys to work are made by car (64% compared to a City average of 59%) and there is potential for improvement to public transport provision. There are some problems in the centre of Springwell which can be used as an alternative route between Washington and Newcastle, aggravated by the narrow streets and pavements at the village core.

### PLANNING STRATEGY

21.14 The strategy for the Washington and Springwell area can be summarised as follows:-

- \* the original Master Plan is now virtually complete and there is a need for consolidation rather than further population growth;
- \* the distinctive character of Springwell village should be protected and enhanced;
- \* Washington's advantages for the attraction of jobs and industry, particularly for inward investment, should be protected and promoted;
- \* housing sites must give particular attention to meeting special or executive needs;
- \* the concepts underlying the original New Town design, such as the town's high environmental standards, should be protected to help maintain Washington's identity;
- \* opportunities for improvement and conservation should be pursued especially at Springwell and Fatfield;
- \* the role of the Galleries and Washington's Town Centre should be developed and enhanced.

21.15 On the whole, the New Town - together with land developed by Nissan - has been built or extensively modernised over the last thirty years. Springwell village does not present any problems likely to need major restructuring. Consequently the whole area can be considered as stable with opportunities for enhancement and consolidation. Major developments are likely to be concentrated on completing the New Town's industrial allocations.

# WA 21 Washington

## ECONOMIC DEVELOPMENT

### Existing Employment Sites

WA1 ESTABLISHED INDUSTRIAL/ BUSINESS AREAS AND AVAILABLE SITES WITHIN THEM WILL BE RETAINED AND IMPROVED FOR THE PRIMARY USES INDICATED BELOW:

- |                      |           |
|----------------------|-----------|
| (1) ARMSTRONG        | 9.97 HA   |
| (2) CROWTHER         | 33.50 HA  |
| (3) GLOVER           | 41.13 HA  |
| (4) HERTBURN         | 15.54 HA  |
| (5) NISSAN           | 354.00 HA |
| (6) PARSONS          | 13.50 HA  |
| (7) PATTINSON N.     | 71.40 HA  |
| (8) PATTINSON S.     | 35.15 HA  |
| (9) SPRINGWELL       | 2.60 HA   |
| (10) STEPHENSON EAST | 17.78 HA  |
| (11) STEPHENSON      | 13.28 HA  |
| (12) SULGRAVE        | 0.09 HA   |
| (13) SWAN            | 3.93 HA   |
| (14) WEAR            | 45.90 HA  |

OFFICES, RESEARCH & DEVELOPMENT, LIGHT INDUSTRY, & GENERAL INDUSTRY, WAREHOUSES AND STORAGE (B1, B2, B8)

- |              |         |
|--------------|---------|
| (15) EMERSON | 9.80 HA |
|--------------|---------|

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ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN EC4 WILL APPLY UNLESS OTHERWISE STATED.

(EC4)

21.16 Policy EC4, which sets out the principal uses expected on land allocated for economic development, provides the general framework for this proposal. Washington not only plays a key part in developing the City's role as the advanced manufacturing centre of the North East but also offers a high level of accessibility both for businesses and their employees. As noted above, unemployment is lower than the City average, but economic activity rates are much higher (65.6% compared to 57%). The population structure, with a high proportion of young people approaching the age when they will be seeking employment, indicates a forthcoming increase in the size of the labour force. This could add to Washington's ability to attract inward investment.

21.17 The estates vary in size and character. Established in the 1950's, Springwell industrial estate is located on the site of a former quarry; the remainder have been developed for industry and commerce in accordance with the Washington Master Plan. All are well situated in relation both to the Strategic Route Network and to the town's primary roads. The distribution of sites, together with the Town Centre, ensures that almost all residents live within 1km of an employment site, in many cases connected by footpaths and cycleways. In many cases, industrial sites are well placed to take advantage of future railfreight developments utilising the former Leamside Line (see WA32).

21.18 The majority of vacant land is to the east of Washington on Stephenson East, Glover, Pattinson North and Pattinson South. All of these estates have experienced significant development recently. The westernmost part of Pattinson South estate, south of Pattinson Road, has a particularly scenic location and any development here should have particular regard to the setting adjacent to the James Steel Park and Pattinson Pond SNCI. Development on land at Pattinson which adjoins the Green Belt shall include buffer planting appropriate to the setting of the Green Belt. In addition, development at Pattinson in the proximity of the Wildfowl and Wetlands Trust will need to accommodate sympathetic use of landscaping and planting, together with allowing potential for overflow car parking in relation to special events.

21.19 Originally a gross area of 376ha was allocated for Nissan and its related users in 1986. However this included four SNCI's one of which is now a Nature Reserve. The area now allocated in this Plan amounts to 354 ha. The Severn Houses and Peepy Plantation SNCI's are no longer included in the allocation since Nissan has agreed they should not be developed; Barmston Pond nature reserve is now dealt with under WA22. In response to the Draft UDP, Nissan pointed out that the continued protection of Hylton Plantation SNCI may "cause a number of considerable practical problems as far as the Company's operations are concerned". The Council will seek to protect the Plantation until it is required by the company. In the event that the Company's operations require development of the SNCI, an environmental assessment will be carried out. Measures would be required

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to mitigate the impact of any development. This should compensate for loss of woodland, specifically through native broad-leaved woodland planting, open scrubland and wetland creation as well as utilising the potential of the newly planted areas around the perimeter of the Nissan site.

21.20 Since it has not been possible, during consultations, to establish Nissan's longer term land requirements with any degree of certainty, no expansion site has been identified in this Plan.

21.21 In most cases the Council can use the full range of its development control powers to ensure an appropriate quality of development. However, certain sites within the designated area of the New Town already have the approval of the Secretary of State for specified uses. These can be developed under the authority of the Commission for the New Towns, when it sells land to developers. Although the Council is not the authority which grants permission to develop in these instances, it is consulted on the planning and highways aspects of these proposals. This situation may be reviewed during the Plan period, dependent upon future reviews of the Government's urban regeneration policy.

## New Sites

WA2 A NEW SITE IS ALLOCATED FOR THE FOLLOWING PRIMARY USES. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC4 WILL APPLY UNLESS OTHERWISE STATED:

SILVERSTONE RD, SULGRAVE (0.40HA)  
OFFICES, RESEARCH & DEVELOPMENT, LIGHT INDUSTRY (B1).  
(EC2, EC4)

21.22 Washington has already proved attractive to industrial investors, particularly because of its location between the A1(M) and the A19. Although the town contains a substantial amount of land for economic development, there are no small, free-standing sites suitable for office-type uses (B1). This site would be suitable for such uses. It is close to Sulgrave village and so can promote local employment opportunities without undermining the integrity of the New Town's structure and is also adjacent to the recently expanded Bentall Business Park, which it could naturally support. Whilst the site has had outline approvals for B1 uses these have now lapsed.

## Tourism and Visitor Facilities

WA3 THE PROVISION AND/OR IMPROVEMENT OF VISITOR FACILITIES AND OTHER WORKS TO ENHANCE THE ATTRACTION OF THE FOLLOWING WILL BE ENCOURAGED:

- (1) NORTH EAST AIRCRAFT MUSEUM;
- (2) BOWES RAILWAY MUSEUM;
- (3) WASHINGTON OLD HALL;
- (4) WASHINGTON 'F' PIT;
- (5) WILDFOWL AND WETLANDS CENTRE.

PROPOSALS WHICH ADVERSELY AFFECT THESE ATTRACTIONS WILL NORMALLY BE RESISTED.  
(EC8)

21.23 Facilities which attract visitors to the City, either for leisure or business reasons, can make a substantial contribution to the local economy. Washington, because of its historic links with the USA, attracts many foreign visitors. Business tourism in the City is also expanding which is important in Washington because of its high profile in the local and regional economy. Increased public interest in environmental issues has, no doubt, contributed to the continuing success of the Wildfowl and Wetlands Centre.

21.24 Table 21.1 summarises the attractions listed in WA3 and the measures being taken to enhance them. Further development of these facilities would not only increase their leisure value but would also attract more visitors, thus increasing their value to the local economy.

21.25 Proposals will normally originate with the respective owners of each attraction. The Council will use its development control powers to implement this proposal.

**Table 21.1 Tourist Attractions (WA3)**

Attraction	Comments
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(1) North East Aircraft Museum	With the largest collection of aircraft in the North of England, the museum is presently in the process of a £100,000 expansion programme partly funded through grants from the Council. The Council will encourage the Museum's continued development.
(2) Bowes Railway Museum	Opened in 1826, it is the world's only standard gauge, rope hauled railway, part of which was designed by George Stephenson. It is a Scheduled Ancient Monument. The area around the museum has benefited from environmental improvements such as car parking and open space provision as part of a reclamation scheme. Facilities include a small shop and refreshment room. The museum is currently extending and improving its exhibits.
(3) Washington Old Hall	As the original home of George Washington's direct ancestors, it is of particular interest to visitors from the USA. It is a listed building and a key element in the Washington Village Conservation Area.
(4) Washington 'F' Pit	This was created as an industrial museum following the closure of the pit itself in 1968. It draws most of its visitors from the immediate locality, providing mainly for local and educational needs.
(5) Wildfowl and Wetlands Centre	Designed by Sir Peter Scott, the Centre covers 40ha and is the third largest in Europe. Facilities include bird hides, picnic areas, woodland walks, play areas, tea room and a visitor reception building. Car parking for major events can be a problem though overflow parking is available on the adjacent industrial estate.

## HOUSING

### Land for Housing

LOCATION	GROSS AREA (HA)	ESTIMATED DWELLING CAPACITY	POLICY REQUIREMENTS
(1) FORMER TREE NURSERY, RICKLETON	10.40	120	H7/15/21; B20
(2) WASHINGTON JUNCTION	5.27	160	H14/15/16/21; EN14; B20
(3) FATFIELD SCHOOL (H3, H4, H5, H6)	2.06	20	H7/15/21

21.26 Over the whole plan period (1988-2006), sites for 1500 dwellings are being made available in Washington. This comprises 855 dwellings on sites completed prior to December 1996; 339 dwellings on committed sites (129 of which were completed as at December 1996); and land for an estimated 300 dwellings allocated in this proposal (see Table 4.4 and Appendix A). Windfall sites or small sites of 10 units or less may also provide a limited number of opportunities for further housing .

21.27 The emphasis on new allocations in Washington is to meet the demand for higher priced and/or special needs housing. Much of the existing housing was built to meet the demand for family sized accommodation as the New Town expanded - the proportion of larger families in Washington in 1991 (7%) was still higher than the City average (5.4%). As the population matures, greater variety in the housing stock will become more appropriate.

21.28 Early public consultation suggested that this could take the form of higher priced, executive housing giving more choice at the higher end of the market; and housing for people with special needs, including sheltered housing, taking into account the changing population structure of the New Town. As Washington is nearing completion, the number of housing sites is comparatively small, although there remains keen interest from volume housebuilders to build in the town. This group however, expressed concern at the lack of sites in the Draft UDP for new, family-sized dwellings in Washington. Although this demand should mainly be met from existing allocations, the Council has identified another site for general needs housing at Washington Junction.

21.29 The sites identified here are:-

**Former Tree Nursery, Rickleton** Although it lies outside the neighbouring villages of Harraton and Rickleton, this is a suitable site for higher value executive housing which could not be adequately accommodated within the existing village framework. Situated between the prestigious General's Wood development to the east and the Picketree Lane development in Chester-le-Street to the west, this allocation would consolidate the provision of

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high quality housing in the area. Access will be taken from Bonemill Lane, which could also form the basis of a contribution towards the improvement of facilities at the adjacent Southern Area Playing Fields. Local residents have expressed strong concern over the possible effect of development on the adjacent SNCI and local wildlife. The area identified for housing was used as a tree nursery during the early years of the New Town and so was the subject of formal cultivation - it is not an area which has, over a lengthy period, become an established nature conservation site. Nonetheless, the Council will require any development to make adequate provision for nature conservation interests, requiring an environmental appraisal to accompany any planning application. The Council is of the view that the release of this site should be used for a type of higher value executive development for which there is no other comparable site in the City and that in so doing it should take into account the contribution which large gardens and extensive peripheral planting can make to maintaining the ecological value of the surrounding fields and woodland, on which matters very strong representations have been made from local residents. For this reason, the Council would wish to see the site developed at the lowest practicable density which, it is suggested, would be about 11.5 dwellings per hectare.

**Washington Junction** was identified for education purposes in the Master Plan but was declared surplus to education needs in 1994. As the site of a former ironworks, the land has undergone reclamation to a standard appropriate for development. The main access will be from Shepherd Way with limited access from Northumberland Way. The wildlife corridor will be protected and maintained along the line of Sustrans' C2C track.

**Fatfield School** has been replaced with a new school under proposal WA9, replacing buildings dating from 1911. The former site will become available soon after 1998. It would be suitable for special needs or executive housing, though it may also accommodate some general needs housing. Since the development is subject to the open space standards set out in H21, the value of the wildlife corridor will be maintained.

### Council Housing

WA5 THE CITY COUNCIL WILL SEEK TO CARRY OUT RESTRUCTURING IMPROVEMENTS TO ITS HOUSING STOCK AND ASSOCIATED ENVIRONMENTAL WORKS AT:-

- (1) BLACKFELL VILLAGE;
  - (2) HASTINGS COURT, SULGRAVE;
  - (3) STOCKFOLD, FATFIELD;
  - (4) BARMSTON COURT.
- (H12)

21.30 The Council is committed to a programme of restructuring which will balance the mix of housing to meet all types of demand. This proposal lists those areas which have already been recognised as in need of attention. However the condition of the housing stock is continuously reviewed and further areas may be identified within the Plan period. This applies to Washington in particular because, although much of the public housing stock is in a good state of repair, there are localised problems where experimental designs or non-traditional construction methods have led to properties being difficult to let or expensive to maintain. Restructuring may include major redevelopment, refurbishment, environmental improvements or security works.

21.31 These schemes will originate mainly in the public sector though the Council will also take up opportunities for partnerships with Housing Associations and the private sector.

**Table 21.2 - Housing Restructuring and Improvement Schemes (WA5)**

Location	Description
(1) Blackfell	The industrial built housing has proved expensive to maintain as well as difficult to let. Demolition and redevelopment, providing a mix of housing for rent, shared ownership and owner occupation has started on this site
(2) Hastings Court, Sulgrave	The site of flats, now demolished, it would be well suited to special needs or low cost family housing, providing some 20-25 dwellings.
(3) Stockfold, Fatfield	Includes single person flats which have been experiencing some problems of vandalism and security. The area is considered appropriate for minor remedial works.
(4) Barmston Close, Columbia	An area of First World War properties in need of environmental improvements and modernisation.

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## Private Housing

WA6 THE CITY COUNCIL WILL SEEK TO IMPROVE THE ENVIRONMENT IN THE FOLLOWING OLDER PRIVATE RESIDENTIAL AREAS; PRIORITY WILL BE GIVEN TO LOCATIONS WHICH MIGHT BE INCLUDED FOR MORE COMPREHENSIVE TREATMENT:-

- (1) BRADY SQUARE/STATION ROAD, COLUMBIA - ENVIRONMENTAL WORKS;
  - (2) USWORTH STATION ROAD, CONCORD & SULGRAVE - ENVIRONMENTAL WORKS.
- (H13)

21.32 This proposal relates to pockets of older, privately-owned housing in Washington and aims to improve the quality of the environment by carrying out traffic management and landscaping works. The two areas in this proposal were originally important traffic routes though this role has declined since the introduction of the New Town road system. Lower traffic levels permit hard and soft landscaping measures which could be included as part of a general scheme of highways maintenance works. A third area in Front Street, Concord and the surrounding housing is covered by the proposal for Concord centre (see WA7).

**Table 21.3 Housing Areas For Improvement (WA6)**

Location	Description	Opportunities
(1) Brady Square/ Station Road, Columbia	Pre-1919 terraced properties, little open space, heavily parked. Former through route with shops and school.	Landscaping and tree planting, traffic calming, pedestrian priority.
(2) Usworth Station Road, Concord/ Sulgrave	Pre-1919 terraced properties, fairly wide road. Formerly an important through route, now less so; very hard landscape.	Carriageway narrowing, traffic calming, pedestrianisation. Tree planting, hard and soft landscaping. Infill housing and redevelopment of cleared site.

## SHOPPING

21.33 As the main shopping centre, the Galleries is covered by policies WA33-37. Local shopping provision, catered for by the village centres, is covered by S3 which also applies to the older village centres in Brady Square, Springwell and Washington Village. All these centres would benefit from environmental improvement schemes which could be carried out under policies relating to conservation areas (B6, WA18) and environmental improvements to neighbouring housing areas (WA6).

## Existing Centre

WA7 CONCORD SHOPPING CENTRE WILL BE RETAINED AND IMPROVED. USES WHICH ARE IN ACCORDANCE WITH S2 WILL BE ACCEPTABLE. APPROPRIATE MEASURES COULD INCLUDE TRAFFIC MANAGEMENT AND IMPROVEMENTS TO FACADES, FLOORSCAPE, LANDSCAPING, PARKING AND SERVICING.

(S2, S4)

21.34 Concord was the main shopping centre for Washington before the development of the New Town. Census data suggests that the population in Washington North - Concord's catchment area - is generally less mobile, less wealthy and older than for Washington in general. Despite the development of the Galleries, Concord is still a thriving shopping centre with its own health centre, library and several public houses all of which add to its vitality. It is a linear centre with a bus station at its western end. Both the properties and the environment are of variable quality although there are some attractive two-storey stone-fronted buildings. There are two car parks and some problems with pedestrian/ vehicular conflict. There were several expressions of support for the proposal in the Draft UDP to carry out improvements. This proposal seeks to upgrade the area by the measures listed in para. 21.37 below.

21.35 A relatively high proportion of floorspace in Concord is given over to durable goods and services (35% compared to 28% City average). There has been substantial developer interest in providing further convenience facilities around the north east of Washington - Concord's traditional catchment area. Unfortunately this has tended to focus on easily developable sites such as vacant industrial land at Hertburn or the Peel Centre which would seriously threaten the vitality and viability of Concord.



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21.36 Concord Library, at the western end of the shopping centre, was housed in an ageing wooden building. Its replacement has been included as part of the nearby Millennium Centre at the Oval, which provides a range of community facilities on the one site.

21.37 Supplementary guidance in the form of a master plan will be prepared which will examine:

- \* possible sites for new development including further convenience retailing;
- \* environmental improvement works to soften the general appearance;
- \* traffic management measures which could include some pedestrianisation;
- \* improvements to the housing area at the eastern end of the Front Street;
- \* works to reduce speed and improve safety on the approach roads to the centre;
- \* possible improvements to waiting facilities at the bus station.

21.38 The Council will prepare planning guidance identifying development opportunities in Concord to improve confidence in the future of the centre and encourage private initiatives. Environmental improvements can be included as part of highway maintenance programmes.

### Existing Out Of Centre Facilities

WA8 AN AREA OF 3.3HA BETWEEN THE A194(M) AND THE A182 IS ALLOCATED AS AN EXTENSION TO THE ARMSTRONG NORTH RETAIL PARK.

DEVELOPMENT INCLUDING KEY TOWN CENTRE USES SHOULD ONLY BE ALLOWED ON THIS SITE WHERE:-

- i) THE LACK OF A SUITABLE ALTERNATIVE LOCATION EITHER IN WASHINGTON TOWN CENTRE OR EDGE OF CENTRE IS DEMONSTRATED; AND
- ii) IT DOES NOT SOLELY OR CUMULATIVELY WITH OTHER RECENT DEVELOPMENTS OR OUTSTANDING PERMISSIONS DIVERT INVESTMENT FROM EXISTING CENTRES SO AS TO THREATEN THEIR VITALITY AND VIABILITY; AND
- iii) IT CONTRIBUTES TO A BALANCED DISTRIBUTION OF FACILITIES ACCESSIBLE TO ALL SECTORS OF THE COMMUNITY (PARTICULARLY TO THOSE WITH LOW LEVELS OF PERSONAL MOBILITY) BY PUBLIC TRANSPORT, ON FOOT OR CYCLE AS WELL AS BY CAR, AND
- iv) IT DOES NOT HAVE AN ADVERSE EFFECT ON OVERALL TRAVEL AND CAR USE.

(S5, S6)

21.39 Washington, with its well planned road network, is highly accessible from Tyneside, Wearside and Durham, making it extremely attractive to retail as well as industrial developers. Additional land has therefore been allocated to cater for this demand and to consolidate the Armstrong North area as a retail park, situated as it is on a highly visible site next to the A194(M)/A182 junction. At present, there is an existing DIY store which attracts customers from a wide area and a vacant unit formerly used as an outlet to the building trade. The range of goods sold is controlled by a planning agreement.

21.40 In order to protect the vitality and viability of existing centres, particularly The Galleries, the Council will require that retail and other key town centre uses will be appropriate to the out-of-centre location as set out in policy S5. DIY/garden goods, flat pack furniture, camping/boats/caravans, etc. - goods which, by their nature could not be easily accommodated in existing centres would be appropriate, whereas, in accordance with S6, convenience goods would be inappropriate. The range of goods sold will be controlled by agreement with developers. Development will also be required to take account of any impact on the strategic and national road network in accordance with policy T14 and Development Control Guidance.

### COMMUNITY FACILITIES

21.41 Some proposals concerning new facilities are covered in other sections of this Plan - proposals for the City of Sunderland College are included in the Town Centre section along with the proposed new Magistrates' Court (WA35). The new Millennium Centre at the Oval provides a youth centre, library and multi-sports facilities on the one site.

### Education

WA9 LAND IS ALLOCATED FOR EDUCATIONAL PURPOSES IN THE FOLLOWING LOCATIONS:-

- (1) ADJACENT TO FATFIELD VILLAGE CENTRE (2.5HA);

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- (2) SPRINGWELL VILLAGE (EXISTING SITE);  
(3) USWORTH COLLIERY PRIMARY SCHOOL (EXISTING SITE).  
(CF5)

21.42 All school buildings constructed prior to 1914 are under consideration for replacement, providing resources are available, which includes the three schools in this proposal.

- **Fatfield** primary school has been declared surplus and a replacement school will open in 1998, utilising a site of 2.5ha. in Fatfield Village, well-located for the catchment area, having been identified for education use in the original New Town Master Plan. Vehicle access will be taken from Southcroft/Fallowfield Way to the south, with pedestrian access to the site from the village centre. Although the belt of trees to the west to the rear of the properties on Biddick Lane has been included as part of the site, the trees will be retained to help preserve the privacy of the residents and to provide an ecological resource for the new school.
- **Springwell Village** school was built in 1905. It has recently been decided to expand provision at the school to include a 26FTE place nursery class. When funds become available, the school buildings will be replaced on the existing site.
- **Usworth Colliery** primary school buildings date from 1911 and, although presently not a priority, they will be replaced on site when funding is available.

21.43 A review of educational provision is underway in South Washington at present. This has indicated that there could be over 200 surplus school places based on existing provision. This proposal is, therefore subject to review in the light of consultations currently being undertaken.

### Other Community Facilities

WA10 3.97 HA IS ALLOCATED EAST OF NISSAN WAY AND NORTH OF THE A1231 FOR THE CONSTRUCTION OF A HEADQUARTERS AND ASSOCIATED BUILDINGS FOR THE COUNTY FIRE BRIGADE.  
(CF1)

21.44 As part of its development strategy, the Tyne and Wear Fire and Civil Defence Authority has developed a new Fire Brigade headquarters and training complex to replace facilities elsewhere in the county. This site is well located, with good access to the main route network. The development is to be phased, commencing with the training complex, followed by the headquarters and finally the breathing apparatus school.

WA11 0.29HA EAST OF THE WASHINGTON ARTS CENTRE AT FATFIELD IS ALLOCATED FOR THE PROVISION OF A CHURCH AND COMMUNITY HALL. ANY PROPOSALS WILL BE REQUIRED TO RESPECT THE LOCATION IN THE GROUNDS OF THE ADJACENT ARTS CENTRE.  
(CF11)

21.45 Population growth in south Washington has led to an associated increase in the congregation of St. George's Church, Harraton. Temporary use has been made of the Washington Arts Centre but the church is now interested in establishing its own facilities on the small area of land east of the Arts Centre, which is well located for access by members of the congregation. This would be a welcome addition to the range of facilities available in the village centre as well as making use of existing car parking provision.

21.46 The Arts Centre, although not a listed building, is a former farmhouse which has been sensitively converted to its present use. The materials and design of any new building should not detract from its appearance. A planning agreement may also be necessary to ensure that events at the church do not exacerbate the parking problems which occur when major events are held at the Arts Centre.

## LEISURE AND RECREATION

### Regional Recreational and Cultural Facilities

WA12 THE FOLLOWING AREAS AND FACILITIES WILL BE DEVELOPED AND PROMOTED AS MAJOR RECREATIONAL AND CULTURAL RESOURCES:  
(1) NORTHUMBRIA CENTRE;

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- (2) THE JAMES STEEL PARK;
- (3) WASHINGTON ARTS CENTRE;
- (4) WASHINGTON GOLF COURSE.

MEASURES COULD INCLUDE IMPROVED CAR PARKING AND SERVICING, SIGNING, SECURITY, APPROPRIATE NEW BUILDINGS AND LANDSCAPING.

(L3)

21.47 As well as the tourist attractions listed in WA3, Washington has a range of recreational and cultural facilities which attract visitors from the wider region, raising the profile of Sunderland and bringing people into the City. These are:

- the *Northumbria Centre* - a large indoor venue which has been used for conferences, exhibitions and sporting events such as International Darts, Basketball and Netball. It is well-located close to the A195 and adjacent to the Northern Area Playing Fields. Potential for further improvements to the indoor and outdoor facilities exists (see also WA13.1).
- the *James Steel Park* - a very attractive riverside park north and south of the River Wear at Fatfield. It offers excellent views of the river valley, and contains a mixture of open spaces and woodland glades linked by a network of footpaths (see also WA18, WA26, HA15).
- *Washington Arts Centre* - completed in 1983 with the opening of the Low Barn, it regularly presents exhibitions and stages folk, rock, jazz and classical music concerts, together with productions by its resident theatre group and touring companies. It fulfils a regional role as well as serving the local community.
- *Washington Golf Course* - attached to the adjacent hotel which has its own leisure facilities. It is a championship standard golf course, home of the 'Sunderland Masters' golf tournament with facilities which include a driving range and a nine hole pitch and putt course.

21.48 The locations identified in this proposal are good quality facilities which can attract a range of sporting and cultural events of regional or national significance. The range of facilities has the capacity for further development, in order to improve the potential of each venue.

### Sport and Recreation

WA13 LAND IS ALLOCATED FOR NEW OUTDOOR SPORTS FACILITIES IN THE FOLLOWING LOCATIONS:

- (1) NORTHERN AREA PLAYING FIELDS (15.6HA) - PITCH SPORTS;
  - (2) SOUTHERN AREA PLAYING FIELDS (8.12HA) - PITCH SPORTS.
- (L1, L4)

21.49 Washington now reaches only 77% of the minimum playing field standard (see policy L4). This is due primarily to the fact that continued growth in the town's population has not been accompanied by an increase in playing field provision. With a population of some 62,000 there should be at least 62 ha of playing fields (aiming for 99 - 112 ha) yet the town has only 46ha. Both the Northern and Southern Area Playing Fields were identified in the Master Plan as the main locations for pitch sports to serve the whole town and nearby land was identified for extensions.

21.50 Both sites have changing facilities and parking spaces so these extensions make good use of existing provision. They are also both included in the Green Belt. Any built development (eg changing rooms) should therefore take account of the requirements in CN3. The additional areas identified in this proposal would provide a further 23.7ha, bringing the total provision to 69.7ha, above the interim standard but lower than the longer term standard set out in L4.

21.51 If, in either of these playing field extension schemes, there is unavoidable detriment to local nature conservation interests, mitigation measures will be incorporated into proposals. These should include the conservation of boundary hedges and trees and the retention of water features and wetlands. Where possible, new habitats will be created which use native stock of local provenance. Improved and extended facilities could be provided as and when funding is available, possibly as part of the future development of the Northumbria Centre, as indicated in para. 21.47. Improvements to the Southern Area site may be supported by a contribution from any development on the adjacent former tree nursery site (see WA4.1).

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**Table 21.4 - Sites For Outdoor Sport And Recreation (WA13)**

Name	Proposed Facilities	Implementation
(1) Northern Area Playing Fields	pitch sports	Leisure Committee, as and when resources permit
(2) Southern Area Playing Fields	pitch sports	Leisure Committee, as and when resources permit. Possible planning gain from development of adjacent former tree nursery.

### Other Sports Facilities

21.52 The Northern Council for Sport and Recreation (NCSR) identified shortages of various sports facilities in the City including the need for two six-rink indoor bowling centres. Washington presently has no indoor bowls although, as the population matures, demand for this type of sport could be expected to increase. Investigations are taking place into the provision of one of these Centres in Washington but proposals have not yet been finalised. The site south of the Galleries could be considered (see WA35).

### Amenity Open Space

WA14 IMPROVEMENTS IN THE LEVEL OF PROVISION AND QUALITY OF AMENITY OPEN SPACE WILL BE MADE IN THE LOCATIONS SHOWN BELOW:-

- (1) SULGRAVE, NEW NEIGHBOURHOOD PARK (6.8HA);
  - (2) SPRINGWELL, NEW AMENITY OPEN SPACE (4.0HA);
  - (3) BARMSTON, NEW NEIGHBOURHOOD PARK (2.0HA);
  - (4) COLUMBIA, IMPROVEMENT TO EXISTING PARK (0.9HA).
- (L1, L5)

21.53 Although Washington generally has a reasonable level of open space, it tends to be provided on a more diffuse, smaller scale than in other parts of the City (see also Table 8.2). The problem is therefore a lack of access to larger areas of open space (2 ha. and above), rather than an absolute shortage. The Princess Anne and James Steel parks provide accessible District open space except for the north west of the sub-area - Springwell, Donwell and north Usworth, though these areas do have the benefit of open land in the Green Belt, golf course and Northern Area Playing Fields. This proposal seeks primarily to improve the quality of existing provision since there are few opportunities to create significant areas of new open space.

**Table 21.5 - Sites For Amenity Open Space (WA14)**

Name	Proposal	Implementation
(1) Sulgrave (6.8 ha.)	Creation of neighbourhood park.	Reclaimed colliery waste heap could be upgraded to provide a variety of opportunities for informal recreation.
(2) Springwell Quarry (4.0ha)	Reclamation of quarry.	Landscaping measures as part of ongoing reclamation of quarry, providing woodland, wetland and footpaths for informal recreation.
(3) Barmston (2.0 ha)	Creation of new neighbourhood park.	Improvements on open land, combined with adjacent Willows Pond SNCI.
(4) Columbia (0.9 ha)	Improvement to Glebe Colliery Welfare Park.	Measures at Glebe Park to improve the range of opportunities for informal recreation.

21.54 These villages are either more than 0.5km distant from a neighbourhood (2ha+) open space or, in the case of Springwell, are separated from larger areas of open space.

- **Sulgrave** village is more than 0.5km distant from a neighbourhood open space. The former Usworth Colliery waste heap, immediately to the north, could be upgraded to provide a substantial area of open space with a range of facilities.
- **Springwell** Quarry, as part of the reclamation scheme, presents the opportunity to create a further area of open space for informal recreation which can be linked with the recently reclaimed Colliery area.

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- **Barmston** village is separated from larger areas of open space by major roads and the former Leamside railway line. Also, although the new housing at Teal Farm is within easy reach of the James Steel Park, it is separated from local and neighbourhood open spaces by distance as well as the railway line. Land east of Northumberland Way, south of Horsley Road will, combined with the existing SNCI at Willows Pond, provide an attractive area of open space for informal recreation amounting to 2ha.
- **Columbia**, especially the south eastern part, is more than 0.5km distant from a neighbourhood open space, though it does have the benefit of relatively easy access to the James Steel Park. The improvements outlined in (3) above would also benefit this village. However, improvements to Glebe park would make a valuable contribution to the quality of open space in the area.

21.55 There are also shortages in Blackfell and parts of Usworth. Due to a lack of suitable sites, it is not possible at present to identify areas to improve provision in Usworth.

### Children's Playspace

WA15 SITES FOR CHILDREN'S PLAY AREAS WILL BE PROVIDED AND MAINTAINED AT:

(1) JAMES STEEL PARK, HARRATON (DISTRICT PLAY AREA);  
ALONG WITH SATELLITE PLAY AREAS IN THE FOLLOWING LOCALITIES:-

- (2) SULGRAVE;
- (3) COACH ROAD ESTATE;
- (4) ALBANY PARK;
- (5) SPRINGWELL;
- (6) BLACKFELL;
- (7) RICKLETON;
- (8) BARMSTON;
- (9) WASHINGTON VILLAGE;
- (10) WASHINGTON TOWN CENTRE;
- (11) DONWELL.

(L1, L6)

21.56 The District Playpark for Washington is already well established in the James Steel Park at Harraton. Other play areas are in place in the Town Centre, Albany and Springwell. Further provision will be needed in the specified locations in order to fulfil the requirements of L6. These areas are listed above with the most pressing needs being at Sulgrave and Coach Road Estate. Sites will only be finalised following consultation with the public. Play equipment is funded through the Council's Strategic Initiatives scheme and through contributions from developers where appropriate.

### Allotments and Leisure Gardens

WA16 THE FOLLOWING EXISTING ALLOTMENT SITES WILL BE UPGRADED:

- (1) MORRIS STREET/HEWORTH ROAD, CONCORD;
  - (2) DON GARDENS, CONCORD;
  - (3) NELSON STREET;
  - (4) THE PARADE;
  - (5) COLUMBIA ALLOTMENTS;
  - (6) SOUTH VIEW/ WORM HILL TERRACE, FATFIELD.
- NEW SITES WILL BE MADE AVAILABLE WHERE RESOURCES PERMIT.

(L8)

21.57 Washington was an area of shortage at the time of the 1980 Allotments Report and this situation still prevails, with long waiting lists at many sites. This proposal identifies those sites showing the greatest need for upgrading. However, lack of resources has, so far, inhibited improvements. Other allotment sites will remain in their existing use in accordance with Policy L9. No new sites are identified, although if opportunities arise, for example in relation to new development or surplus land, which would allow consolidation of existing sites or the creation of new ones, the Council will improve the level of provision.

# WA 21 Washington

## BUILT ENVIRONMENT

### Environmental Identity

WA17 THE CITY COUNCIL WILL SEEK TO MAINTAIN THE ENVIRONMENTAL IDENTITY OF WASHINGTON NEW TOWN BY:

- (i) PROTECTING LANDSCAPED AREAS AND OPEN SPACE FROM DEVELOPMENT;
- (ii) REQUIRING NEW DEVELOPMENT TO ACHIEVE AND MAINTAIN THE HIGH STANDARD OF LANDSCAPING WITHIN THE NEW TOWN;
- (iii) MAINTAINING THE SEPARATION OF RESIDENTIAL VILLAGES FROM OTHER USES;
- (iv) ENCOURAGING ANY RESIDENTIAL AND ASSOCIATED DEVELOPMENT TO TAKE PLACE SO FAR AS POSSIBLE WITHIN VILLAGE PERIMETER ROADS;
- (v) RESISTING CHANGES TO THE EXTERNAL APPEARANCE OF INDIVIDUAL BUILDINGS OR GROUPS OF BUILDINGS WHICH WOULD SERIOUSLY DETRACT FROM THE ARCHITECTURAL INTEGRITY OF THE NEIGHBOURHOOD;
- (vi) ENCOURAGING THE IMAGINATIVE USE OF DESIGN AND PUBLIC ART IN WASHINGTON TO CREATE LANDMARKS AND PROMOTE INDIVIDUAL VILLAGE IDENTITY.

(R1, EN9, B3, B20)

21.58 Washington has certain unique design characteristics, such as the inter-village walkways, the separation of potentially conflicting land uses and the provision of substantial landscaping, particularly between main roads and residential areas. The town has developed with only minor deviations from the original Master Plan. The original development sites within the villages are largely complete; this policy seeks to control further change within the town in order to protect and enhance these characteristics.

21.59 Where development or redevelopment takes place, proposals should respect the planning characteristics of the town, particularly the substantial areas of landscaping and open space which should be retained. The Council will also encourage developers, particularly of residential schemes, to continue to meet the higher levels of open space which currently exist in Washington, even though they may be above those normally found elsewhere in the City, in accordance with one of the original design goals (see para. 21.3).

21.60 Although residential and industrial uses are largely separated by village perimeter roads or dual carriageways, there is a comprehensive network of footpaths and subways. This creates a high level of amenity, as well as permitting local residents to walk or cycle to their place of work, thereby encouraging the use of more sustainable forms of transport.

21.61 The road layout, particularly the heavily landscaped spine routes that take traffic through the town, provides few points of reference. This can cause confusion for both regular road users and occasional visitors alike. A wider use of imaginative public art (sculptures, murals, mosaics etc.) similar to those already present at the entrance to the industrial areas, would provide points of reference and help identify villages. This could also improve public spaces in shopping centres, give work to local artists and add to the cultural image of the City of Sunderland.

### Conservation Areas

WA18 CONSERVATION AREAS WILL BE APPRAISED FOR DESIGNATION IN THE FOLLOWING LOCATIONS:-

- (1) SPRINGWELL VILLAGE;
  - (2) FATFIELD.
- (B5)

21.62 Springwell has actually only developed since the 1850's, a product of the late 19th Century coal boom. Built on Usworth Common, the layout of the stone terraces reflects its shape. The houses, of local stone and slate, have a distinctive, largely unspoilt character. In many instances modern casement windows and double glazed units have replaced sliding sashes; however window openings are rarely altered and the character of the village is certainly recoverable. The particular charm of the village does not rely on individual buildings of merit but rather on the overall character of the cottages and their layout.

21.63 Fatfield provides an interesting contrast between the new and the old. The early 1980's housing development at the top of Wormhill Terrace makes good use of the hillside to create interesting features in the house types and general form of the estate, doing justice to its very prominent, elevated situation. Coming down the hillside, the Conservation Area could include Wormhill Terrace, Wormhill itself and the two groups of late

## WA 21 Washington

19th/early 20th century buildings on the south side of the river. This is a popular area for passive recreation and the riverside pubs attract many visitors. There is scope for improvement here, especially for the enhancement and exploitation of Wormhill Park and the riverside's leisure potential.

21.64 Before a Conservation Area is declared, there will be consultations with local residents, interest and amenity groups on the detailed boundary for each area and the type of approach to be taken.

### COUNTRYSIDE AND NATURE CONSERVATION

#### The Green Belt

WA19 A GREEN BELT AS SHOWN ON THE PROPOSALS MAP WILL BE MAINTAINED IN THE FOLLOWING LOCATIONS:

- (1) NORTH OF WASHINGTON BETWEEN THE NEW TOWN AND THE CITY BOUNDARY WITH THE NEIGHBOURING METROPOLITAN BOROUGH OF GATESHEAD AND SOUTH TYNESIDE;
  - (2) ALONG THE NORTH BANK OF THE RIVER WEAR BETWEEN THE A19 AND FATFIELD;
  - (3) THE SOUTHERN AREA PLAYING FIELDS FROM THE CITY BOUNDARY WITH CHESTER-LE-STREET ALONG BONEMILL LANE TO THE FORMER TREE NURSERY SITE;
  - (4) SOUTH OF BONEMILL LANE FROM THE GENERAL'S WOOD TO BIDDICK BURN.
- (CN2)

21.65 The area **north of Washington** was originally identified as an important open break in the 1968 review of the Durham County Development Plan. The Green Belt Local Plan included this area to prevent the merging of Washington with Gateshead and South Tyneside, an approach which is still supported by corresponding proposals in both these authorities. It embraces the settlement of Springwell in the north west corner of the City close to the boundary with Gateshead, thus helping maintain its distinctive identity.

21.66 *North of Washington - beginning at the western edge of the City boundary at the A194(M)/A1(M) intersection, the Green Belt boundary runs along the northern edge of the A194(M) to the Peareth Hall Road bridge. It follows the southern edge of the Washington Golf Course (excluding the Moat House Hotel) to the A195. From there it runs south along the edge of the A195, east along Stephenson Road continuing east along the southern edge of the Northumbria Centre playing fields then south and eastwards along a footpath/track to the Leamside railway line. It then runs southwards along the eastern edge of the railway to the A1290 and follows the northern edge of the A1290 to Washington Road, via the southern boundary of the Aircraft Museum to the A19, which is followed northwards to the City boundary. The defined Green Belt excludes Springwell village where, beginning at the Stoney Lane/Mount Lane junction, the boundary is drawn tightly against the edge of the built up area to the rear of Broom Court, Beech Grove, Wordsworth Crescent, Windsor Road and along the western edge of the industrial estate. From there it follows the railway line across the B1288 around the edge of Red Hill House, Derwent and Warren Lea; along the rear of Fairhaven, Uplands Way, Heugh Hill and Highbury Avenue/Highbury Close to the southern edge of Peareth Hall Road; along the rear of Penshaw View, Mitchell's Buildings and the Poplars to rejoin Stoney Lane.*

21.67 The protection of the **north bank of the River Wear** as Green Belt mirrors the designation on the south. It protects the attractive rural nature of the riverside and emphasises the separation of uses between Fatfield and the Pattinson industrial estates. It also maintains the separation of Washington from Penshaw and Shiney Row (see also HA18), limiting pressure for further development in this area and preventing Fatfield from encroaching into the Wear valley, especially through the further 53ha now included in this part of the Green Belt. The whole river valley area could benefit from planting under the Great North Forest initiative.

21.68 *Along the north bank of the River Wear - beginning at the river edge east of Fatfield, the boundary runs northwards along the rear of properties in Whittonstall, Garrigill and Leaplish to the eastern edge of Shepherd Way, as far as the southern edge of the former railway line to include the Shepherd Way allotments. From there it runs south then eastwards along the edge of Pattinson South (to include the area bounded by the Glebe House Farm/ Pattinson Road footpath, along Pattinson Road to again pick up the defined Pattinson South industrial estate boundary) along the northern edge of the tree plantation, within the area of the sewage works. It then follows the footpath along the boundary of the Wildfowl and Wetlands Centre via the bridlepath north of Low Barmston Farm to Barmston Lane, north west to the A1231 and eastwards to the A19.*

21.69 A further new area (19ha) of Green Belt has also been identified at the **Southern Area Playing Fields**. This complements the proposed designation of the Lambton Park area as part of the North Durham Green Belt. It

## WA 21 Washington

also establishes a limit for any further development south of Harraton and Rickleton, to prevent the merger of Washington and Chester-le-Street.

21.70 *Southern Area Playing Fields - From the juncture of the City Boundary and Bonemill Lane east along Bonemill Lane to the General's Wood SNCI; south east along the former waggonway/ track to the City boundary then west and north to Bonemill Lane.*

21.71 The proposed North Durham Green Belt in Chester-le-Street will extend eastwards to the County boundary with Sunderland at the A182. As with WA19.3, the area **south of Bonemill Lane** (13.8ha) has been included in the City of Sunderland Green Belt to complement the allocation in Chester-le-Street which prevents the merger of Washington and Chester-le-Street and provides a clearly defined boundary. It also complements WA19.2 by further reinforcing the separation of Washington from Penshaw and Shiney Row.

21.72 *South of Bonemill Lane - beginning at the City boundary, the Green Belt follows the rear of properties on the eastern side of The General's Wood housing area up to Bonemill Lane. From there it goes eastwards across the A182 Washington Highway following the southern edge of Bonemill Lane as far as Biddick Burn and then south to the River Wear.*

21.73 All these boundaries follow well defined features in accordance with Government guidance in PPG2.

### Views of the City

WA20 THE FOLLOWING VIEWS ARE OF PARTICULAR IMPORTANCE AND WILL BE PROTECTED AND ENHANCED. THEY WILL BE TREATED AS MATERIAL CONSIDERATIONS IN PLANNING APPLICATIONS:-

- (1) RIVER WEAR CORRIDOR FROM THE A1231;
  - (2) RIVER WEAR CORRIDOR FROM JAMES STEEL PARK AT FATFIELD;
  - (3) PANORAMIC VIEWS SOUTH FROM SPRINGWELL VILLAGE.
- (CN13)

21.74 The views identified in this proposal make a significant contribution to the image and environment of the City. It is important that they are not affected or obscured by insensitive development either in the immediate vicinity or at a greater distance. They are proposed for protection because of their particular significance in relation to major natural features and main transport corridors.

21.75 Protection will largely be through the development control process. This proposal will be a material consideration when considering planning applications by aiming to ensure that development does not detract from or obscure important elements of the views identified. It will involve detailed assessments of impact along with strict control over the design, scale, materials and location of buildings and other developments which will be visible from the various vantage points. Enhancement will largely arise from initiatives by the Council as and when the need/ opportunity arises.

**Table 21.6 Views To Be Protected And Enhanced (WA20)**

Location	View	Reason
(1) River Wear Corridor from A1231	Panoramic views from the A1231 west along the river valley and east to South Sunderland.	As part of the Strategic Route Network, the A1231 is heavily used by visitors and residents alike. There are impressive views across the river valley from the road, making it a most attractive gateway to the City. The landscape beyond is characteristic of the magnesian limestone escarpment and is dominated by Penshaw Monument. Development in this area will be carefully controlled to preserve the character of this landscape. Proposals will be assessed on their effect on the visual character of the river valley.
(2) River Wear Corridor from James Steel Park at Fatfield.	Views east along the river valley including Fatfield Bridge and the Victoria Viaduct.	A very attractive landscape, particularly the dramatic views obtained from Fatfield riverside and James Steel Park. These views add to the environmental quality of these locations.
(3) Springwell Village south to Penshaw	Panoramic views south from Springwell Village.	As one of the highest points in the City, there are substantial views across the surrounding area. Development should respect these as they emphasise Springwell's elevated location



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Monument and south-east across Washington to Sunderland and the coast.	and its character, as separate from the neighbouring new town.
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### Trees and Woodlands

WA21 THE CITY COUNCIL WILL ENCOURAGE AND UNDERTAKE PROGRAMMES OF INTENSIVE PLANTING OF TREE BELTS AND WOODLANDS USING IN THE MAIN LOCALLY NATIVE SPECIES IN THE FOLLOWING LOCATIONS:

- (1) WITHIN AND ADJACENT TO THE EXISTING NISSAN COMPLEX WHERE POSSIBLE;
  - (2) ON GREEN BELT LAND NORTH OF WASHINGTON ROAD;
  - (3) AT SPRINGWELL, BOTH AS PART OF THE QUARRY RECLAMATION SCHEME AND ON GREEN BELT LAND ELSEWHERE AROUND THE VILLAGE;
  - (4) ON LAND ADJACENT TO SEVERN HOUSES (A1290) WASHINGTON ROAD IMPROVEMENT;
  - (5) WHERE THE EDGE OF THE NEW TOWN ABUTS THE WEAR VALLEY.
- (CN16)

21.76 The Structure Plan noted that the eastern half of Tyne and Wear had limited tree cover. The Great North Forest Plan notes that the newer planting around areas such as Washington can form a key base from which to promote further planting. Although the highway network in Washington generally promotes a green image, the areas in this proposal are considered appropriate for further planting:-

- **The Nissan site** - much of it still has an open appearance although the considerable amount of landscaping work is now beginning to mature. This must be maintained and further opportunities to intensify planting should be taken wherever possible, bearing in mind the need for security and possible further expansion;
- **The land north of Washington Road** up to the River Don, where it forms the City boundary, has been identified in the Great North Forest Plan as being suitable for extensive mixed forestry with a diverse range of species managed for recreation and timber production. As well as having potential as a gateway recreation site for the forest, it is adjacent to an area which has experienced substantial development since 1986 and which could be subject to further development pressure if the nearby Nissan company continues to expand. Advance planting could help to create links between multi-user routes and strategic footpaths (see also WA26, WA27).
- **At Springwell**, the Quarry is being progressively reclaimed. Tree planting can be used to screen the development of the Quarry, being incorporated in a suitable after use for the reclaimed areas. Planting would also reinforce the narrow strip of land between Washington and Gateshead around Springwell and north of the Northumbria Centre. However, more extensive planting should be restricted to urban edges and along main road corridors with some enhancement of the line of the Bowes Railway, so as not to restrict panoramic views (see also WA20, WA23).
- **At Severn Houses**, in the Green Belt, the Washington Road re-alignment would provide an opportunity for selective tree planting adjacent to a valuable area of wetland either side of the existing road. This could be actively managed with the SSCI at Severn Houses and Barmston Pond LNR to create an important environmental and leisure resource.
- **At the edge of the New Town** the main use in the Wear valley is likely to be industrial and substantial planting will assist the preservation of the existing character of the river valley. Planting schemes will be expected to pay regard to the existing topography, geology, ecology and farming practices in the area. Planting here could be used to soften urban edges and screen new construction. The south side of the A1231 is also fairly open but affords panoramic views of the Wear valley and Penshaw Monument. Any planting here would be required to preserve these views.

### Nature Conservation

WA22 THE CITY COUNCIL WILL PROTECT AND ENHANCE BARMSTON POND AS A LOCAL NATURE RESERVE.

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(CN18, CN21)

21.77 Barmston Pond was the first Nature Reserve to be declared by the City of Sunderland, with the designation completed on 5th November, 1993. The declaration recognises the status and public profile of this valuable wetland, ensuring its conservation whilst promoting public involvement. It builds on the success of the initiative undertaken in partnership with Nissan.

21.78 It is a valuable site for birds and amphibians, providing a link in a chain of wetlands within commuting distance for birds from the River Wear and the Wildfowl and Wetlands Centre to the south and Severn Houses Pond, Usworth Pond and Boldon Flats to the north and east. The site will continue to be managed by the Council, in accordance with a management plan commissioned from Durham Wildlife Services. Facilities have recently been upgraded to allow wheelchair and pushchair access to observation hides. Future works will combine the conservation and enhancement of the area with the promotion of positive public use of this valuable resource.

### MINERALS

WA23 SPRINGWELL QUARRY WILL CONTINUE TO PROVIDE HIGH QUALITY BUILDING STONE AND, AS WORKING PROCEEDS, WILL BE SUBJECT TO PROGRESSIVE RECLAMATION. THOSE PARTS OF THE QUARRY WHICH HAVE BEEN WORKED OUT AND INFILLED, AS WELL AS PARTS CURRENTLY BEING WORKED OR TO BE WORKED IN THE FUTURE, SHOULD BE RECLAIMED TO A VISUALLY ACCEPTABLE LANDFORM. AFTERUSES COULD INCLUDE RECREATION OR WOODLAND.

(M1, M8)

21.79 Springwell Quarry, which provides sandstone, is located in a strategically important part of the Tyne and Wear Green Belt. It is within the narrow break of open land between Gateshead and Washington, adjacent to the Bowes Railway. The current extraction area occupies only a small proportion of the total land within the quarry, which is the subject of a progressive reclamation scheme. This will be for woodland and informal recreation, in keeping with surrounding open land and the Great North Forest (see policies WA14, WA21).

WA24 LAND WITH SPECIFIC MINERAL RESOURCES WITHIN THE AREA SHOWN ON THE PROPOSALS MAP WILL BE SAFEGUARDED AGAINST UNNECESSARY STERILISATION BY DEVELOPMENT.

(M3)

21.80 There are sufficient reserves within the existing quarry for it to continue operating until towards the later part of the Plan period. Further resources have been identified to the north of the quarry and these are safeguarded against unnecessary sterilisation by development. These could provide sandstone suitable for masonry purposes and, as such, represent the only likely future source of building stone in Tyne and Wear. However, any application to begin extraction in this area before 2006 will only be considered under the circumstances set out in M3, namely where it is essential to meet overall regional need or proven special requirements.

21.81 Advance landscaping measures will be required before any quarrying begins, to protect the amenity of nearby housing at Wrekenton and Eighton Banks. The Council as mineral planning authority will implement this policy through the exercise of its development control powers.

### PUBLIC TRANSPORT

#### Bus Facilities

WA25 EXISTING BUS ONLY LINKS AT VILLAGE CENTRES WILL BE RETAINED AND ENHANCED. BUS PRIORITY MEASURES WILL ALSO BE CONSIDERED ELSEWHERE IN WASHINGTON, PARTICULARLY AT CONCORD.

(T2)

21.82 Each village centre in Washington is characterised by a bus-only link which serves to restrict through traffic whilst maximising access to bus routes. These will be maintained to enable buses to provide a competitive and efficient service particularly in areas such as north Washington which have lower rates of car ownership. Most traffic routes are normally free flowing, but congestion may occur around Concord to a level which would

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justify bus priority measures (see WA7). Reflecting the planning orthodoxy of the time, the New Town was designed to cater primarily for the private car-user. However, in view of the increased need to encourage sustainable forms of transport, the Council will encourage measures which improve access by public transport. As part of its commitment to improving public transport in Washington, a 'Green Route' is being considered which would provide improved bus services from Gateshead to Shiney Row, via Concord, Washington Town Centre, Glebe, Columbia and Fatfield. The 'Green Route' may include measures such as bus priority schemes, improved waiting facilities and reduced journey times.

21.83 Action in the village centres could include measures to deter illegal use. Other schemes could include the development of interchanges with the railway (for example in relation to Durham County Council's proposals for the Leamside Line) or guided bus services (see also para. 14.20); and, on a more local scale, proposals for lay-bys and waiting areas. Additional measures for the Town Centre are proposed in WA36. In the longer term an extension of the Metro, or a Metro complementary route to Washington may need to be integrated into the public transport system.

### PERSONAL MOBILITY

#### Multi-User Routes

WA26 THE FOLLOWING ARE IDENTIFIED AS STRATEGIC MULTI-USER ROUTES AND WILL BE PROTECTED FROM DEVELOPMENT UNLESS REQUIRED AS PART OF A PUBLIC TRANSPORT CORRIDOR. WHERE STRETCHES ARE ALREADY IN EXISTENCE THEY WILL BE IMPROVED; OTHERWISE NEW LINKS WILL BE PROVIDED TO COMPLETE THE ROUTES PROPOSED:-

- (1) FROM EIGHTON BANKS THROUGH SPRINGWELL AND ALONG THE RIVER DON TO LINK UP WITH THE ROUTE IN NORTH SUNDERLAND TO THE COAST;
  - (2) ALONG THE FORMER SUNDERLAND TO CONSETT MINERAL RAILWAY FROM THE CITY BOUNDARY AT RICKLETON TO FATFIELD, ON TO THE RIVER WEAR AT COX GREEN AND VIA PATTINSON ROAD, BARMSTON LANE, NORTH OF THE WILDFOWL TRUST, TO THE A1231, LINKING WITH (3);
  - (3) EAST HOUSE FARM TO NORTH HYLTON VIA THE LEAMSIDE LINE CORRIDOR, BARMSTON POND AND SOUTH OF THE A1231;
  - (4) FROM THE A1231 TO SHEPHERD WAY, FATFIELD ALONG THE LEAMSIDE LINE CORRIDOR.
- (T8)

21.84 These routes will provide a safer environment for long distance users of various forms of non-motorised transport such as cyclists and horseriders as well as pedestrians. They also help cater for the growing demand for informal recreation in the countryside (see also para. 8.34). Associated landscaping measures could also be used to provide opportunities to develop or improve wildlife habitats.

- **The River Don** route is part of a link from Chopwell Woods (in Gateshead Borough) to the coast at Seaburn. It will provide access to attractive countryside and link through to new recreation facilities in North Sunderland as well as the River Don walkway, currently being promoted by South Tyneside. (See also WA13.1). From the City boundary at Eighton Banks/Springwell, the route follows the northern edge of the Quarry reclamation area, past the Bowes Railway museum along the track to Whittle Burn to the A194(M). Crossing the A194(M) at the junction with the A195, the route then follows the City boundary to Hylton Bridge Farm crossing the A19 via the A1290 road bridge.
- **The former Sunderland to Consett Mineral Railway** follows the former railway line as far as Washington Junction, where it then veers south along Shepherds Way to cross the Leamside Line and enter the James Steel Park at a point close to the south west of Pattinson Pond. From there it follows the path to Jubilee Terrace and Cox Green. A short distance down river from Cox Green it is proposed to head up to Pattinson Road, then along Barmston Lane, around the North of the Wildfowl Trust and up to the A19. This route is now being promoted as part of the Coast to Coast (C2C) route from Whitehaven to Roker and the latter part diverts the route to remain on the North Side of the river, replacing the part of the C2C which uses the former Penshaw Pallion Railway line once it is developed for the Sunderland Metro (SA42).
- The route from **East House Farm to the River Wear** links two key parts of the Green Belt. From the City Boundary, it follows the Leamside line corridor south to the A1231, then eastwards along the southern and eastern boundary of Barmston Pond LNR (WA22) down Barmston Lane and across the A1231. It continues east along the southern edge of the A1231 until the track south to Woodhouse Farm then east to the A19.

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Much of this route passes through land allocated for industry, though some of it is not yet in use. Wherever possible, the path will be integrated into associated landscaping. The path will link the area north of the A1290, where the Great North Forest proposals will promote wider public access to the countryside, with the River Wear valley which has a well-established network of footpaths.

21.85 Implementation of these proposals will depend on agreement from landowners and the availability of resources. Proposals for the Great North Forest on the land adjacent to the River Don and north of Springwell Village may provide the impetus for establishing the route through to North Sunderland and the East House Farm to North Hylton route.

### Strategic Footpath Link

WA27 A STRATEGIC FOOTPATH LINK WILL BE ESTABLISHED FROM SPRINGWELL TO THE RIVER WEAR AND ONWARDS TO THE A19 VIA DONVALE ROAD, ALBANY PARK, WASHINGTON VILLAGE, WASHINGTON TOWN CENTRE, PRINCESS ANNE PARK, JAMES STEEL PARK AND EASTWARDS TO THE A19 VIA THE RIVER WEAR TRAIL.

(T8)

21.86 This would provide a dedicated route for pedestrians from the proposed conservation area at Springwell to James Steel Park as well as providing a clear, well signposted route to the Town Centre from residential areas in both north and south Washington. It also links key attractions within Washington - Albany Park, Washington 'F' Pit Museum, the existing conservation area at Washington Village and those proposed at Springwell and Fatfield.

21.87 South of the Town Centre there is an established network of footpaths in Princess Anne Park. However north of the Town Centre signposting would be required to establish a clear route for pedestrians. Implementation will be on an incremental basis as and when opportunities occur, particularly through development and highway improvement schemes.

### Perimeter Footpaths

WA28 THE CITY COUNCIL WILL PROVIDE FOOTPATHS ALONGSIDE VILLAGE PERIMETER ROADS IN THE NEW TOWN WHERE THERE IS A NEED TO IMPROVE PEDESTRIAN SAFETY .

(T8)

21.88 Washington was originally designed to allow for the complete segregation of pedestrians and traffic. However footpaths which pass through subways or areas of isolated open space are less attractive, particularly at night, because of fears for personal safety. People prefer to walk alongside the primary and perimeter roads where they feel safer. The introduction of 'hail-and-ride' minibus services also attracts people to the roads around their villages. This issue is particularly relevant in those villages with low rates of car ownership.

21.89 Priority will be given to improving public safety or areas where there is a high level of public demand. There may also be opportunities to provide footpaths in those areas of housing restructuring identified in WA5.

### Provision for Cyclists

WA29 CLEARLY DEFINED, WELL DESIGNED CYCLE ROUTES WITH APPROPRIATE CONNECTIONS TO ADJACENT USES AND TO STRATEGIC MULTI-USER ROUTES WILL BE PROVIDED IN THE FOLLOWING LOCATIONS:

- (1) ALONG WASHINGTON ROAD (A1290) FROM CONCORD TO THE A19;
- (2) FROM THE BOWES RAILWAY, SPRINGWELL TO THE FORMER CONSETT TO SUNDERLAND RAILWAY AT HARRATON;
- (3) FROM THE NORTHERN AREA PLAYING FIELDS TO FATFIELD BRIDGE.

(T9)

21.90 On a national level the popularity of cycling is increasing both as a recreational pursuit and as a means of transport (see also para. 15.5). In recognition of this and to encourage further use of this environmentally friendly and healthy means of movement, additional cycleways are proposed in Washington. The proposed routes, the precise details of which are subject to further investigation, will result in some 17km of cycle route on logical desire lines, linking Washington and Springwell with Sunderland and Penshaw. They will also link employment and recreational areas as well as multi-user routes.

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21.91 Routes will be demarcated either within the carriageway or on pavements in accordance with the need to provide a safe cycling environment without prejudice to other highway users. Consideration will be given to the installation of appropriate facilities for cyclists at crossing points on the Strategic Route Network and other roads carrying significant volumes of traffic. Often cyclists can take advantage of local roads, footpaths and subways, where the amount of high speed traffic, roundabouts and freeflow junctions is lower. Although many cyclists continue to use main roads - where appropriate provision for them should still be made - they should be encouraged to use local roads by appropriate signposting, clear links to subways and, where necessary, priority measures at junctions.

**Table 21.7 Cycle Routes (WA29)**

Route Proposed	Purpose/Links
(1) Along the A1290 from Concord via Washington Road to the A19 near Nissan.	Dedicated space within the highway or a new route alongside would provide a safer cycle route from Concord to Nissan and its associated factories. It would also create a link between multi-user routes, the Northern Area Playing Fields to Fatfield cycle route (see (3) below), the Great North Forest and North Sunderland.
(2) Bowes Railway to the former mineral railway at Harraton via Coach Road, Well Bank Road, Havannah Road, Striding Edge, Castle Road, Cambrian Way, Malvern Road, Hambleton Road, Sedling Road.	Dedicated space within the highway and the incorporation of existing subways would provide a direct and safe cycle route down the western side of Washington linking several industrial and residential areas. It would also feed into the C2C route.
(3) Northern Area Playing Fields to Fatfield Bridge via Stephenson Road, Heworth Road, Vermont, Spout Lane, The Avenue, Fatfield Road, Biddick Lane, Worm Hill.	Dedicated space within the highway and where possible adjacent to it will provide a direct and safe cycle route down the eastern/central part of Washington with links to the Washington Road cycle route (1 above) and the Multi User Route south of Fatfield Bridge.

### HIGHWAYS, TRAFFIC MANAGEMENT AND FREIGHT

#### Road Proposals

WA30 LAND WILL BE RESERVED FOR THE FOLLOWING ROAD PROPOSALS:-

- (1) A1290 WASHINGTON ROAD IMPROVEMENT IN THE VICINITY OF SEVERN HOUSES;
  - (2) NISSAN ACCESS A1290 IMPROVEMENT FROM THE NISSAN ENTRANCE TO THE A19.
- (T13)

21.92 The Washington road network is not likely to need further development in the plan period except for the following improvements.

- **A1290 Washington Road (Severn Houses) Improvement** - This proposal is to remove the two existing right-angled bends. The scheme will be assessed in the light of possible further development of the Nissan site. It must also respect the revised boundaries of the Severn Houses SNCI. Proximity to the level crossing on the Leamside Line could constrain the junction with the existing road, if the line is re-opened, as proposed.
- **A1290 Nissan Access Improvement** - Although the main access for Nissan from the A19 is presently from the A19/A1231 junction, the continuing development of the site can be expected to generate higher traffic levels. Whilst access from the A1290/A19 junction can meet present demand, improvements to the stretch of road between the Nissan access and the A19 may become necessary. In this case the traffic impact at the A19/A1290 junction would also have to be addressed, as set out in T14 and Development Control Guidance.

#### Traffic Management

WA31 TRAFFIC MANAGEMENT MEASURES, INCLUDING TRAFFIC CALMING FEATURES, WILL BE INTRODUCED IN WASHINGTON VILLAGE TO REGULATE POTENTIAL CONFLICT BETWEEN PEDESTRIANS AND VEHICLES.

(T7, T17, T19)

## WA 21 Washington

21.93 Washington Village is a popular centre for nightlife with its combination of public houses, restaurants and take away food facilities. This generates traffic movements and parking, causing problems in the evenings and at weekends, particularly with taxis. Even though they form a significant proportion of vehicular movements, there is no formal taxi rank.

21.94 This proposal could involve the introduction of traffic calming features, the creation of one way routes and the introduction of a formal taxi rank. These measures would improve road safety and take account of the Village's designation as a Conservation Area. They would also be subject to further detailed consideration by the public and interested parties before implementation.

### Freight

WA32 THE COUNCIL WILL CONTINUE TO LIAISE WITH NISSAN AND RAILTRACK OVER THE FUTURE PROVISION OF A RAIL LINK TO THE NISSAN PLANT FOR THE MOVEMENT OF FREIGHT.

(T1, T24)

21.95 More than 70% of production at Nissan's Washington factory went for export in 1994. Washington also acts as the European distribution centre for other models not produced in the UK. These activities can generate a substantial number of movements by car transporters, which is the current means of despatch of completed cars. Provision of a rail spur from the Leamside line would reduce road traffic and could be even more attractive if linked with the Channel Tunnel. The company has stated that it will discuss the possible use for a rail link although, at present, it intends to continue transporting its products by road.

21.96 The Council will liaise with both Railtrack and Nissan about the provision of a rail link to the car plant, and its implications for development elsewhere in the City.

### WASHINGTON TOWN CENTRE

21.97 The Galleries is the second largest shopping centre in the City and sixth in Tyne and Wear. Opened in 1974, it was the first covered centre in the North East and underwent a £2.4m refurbishment in 1990. Since the Draft UDP, the Town Centre has benefited from substantial investment with the opening of a bowling alley and bingo club, though there have been difficulties in integrating new developments into the existing pedestrian network. The Council has also submitted a successful bid under the Invest in Success initiative for the development of a site for the Magistrates' Court and for other community facilities. The City of Sunderland College has recently expressed interest in establishing a major new education and training facility in the Town Centre, capitalising on the high level of accessibility for both public and private transport users.

### Town Centre Improvement

WA33 THE COUNCIL WILL SEEK TO SUSTAIN AND IMPROVE WASHINGTON TOWN CENTRE AS ONE OF THE CITY'S MAIN CENTRES BY:

- (i) LIAISING WITH THE OWNERS ON THEIR STRATEGY FOR THE GALLERIES;
- (ii) ENCOURAGING IMPROVEMENTS TO THE SHOPPING ENVIRONMENT;
- (iii) SEEKING TO RETAIN A BALANCED MIX OF USES IN THE CENTRE AND LIMITING THE PROPORTION OF THE TOTAL FRONTAGE OCCUPIED BY NON-RETAIL USES (A2 AND A3 USES AND AMUSEMENT CENTRES) ON THE GROUND FLOOR TO NOT MORE THAN 25% IN EACH THOROUGHFARE.

(S1, S2, S4)

21.98 The extensive areas of car parking are bleak in appearance and there is a lack of external civic space. The Galleries as well as the Town Centre generally would benefit from a comprehensive landscaping scheme, a public art programme and planned expansion to permit the provision of a wider range of Town Centre activities. The Council will liaise with owners over the potential form and scope of such improvements (see also WA34 below).

21.99 Another element that adds to the attraction of any centre is the range of shops available. The non-retail uses referred to in this proposal are only permitted in limited numbers in the existing primary shopping area (the main shopping floor of The Galleries) since a concentration could make parts of the centre less appealing to retailers and shoppers, threatening its viability. This proposal limits non-retail uses (A2 and A3) to no more than 25% of the frontage of each internal thoroughfare on the ground floor. Where such a use is proposed, it should not in itself or in addition to other non-retail uses cause demonstrable harm to the vitality and viability of the particular thoroughfare or undermine the shopping function of the primary shopping area.

## WA 21 Washington

21.100 Proposals for improvements in the shopping function of the Town Centre will normally originate with the private sector. This proposal will be implemented through the development control system.

### New Development

WA34 THE FOLLOWING SITES ARE ALLOCATED FOR NEW RETAILING AND COMMERCIAL DEVELOPMENTS:-

- (1) PART OF THE WESTERN CAR PARKS WITHIN THE PRIMARY SHOPPING AREA EAST OF THE ACCESS ROAD; USES COULD INCLUDE APPROPRIATE TOWN CENTRE USES (A1, A2, A3); OFFICES (B1); HOTELS (C1); COMMUNITY USES (D1); LEISURE (D2); CAR PARKING.
- (2) LAND SOUTH OF CONISTON HOUSE: CAR -RELATED DEVELOPMENT.  
(EC2, S2, S5, L1, T2)

21.101 The Town Centre comprises:-

- \* The Galleries, which has a primary shopping area on the ground floor and associated town centre uses on the upper floor;
- \* the Galleries Retail Park, nearby but serviced separately;
- \* community and leisure facilities to the south and east;
- \* free-standing office buildings along the northern and western edge.

Additional development should reinforce the centre's importance in meeting the shopping needs of Washington itself as well as the wider area and expanding the range of services available. As well as scope for improved comparison and convenience shopping, there are opportunities for further leisure developments e.g. a cinema and further post-16 education and training, as identified by the City of Sunderland College. The sites identified in this proposal and in WA35 will allow expansion to accommodate a wide range of uses, thus assisting diversification.

21.102 The *Western car park* site is suitable for most town centre uses such as shopping, leisure and offices and the primary shopping area in this location will be redefined to take account of any development. Being the main point of entry from the A182 Washington Highway as well as for those coming by bus, this is a key site. Schemes must allow for public transport interchanges, depending on proposals for Metro/Guided Bus systems, with further car parking provided to replace any taken up by the development. It is possible that a phased development of this site would be most appropriate depending on demand for shopping and the range of proposed uses.

21.103 The *land south of Coniston House* is primarily a landscaped area providing a buffer between the retailing and office functions of the Town Centre. It may however be possible to accommodate some limited car-related development - perhaps a car showroom - to take advantage of its location fronting the main distributor road and to improve the visual links between the various elements of the centre. However, because of the location, proposals will be required to ensure there is no adverse impact on road safety.

21.104 Retail spending and the service sector are both forecast to continue to grow and the Council's policy is to encourage new development to locate in appropriate existing centres (see S5). Since it is a focus for public and private transport, suitable sites for development should be provided in the Town Centre. Development could also take place, during the Plan period and beyond, of the Metro or Guided Bus and a possible long distance coach stop serving the rest of the City and South Tyneside. This would help to increase the Town Centre's shopping catchment as well as its attraction as a place to work.

WA35 THE FOLLOWING SITES ARE RESERVED FOR COMMUNITY AND LEISURE-RELATED USES AS SPECIFIED:-

- (1) LAND EAST OF THE LEISURE CENTRE/SOUTH OF THE POLICE STATION - MAGISTRATES' COURT;
- (2) LAND SOUTH OF THE LEISURE CENTRE/NORTH OF PRINCESS ANNE PARK - COMMUNITY USE (D1), LEISURE (D2), OPEN SPACE;
- (3) LAND SOUTH AND WEST OF THE SWIMMING BATHS - COMMUNITY USE (D1), LEISURE (D2).  
(CF3, CF9, L1)

21.105 New development should expand the role the Town Centre fulfils in relation to the community as well as retailing and commerce. Improved pedestrian access, more civic features and spaces and a comprehensive landscaping framework, would make the area more attractive. The following proposals would consolidate its role in the community.

## WA 21 Washington

21.106 The site *east of the leisure centre, south of the police station* is allocated for a new Magistrates' Court, the design work for which is well-advanced. Through the Invest in Success programme, the land has been transferred to Council ownership pending the construction of the court. The boundary of the area required for the Magistrates' Court has been extended to meet the revised requirements of the Home Office.

21.107 Land *south of the Leisure Centre, north of Princess Anne Park* (2,3) was also part of the Invest in Success bid. It is likely to be used to provide for community related development. Planning Consent has been granted for a new College facility, possibly providing a range of craft and theoretical courses with some 600-800 FTE places. Additional land remains for further community development to the west and south of the swimming baths.

21.108 These sites maintain maximum accessibility for the New Town's residents and include sufficient additional land to meet the demand for public parking at the southern end of the Town Centre. Any part of the site not brought into immediate use should be maintained as open space. Any development should incorporate links to the Leisure Centre and The Galleries.

21.109 The Council will work with the relevant organisation to assist the implementation of the Magistrates' Court and community facilities. Additional leisure and recreation facilities may be provided as funds become available.

### Transportation

WA36 BUS PRIORITY MEASURES ON THE APPROACHES TO THE BUS STATION AND BUS STOPS WILL BE CONSIDERED.

(T2)

21.110 Bus routes within the Town Centre are largely segregated from general traffic but the growth in traffic levels may mean that further bus priority measures will be needed. This could be most effective on the main approach roads, to ensure that efficient and regular public transport services can be maintained. The long term extension of the Tyne and Wear Metro to Washington, following its link to Sunderland, could provide further opportunity to improve the provision of public transport (see also WA25).

21.111 Improvements to the Galleries Bus Station may be considered during the Plan period.

WA37 THE FOLLOWING LOCATIONS WILL BE RETAINED AS PERMANENT CAR PARKING SITES AND, WHERE NECESSARY, IMPROVEMENTS UNDERTAKEN PARTICULARLY TO THEIR APPEARANCE AND SECURITY.

- (1) GALLERIES EASTERN CAR PARKS;
- (2) GALLERIES WESTERN CAR PARKS, EXCEPT WHERE LAND IS ALLOCATED FOR DEVELOPMENT BY WA34(1).

(T21)

21.112 These are the main existing car parks serving Washington Town Centre. Their retention is seen as essential to the future success of Washington Town Centre, especially in the face of increasing competition from out-of-centre shopping developments with substantial free, on-site parking facilities. However, proposals may be considered where adequate replacement car parking can be provided either within the development or in another, equally acceptable part of the Town Centre. Where necessary, and in consultation with the owners, opportunities will be taken to improve the appearance of the car parks (e.g. by landscaping and surface treatment) as well as improving security to reduce the likelihood of car crime. Additional car parking provision would probably take the form of multi-storey facilities, as outlined in WA34(1). However, development of the site south of the Leisure Centre could include measures to improve parking provision.



## HA 22 Houghton - Hetton

### CHAPTER 22

22.1 Houghton-Hetton is the area defined by the A19 to the east, the River Wear to the north and the City boundary to the west and south. It extends southwards from the attractive River Wear Valley and Penshaw Monument, to include the Magnesian Limestone Escarpment. The urban area forms a linear band of settlements stretching along the A182 from Penshaw/Shiney Row to Easington Lane. It contains extensive areas of countryside and there are remnants of old agricultural settlements in the built up areas. Although there has been some coalescence, each settlement has a distinct identity. Statutory Local Plan coverage was previously provided by the Hetton Centre Action Area Local Plan (1985), the Tyne and Wear Minerals Local Plan (1989) and the Tyne and Wear Green Belt Local Plan (1985).

22.2 In 1981 the population stood at 47,500, 15% of the City total, but this had fallen to 46,300 by 1991. The extent of change varied, however, with falls in the three southern wards of Hetton, Houghton and Eppleton but an increase in Shiney Row which includes Mount Pleasant, originally planned as a new village within Washington New Town. The Census also indicates an ageing population, with a drop in the number of 5-15's but an increase in those over age 65.

22.3 The current urban form has largely been shaped by the development of the mining industry. With the closure of collieries at Herrington, Eppleton, Rainton, Philadelphia and Houghton-le-Spring there is no longer any deep mining for coal in the area. Small to medium industrial estates in each of the settlements cater for local needs and create employment opportunities for some 2,500 employees. Houghton-Hetton contains some 15% of the City's economically active population, but has only 8% of the City's industrial land. The area also has a high percentage of people travelling outside of the City to work (32% compared to the City average of 26%).

22.4 Houghton town centre, (6,500 m<sup>2</sup>), provides a range of facilities and acts as the main centre for the area, although Hetton meets many of the day-to-day needs of the settlements to the south. Attempts to improve local centres in other villages have been hindered by their frontage onto main roads.

22.5 There are 16 primary schools distributed around the villages with secondary schools at Houghton and Hetton. The City of Sunderland College has recently completed a major expansion on its site at Shiney Row. The majority of educational facilities are well distributed, although some were built before 1914. Some nursery provision may need rationalisation, and housing development in the north could result in pressure for places at Houghton Kepier Secondary School as well as the primary schools in Shiney Row/Penshaw. There are two health centres at Houghton and Hetton, together with independent surgeries and clinics throughout the area. The Hetton health centre is to be replaced with a new facility on a nearby site. In addition, there are eight community centres of varied size and condition, but not always well located in relation to the area they serve. Their design is often in the form of a single hall unsuited to a diverse range of uses. These facilities are supplemented by provision at schools as well as three YMCA's, a scout hall and Hetton Lyons Youth Club. There is a general need for upgrading and renovation of all premises.

22.6 The distribution of amenity space and playing fields is uneven with provision below the minimum in some areas but others benefiting from recent reclamation schemes. The linear nature of Houghton-Hetton however, means that most residential areas have good access to the countryside which supplements more formal recreational provision. There are six Sites of Special Scientific Interest and several Sites of Nature Conservation Interest. Much of the countryside to the east of the settlements is included in the Green Belt. There are two conservation areas in Houghton with a third at Newbottle.

22.7 As the area is flanked by the A19 and is close to the A1(M), it is highly accessible from the national and regional road network. The A690, the A183 or A182 run through the majority of settlements. There is a frequent bus service to most settlements from urban Sunderland and Tyneside.

### STRATEGY FOR HOUGHTON-HETTON

22.8 Much of the area consists of open countryside and Green Belt. The contraction of mining and quarrying not only led to job losses but also left some 400ha of derelict and despoiled land. Public and private investment to provide or improve local infrastructure will be encouraged. Green Belt, the River Wear Corridor, settlement breaks and green wedges will be protected; and measures to promote and preserve cultural heritage will be supported.

22.9 The main elements of the strategy for Houghton-Hetton are:

# HA 22 Houghton - Hetton

- \* existing industrial sites will be developed to increase local employment opportunities. A large site for a single investor will be provided as part of the development of Rainton Bridge South;
- \* new housing development will initially be concentrated in the north around Shiney Row / Herrington / Newbottle to accommodate existing pressure (influenced by the proximity of Washington New Town). In the longer term, environmental and road improvements will assist the regeneration of the Hetton/Easington Lane area;
- \* shopping centres will be consolidated and improved with sites for new development in Houghton town centre;
- \* the opportunity to replace older school buildings and reduce surplus places will be taken whenever resources and City-wide priorities permit;
- \* leisure and amenity facilities will be improved, including through the reclamation of derelict land such as the Herrington Country Park. A multi-user route network will link recreational areas and promote access to the countryside;
- \* existing conservation areas will be protected and improved, and new conservation areas investigated to promote and protect local heritage;
- \* open breaks and green wedges between settlements will be protected, along with the Green Belt, to prevent further coalescence;
- \* the local road network will be improved including a new North-South spine route and improvements to East-West links.

## The Rural Area

22.10 The reclamation of derelict sites will create further recreational opportunities. These will be co-ordinated with a network of Heritage Trails, multi-user routes and strategic footpaths to enhance access to the countryside. Where new development is planned, it should be contained in a landscaped setting or make use of advance planting to mitigate the visual impact.

## The Urban Area

22.11 New employment opportunities in accessible locations will be encouraged, particularly at Rainton Bridge, to help replace lost jobs. Housing development will take place on sites allocated throughout the area, initially concentrated in the north, building on its established attractions for developers, and then in Easington Lane to assist regeneration.

## ECONOMIC DEVELOPMENT

### Existing Employment Sites

HA1 ESTABLISHED INDUSTRIAL/BUSINESS AREAS AND AVAILABLE SITES WITHIN THEM WILL BE RETAINED AND IMPROVED FOR THE PRIMARY USES INDICATED BELOW. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN EC4 WILL APPLY UNLESS OTHERWISE STATED

- |      |                        |          |          |
|------|------------------------|----------|----------|
| (1)  | NEW HERRINGTON         | 3.75 HA  |          |
| (2)  | SEDGELETCHE            | 10.66 HA |          |
| (3)  | DUBMIRE                | 9.72 HA  |          |
| (4)  | MARKET PLACE           | 3.37 HA  |          |
| (5)  | RAINTON BRIDGE NORTH   | 19.73 HA |          |
| (6)  | RAINTON BRIDGE SOUTH   | 29.00HA  |          |
| (7)  | HETTON LYONS           | 23.87 HA |          |
| (8)  | STATION ROAD           | 7.07 HA  |          |
| (9)  | PHILADELPHIA WORKSHOPS |          | 13.93 HA |
| (10) | NEW LAMBTON            | 3.25HA   |          |

OFFICES, RESEARCH & DEVELOPMENT, LIGHT INDUSTRY, GENERAL INDUSTRY, WAREHOUSES AND STORAGE (B1,B2,B8)

(EC4)

22.12 The present settlement pattern has been largely shaped by the area's development as part of the Durham coalfield. Following extensive changes in the local economy, it is essential that employment is available in

## HA 22 Houghton - Hetton

locations which are accessible to the local workforce and provide local industries with adequate access to suppliers and customers. Apart from Rainton Bridge South, the sites identified in this proposal are well established locations for employment. They have good public transport services as well as access to the main road network offering a choice of modes of travel. These allocations complement proposed housing sites and contribute to the regeneration strategy for the area. Although the longer established estates are well located for local residents, poor road access has made them less attractive to employers and so has hindered development. The proposed Hetton Bypass and the Central Route will improve general accessibility with Sedgelych, Dubmire and New Lambton obtaining particular benefit as well as Rainton Bridge North and South. A new access to Market Place Industrial Estate in Houghton would improve the estate's competitiveness and assist in opening up the proposed extension. Access to the former British Coal Philadelphia Workshops will be improved through completion of the Coaley Lane to Philadelphia Link Road.

22.13 Rainton Bridge South makes a valuable contribution to the range of sites which the City is able to offer to potential investors. It complements Rainton Bridge North which has attracted major inward investments such as TRW and Lucas SEI. The site was originally allocated in the Houghton Town map and an area of almost 42ha was approved in July 1996, of which 29 ha. is for industrial development with the remainder providing for landscaping, open space and highway verge together with a wetland extension and buffer zone to protect the adjacent Joe's Pond SSSI.

22.14 The estate is being developed in two phases: Phase I (6.5ha) involves the establishment of the landscape buffer to the whole of the site, the provision of basic infrastructure and four advance factory units; Phase II will provide a single large site of some 22.5ha, possibly suitable for a major inward investor. Access is via an existing roundabout onto the B1284 (with a possible second roundabout as part of Phase II) which in turn provides links with the regional trunk road network. Accessibility will be further improved by construction of the Hetton Bypass and the Central Route .

22.15 Finance for new development is expected to originate mainly with the private sector although the Council continues to actively support the local economy, and has entered into a Joint Venture Agreement with TWeDCo and English Partnerships to bring about development at Rainton Bridge South.

### New Sites

HA2 NEW SITES ARE ALLOCATED FOR THE FOLLOWING PRIMARY USES. ANCILLARY USES AND EXCLUSIONS AS OUTLINED IN POLICY EC4 WILL APPLY UNLESS OTHERWISE STATED:-

- |                                       |        |
|---------------------------------------|--------|
| (1) EXTENSION TO RAINTON BRIDGE NORTH | 4.0 HA |
| (2) EXTENSION TO MARKET PLACE         | 2.0 HA |
| (3) NEW LAMBTON                       | 3.9 HA |

OFFICES, RESEARCH AND DEVELOPMENT, LIGHT INDUSTRY, GENERAL INDUSTRY., WAREHOUSES AND STORAGE (B1, B2, B8)

(EC4)

22.16 As noted previously, although Houghton-Hetton contains 15% of Sunderland's economically active population, it has only 8% of the City's industrial land. This creates a strong case for the allocation of further industrial land in this locality to provide local employment opportunities and reduce the need for residents to travel. Extensions to Rainton Bridge North and Market Street, Houghton will provide additional local employment and business start up opportunities, with an emphasis on the provision of smaller scale units. Development of the New Lambton site will follow the reclamation of this part of Lambton Cokeworks, consolidating the established uses already operating here.

22.17 Although there is still some land available for development on existing industrial sites in the Houghton/Hetton area, it is important to ensure that an adequate choice of type and size of site is made available. For this reason the sites above have been allocated for industrial development, some as extensions to existing industrial sites. This proposal aims to increase local and regional employment and enterprise opportunities to compensate for the long term job losses, thereby reducing the need for outward commuting.

22.18 **Extension to Rainton Bridge North** - 4.0 ha is allocated at the former Glebe Sewage Works to provide a further extension to the highly successful Rainton Bridge North site. It will be suitable for smaller units and workshops. Both this site and the extension site at New Lambton are part of larger reclamation schemes implemented by the City Council utilising Derelict Land Grant.

## HA 22 Houghton - Hetton

22.19 **Market Place** - This extension (2.0 ha) to the existing industrial estate is allocated to cater for local needs and to build on the success of the adjacent existing site which is almost fully occupied. This site could be made available when a new access is constructed. The location of a new access requires the boundary of the site to be altered utilising the southern part of the existing allotments which will need to be replaced on adjacent land to the north.

22.20 **New Lambton** - a total of 3.9ha consisting of two plots of 3.2ha and 0.7ha respectively is allocated as an extension to the existing New Lambton estate as part of the reclamation of Lambton Cokeworks. This will consolidate industrial allocations in the area, linking with the adjacent Sedgely estate and allow for environmental improvements. A substantial area of planting will screen these industrial allocations from the adjacent housing area at Avenue Vivian to protect local amenities. Access will be significantly improved by the proposed Central Route which will establish a direct connection northwards to the A183. Links southwards to the A690 will also be improved via Rainton Bridge.

### Tourism and Visitor Facilities

HA3 THE PROVISION AND/OR IMPROVEMENT OF VISITOR FACILITIES AND OTHER WORKS TO ENHANCE THE ATTRACTION OF THE FOLLOWING WILL BE ENCOURAGED:

- (1) PENSRAW MONUMENT
- (2) NESHAM PLACE CONSERVATION AREA
- (3) HETTON LYONS COUNTRY PARK
- (4) VICTORIA VIADUCT

PROPOSALS WHICH WOULD ADVERSELY AFFECT THESE ATTRACTIONS WILL NORMALLY BE RESISTED.

(EC9)

22.21 Houghton-Hetton has an interesting and historical cultural background of which, unfortunately, little physical evidence remains. The most prominent of its attractions is undoubtedly Penshaw Monument, a well known landmark visible from an extensive area of North Durham and Tyneside. The Victoria Viaduct is an outstanding example of early railway architecture and the area's rich background associations with the development of railways can also be explored through development of the Heritage Trails, in particular the Stephenson Trail. The two Conservation Areas in Houghton-le-Spring (see HA33 for St Michael's) allow the exploration of an era before the railways. Hetton Lyons Park provides recreational activities on a scale likely to attract outside visitors. All these facilities are linked by a network of footpaths and multi-user routes which in themselves provide another attraction for visitors.

22.22 The improvement in provision for visitors can be implemented through enhanced public transport, additional parking, signing and interpretation together with the implementation of any missing footpath and multi-user links. Funding is likely to be available for specific projects from the City Council, English Heritage and Countryside Commission.

**Table 22.1 Attractions in Houghton-Hetton**

Attraction	Comments
(1) Penshaw Monument	The monument was built in honour of the first Earl of Durham in 1844, and is a reproduction of the Theseum in Athens. Safeguarded by the National Trust, the Monument makes a significant contribution to the City skyline. The site could benefit from access and parking improvements.
(2) Nesham Place Conservation Area	The north side of Nesham Place still features many of the 18th Century houses that earned it the title of Quality Hill. Proposed improvements to the area include enhancing of the public areas through the introduction of suitable surface materials and more appropriate 'period' lighting columns and lanterns. The neighbouring conservation area, St. Michael's, is dealt with in the Houghton inset section (HA33).
(3) Hetton Lyons Country Park	This recently reclaimed site provides recreational facilities of a regional nature including cycling, canoeing, sailing, fishing and horse riding. Picnic sites and car parking are provided and a national standard cyclo-cross course has recently been built. These facilities represent an important recreational and tourist asset and will be supported accordingly.
(4) Victoria Viaduct	This is an impressive and dramatic railway viaduct spanning the River Wear on ten arches. It was based on the Roman Bridge at Alcantara in Spain, opened in 1838 on Queen Victoria's Coronation day. It is located within the James Steel Park, a regional recreation facility on both

# HA 22 Houghton - Hetton

banks of the River Wear in this attractive part of its valley.

## HOUSING

### Land for Housing

HA4 THE FOLLOWING SITES FOR MORE THAN 10 DWELLINGS ARE ALLOCATED FOR NEW HOUSING:			
LOCATION	GROSS AREA (HA)	ESTIMATED DWELLING CAPACITY	POLICY REQUIREMENTS
(1) WEST OF SHINEY ROW	16.50	400	R3; H10/14/15/16/21; B20
(2) EAST OF WINDERMERE CRESCENT, SHINEY ROW	1.20	24	H15/21
(3) SUCCESS ROAD, PHILADELPHIA	1.65	50	H14/15/16/21; B20
(4) ASTER TERRACE, SUCCESS	2.00	60	H14/15/16/21; B20
(5) EAST OF RAGLAN ROW PHILADELPHIA	2.70	70	H14/15/16/21; B20
(6) PHILADELPHIA JUNCTION	1.90	50	H14/15/16/21; B20
(7) HIGH DUBMIRE, FENCEHOUSES	3.67	100	H14/15/16/21; B20
(8) GILLAS LANE EAST, HOUGHTON	1.51	45	R3; H15/21
(9) ENNERDALE STREET, LOW MOORSLEY	1.10	30	H15/21
(10) LYONS AVE NORTH, EASINGTON LANE	2.80	56	H14/15/16/21; B20
(11) MURTON LANE, EASINGTON LANE	14.85	300	R3; H10/14/15/16/21; B20

(H3, H4, H5, H6),

22.23 According to H5, land for some 2,500 dwellings should be identified to meet demand in the Houghton-Hetton area for the period to 2006. After taking account of sites which already have planning permission, this proposal identifies new sites to provide 1185 dwellings. Appendix A sets out the sites which make up the overall numerical Plan requirement and includes supplementary information relating to the proposed new housing sites. For the guidance of potential developers, certain specific housing policies, (as shown above), will relate to each site.

22.24 In accordance with the area strategy most sites are in the Shiney Row/Herrington/ Newbottle area, building on established developer interest. Allocations in Easington Lane will assist regeneration and complement recent and proposed environmental improvements. The proposed Hetton Bypass and its links to the A19 will improve accessibility. The proposed sites are:

22.25 **West of Shiney Row** - This substantial site west of Shiney Row is expected to accommodate some 400 dwellings, making a significant contribution to housing supply over the early part of the Plan period. Access will be provided by construction of part of the proposed Central Route. The former mineral railway which crosses the site from north to south provides the opportunity for a multi-user route, linking the Penshaw/Pallion line and the former Lambton Cokeworks. It also provides at its northern end an effective limit to any further development, allowing the area between it and the Central Route to be used for landscaping and for local amenity and recreational purposes. Towards the centre of the site, the landform allows built development to extend westwards with minimal visual intrusion into the open countryside. However, further south the extent of development is again constrained to permit substantial landscaping and limit the visual impact/visibility from the A183 at the City boundary.

22.26 The developer will be expected to contribute towards that section of the Central Route required to give access to the site, to protect the alignment of the multi-user route and contribute towards its implementation, as well as developing the landscaped recreational and amenity area in the north west part of the site. Vehicle access to the housing area to the east will be strictly limited.

22.27 **East of Windermere Crescent** - An area of land to the south of the Leech Homes site (Maiden Lea estate) adjacent to Chester Road (A183). This area was originally considered in conjunction with that site, but was not included at the planning application stage. The developer will be expected to provide some basic landscape improvements to the area of land between this site and that to the north which, because of electricity pylons is not available for housing development (see HA12.8); and to make a contribution towards the construction cost of the remainder of the Penshaw to Herrington Link Road which is required to access this site.

22.28 **Success Road and Aster Terrace** - These two sites are allocated within the urban fabric of Herrington Burn/Philadelphia area of Shiney Row. The Aster terrace site lies south of Success Road and is bounded on three sides by houses. It is considered suitable for residential development as it does not intrude into the settlement

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break between Shiney Row and Houghton. The Success Road site is unused land between Monkwearmouth College and a playing field, with housing to the south and allotments to the north. Although adjacent to the Herrington Burn Linear Open Space, it does not prejudice this area of amenity land, tending to be more integrated into the surrounding built up area.

22.29 **Raglan Row** is the site of the former Dorothea Pit and is surrounded by housing on two sides and the Philadelphia Workshops on another. Suitable noise attenuation and landscaping measures will need to be taken by the developer on the part of the site nearest this industrial use. The boundary of this site excludes the area north of the footpath which traverses the site and includes further land to the south, which is currently industrial land. The extension to the south will allow for an acceptable access to both this site and an improved access to the adjacent Philadelphia Workshops. The extension to the north will allow the retention of land in open space use. Further reclamation work will be needed on parts of the site and allowance must be made in the development proposals for the multi-user route and open space corridor along the line of the former railway.

22.30 **Philadelphia Junction** - This site completes the development of land between Newbottle/ Philadelphia and the proposed Philadelphia to Coaley Lane link road but still leaves a substantial wedge of undeveloped land between Success and Philadelphia. The site will be accessed from the proposed Philadelphia to Coaley Lane Link, making a contribution towards its construction necessary from the developer. This site also partly compensates for the loss of part of the large committed housing site at the former Lambton Cokeworks.

22.31 **High Dubmire** - This site is allocated in order to compensate to some extent for the loss of part of the large committed housing site at Lambton and also to provide new housing in a part of the City which lacks new development sites. This allocation results in the loss of part of the adjacent industrial site. However the site has been surplus for a number of years and is no longer commercially attractive. This loss can be partially offset by the new industrial allocation on land adjacent to Sedgely industrial estate on its western side. The development of this site will meet local needs for new housing in the Fencehouses/ Dubmire area, and remove a derelict factory. A contribution from the developer will be required towards the construction of that part of the Central Route required for access to the site.

22.32 **Gillas Lane East** is on the edge of a settlement break and the allocation has been kept to a minimum in order to retain the openness between the site and the built up area at Broom Hill in Hetton. As agreed in principle with the landowners, the developer will be expected to contribute to the upgrading of the remaining open area which will benefit residents, reinforce the remaining settlement break and protect the wildlife corridor at Rough Dene. The Mines Rescue Centre could be included within the site, subject to its availability, with its collection of artefacts retained in the area as the basis of a Museum of Mining.

22.33 The site at **Ennerdale Street** was allocated in response to a representation to the Draft Plan. Although it is on the urban fringe of Moorsley, its effect on the openness of the surroundings is minimal as it is on the north side of a hill, facing towards the built up area, visually separated from the open countryside. This is reinforced by a thick hedge/tree belt along the brow of the hill. The site can take advantage of infrastructure and services already in place.

22.34 **Lyons Avenue North** - This allocation is composed of land in two separate ownerships - a vacant area of 2ha, fronting onto Lyons Avenue owned by the City Council; and the balance of 0.8ha comprising a playing field used by Hetton Lyons Youth Club, which lies to the east of Lyons Avenue. Originally, the Youth Club intended to finance improvements through the sale of the playing field. However, issues have arisen relating to covenants so that no further progress has been made. Suitable noise attenuation and landscaping measures will be required for any development fronting onto Colliery Lane as well as appropriate measures along the site boundary with the adjacent cricket ground. The developer will be expected to make appropriate provision in the immediate area to compensate for the loss of the playing field.

22.35 **Murton Lane** - The allocation of this site on the eastern side of Easington Lane and Lyons Avenue will contribute towards the regeneration of this part of the City. Previously, constraints have prevented new development in this area, such as the reclamation works on the collieries and the prospect of a new bypass. However these constraints no longer apply. Proposals for new employment generating development, both in Murton in County Durham and at Rainton Bridge in Sunderland, could encourage investment in new housing in this area. This site, although partly extending into open countryside, is seen against a background of existing development and will not be unduly intrusive. A landscaped area along the valley which forms the site's eastern boundary will soften its urban edge. The developer will be expected to implement the landscaped area as part of the overall development. The site contains an existing watercourse and the National Rivers Authority recommends that this be retained and incorporated into the open space requirement of any scheme. It is expected that new homes here will bring additional people and spending power to this area which will support the efforts

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being made with SRB funds to revitalise the main shopping street which has been declared a commercial improvement area .

### Council Housing

HA5 THE CITY COUNCIL WILL SEEK TO CARRY OUT 'RESTRUCTURING' IMPROVEMENTS TO ITS HOUSING STOCK WITH ASSOCIATED ENVIRONMENTAL WORKS IN THE FOLLOWING LOCATIONS:

- (1) RACECOURSE ESTATE, HOUGHTON;
- (2) FOREST ESTATE, EASINGTON LANE

(H12)

22.36 The Council is committed to a programme of housing restructuring which will balance the mix of properties to match local demand. Both these schemes, are important to the regeneration of the Houghton and Easington Lane areas, and Estate Action funding has been earmarked for this purpose. Restructuring can take a variety of forms ranging from improvements to existing properties, conversion from one type to another or, where necessary demolition and redevelopment. Physical alterations are usually accompanied by alterations in the management of the housing stock.

22.37 *The Racecourse Estate, Houghton New Town* - Restructuring works have been underway on this estate since 1995, including major external and environmental improvements. Cheviot Housing have built and refurbished some homes and others have been built for sale by Leech. Additional environmental works will be carried out in relation to community safety and to address crime, funded from SRB.

22.38 *Forest Estate, Easington Lane* - Extensive improvements to upgrade and fully repair remaining Council housing on the estate have been completed. Environmental and traffic calming measures have also been incorporated in the scheme. The restructuring of this estate has resulted in the clearance of a substantial area which is now available for private redevelopment, again supporting the regeneration of the village and reinforcing the allocation for new housing north of Murton Lane. Three Rivers Housing Association have built fourteen 3 bedroom homes for rent on the estate.

### Private Housing

HA6 THE CITY COUNCIL WILL SEEK TO IMPROVE THE ENVIRONMENT IN THE FOLLOWING OLDER PRIVATE RESIDENTIAL AREAS. PRIORITY WILL BE GIVEN TO LOCATIONS WHICH MIGHT BE INCLUDED FOR MORE COMPREHENSIVE TREATMENT.

- (1) NEW HERRINGTON - ENVIRONMENTAL WORKS;
- (2) VICINITY OF A182/A183 SHINEY ROW- LANDSCAPING AND TRAFFIC CALMING MEASURES;
- (3) CHAPEL ROW/SHOP ROW- ENVIRONMENTAL IMPROVEMENTS;
- (4) FRONT STREET, FENCEHOUSES- ENVIRONMENTAL IMPROVEMENTS;
- (5) HOUGHTON ROAD, GRASSWELL- LANDSCAPING AND ENVIRONMENTAL WORKS;
- (6) REGENT STREET, HETTON DOWNS- LANDSCAPING AND UPGRADING OF ROADS SURFACES;
- (7) CAROLINE STREET, HETTON- TRAFFIC CALMING AND ENVIRONMENTAL IMPROVEMENTS;
- (8) BRICK GARTH, EASINGTON LANE- TRAFFIC CALMING AND LANDSCAPING MEASURES.

(H13)

22.39 This proposal relates to those areas with the poorest quality environment and to pockets of sub-standard housing, in accordance with the Council's general objective of giving priority to localities in greatest need. Many of the houses have access via private unmade roads and have yards or outbuildings with little or no garden. Many of the 200 private streets within the City are within the Houghton-Hetton area; it is the intention of the Council to have as many of these as possible made up and adopted. In most cases some costs will be met by the Council. Many properties are not well maintained, adding to a general unkempt appearance. By improving the environment as well as stimulating investor confidence the aim is to ensure the ongoing viability of the local housing stock. Works could include restoration of derelict land, traffic calming schemes and tree planting. New roads proposed in Houghton-Hetton will reduce through traffic on the A182 and A183 providing opportunities for traffic calming measures and increased landscaping along those roads. Table 22.2 describes the areas and sets out the opportunities for improvement.

**Table 22.2 Housing Areas for Improvement (HA6)**

Location	Description	Opportunities
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(1) South West of Herrington Colliery	Small, former miners' cottages varying in states of repair. Open green areas in need of attention. Garages in need of co-ordinated up-grading.	Environmental works will further reinforce improvements being undertaken on the colliery reclamation scheme and support the proposed Country Park.
(2) Vicinity of A182/A183, Shiney Row	Closely built older terraces in need of landscaping to alleviate noise and dust pollution as a result of fronting onto main road.	Proposed new roads will create the opportunity for providing traffic calming measures, reducing pedestrian/vehicle conflict and some limited opportunities for further landscaping.
(3) Chapel Row/Shop Row	Two rows of terraced housing separated by A182.	Proposed new roads will reduce through traffic and permit environmental improvements.
(4) Front Street, Fencehouses	Fronting A1052. Non-conforming uses interspersed with residential.	Proposed reduction in traffic will permit environmental improvements.
(5) Houghton Road, Grasswell	Series of short streets of terraced houses	Limited scope for landscaping and general environmental works.
(6) Regent Street, Hetton Downs	Unmade roads and some vandalism and dereliction. Some landscaping already done.	Further landscaping to complement previous works. Scope for upgrading of roads to a satisfactory standard
(7) Caroline Street, Hetton	A larger area of old terraces with untidy allotments and some dereliction.	Scope for general tidying-up in conjunction with traffic calming works.
(8) Brick Garth, Easington Lane	Older terraced housing, some fronting A182	Landscaping works can be co-ordinated with traffic reduction measures and will complement new Commercial Improvement Area which partly overlaps this area.

### SHOPPING

HA7 HETTON SHOPPING CENTRE WILL BE RETAINED AND IMPROVED. WITHIN THIS CENTRE, USES WHICH ARE IN ACCORDANCE WITH POLICY S2 WILL BE ACCEPTABLE. APPROPRIATE MEASURES FOR IMPROVING THE CENTRE COULD INCLUDE IMPROVEMENTS TO FACADES, FLOORSCAPES, LANDSCAPING, PARKING AND SERVICING.

(S2)

22.40 Hetton Centre (2300 sqm) has a potentially attractive environment and several attractive old buildings. Off-street car parking is limited with demand concentrated on the most central car parks. There are some problems due to the amount of traffic using the A182 which runs through the centre, although this should be alleviated by the construction of the Hetton Bypass. General environmental improvements could include landscaping and paving as well as minor highway improvements to reduce pedestrian/vehicle conflict. Encouragement will be given for the provision of additional car parking. The possibility of providing an 'art feature' to strengthen the centre's identity will be investigated.

22.41 Implementation of these proposals will rest with the private sector in respect of any redevelopment schemes although the City Council will use its resources to carry out highway works and approve grants as well as through the use of Development Control powers.

### COMMUNITY FACILITIES

HA8 LAND IS ALLOCATED AT THE FOLLOWING LOCATIONS FOR EDUCATIONAL PURPOSES :

- (1) SHINEY ROW PRIMARY SCHOOL
- (2) HETTON LYONS PRIMARY SCHOOL
- (3) DUBMIRE JUNIOR SCHOOL
- (4) DURHAM ROAD, HOUGHTON  
(CF5,CF8)

22.42 These four schools were built before 1914, and are facing high running costs and an increasing maintenance liability. It is proposed that three of them should be redeveloped on their existing sites to provide modern purpose built accommodation, with St Michael's being replaced on a site adjacent to Davenport School part of the former Houghton School Playing Fields. All the schools have high occupancy levels, (Hetton Lyons having 99%) and with substantial housing allocations in these areas, as well as a general rise in school rolls forecast, this proposal will ensure appropriate accommodation for future needs.



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22.43 In the light of proposed housing developments, the supply of primary school and nursery places, particularly around Shiney Row/Penshaw/Newbottle will be kept under review.

### LEISURE

#### Regional Recreational And Cultural Facilities

HA9 THE FOLLOWING AREAS AND FACILITIES WILL BE FURTHER DEVELOPED AND PROMOTED AS REGIONAL RECREATIONAL RESOURCES:

- (1) WARDEN LAW MOTOR SPORTS CENTRE
  - (2) HETTON LYONS COUNTRY PARK;
  - (3) JAMES STEEL PARK
  - (4) WEARSIDE, HOUGHTON AND ELEMORE GOLF COURSES
- (L3)

22.44 As well as the tourist attractions listed in HA3, this area has a range of recreational and cultural facilities which attract visitors from the wider region, raising the profile of Sunderland and bringing people into the City.

22.45 **Warden Law Motor Sports Centre** - The former Warden Law Quarry has been developed as a motor sports centre. It is a suitable location for such uses as it is removed from the main urban area but still accessible from the primary road network.

22.46 Tipping and reclamation on the quarry to the west of the site are now complete and this will achieve implementation of the Stephenson Trail in this area. This is identified as a gateway site in the Great North Forest Plan and further landscaping and environmental improvement works are required to enhance its overall setting. These works will also improve the setting of the adjacent SNCI.

22.47 **Hetton Lyons Country Park** - This reclaimed former colliery provides recreational facilities of a regional nature including the following:

- \* Cycling and cyclo-cross
- \* Orienteering and Rambling
- \* Canoeing and Kayaking
- \* Rowing, Sailing and Windsurfing
- \* Angling
- \* Gymkhana and other equestrian activities

22.48 Picnic sites and car parking are provided at both ends of the park with changing and visitor facilities available in the Visitor Centre. The Park is an important recreational and tourist asset to the City, in addition to providing amenity space and playing fields for local residents and is also promoted as a 'Gateway' site in the Great North Forest Plan. The potential exists for further expansion of this park onto the former Eppleton Colliery and Quarry sites, immediately to the north.

22.49 **James Steel Park**- This park was opened in 1983 and provides a highly attractive area of open space adjacent to the River Wear. Among its attributes are large areas of wooded glades and a fishing pond which attracts a significant number of people. The park continues on the opposite bank of the Wear and provides the setting for the Victoria Viaduct. The riverside walks are well connected to multi-user and strategic routes, providing good links to Penshaw Monument.

22.50 **Elemore Golf Course** - The site of the former Elemore Colliery and spoil heap have been reclaimed to allow the development of a recreational resource within a woodland setting to accord with the Great North Forest. The 66 hectare site has been shaped to blend in with the natural rolling landscape and features a par 72, 6300 yards, 18 hole golf course. Incorporated within the course and featured as an integral part of two of the golf holes is a small lake. This water feature will also resolve the long-standing problem of flooding experienced by residents in surrounding housing developments. A Site of Nature Conservation Interest is encompassed within the site but excluded from the golf course layout. Extensive tree planting is currently being implemented.

22.51 **Wearside and Houghton Golf Courses** - These are both well established, popular private courses which provide a useful recreational resource. Both are situated in attractive settings, Wearside in the River Wear valley below Penshaw Monument and Houghton on the Magnesian Limestone escarpment with impressive views of the

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north and west. Encouragement will be given to their further enhancement, adding to the facilities of both the City and the Region.

### New Leisure, Recreational and Visitor Facilities

HA10 THE CITY COUNCIL WILL SUPPORT AND PROMOTE THE DEVELOPMENT OF APPROPRIATE NEW LEISURE, RECREATIONAL AND VISITOR FACILITIES AT:

- (1) THE FORMER HERRINGTON COLLIERY (141HA)
- (2) THE FORMER LAMBTON COKEWORKS (64.2HA)
- (3) RAINTON MEADOWS ( FORMERLY RYE HILL OPEN CAST SITE) (55HA)  
(L3)

22.52 As a former coalfield, there have been a number of major reclamation works, which have already led to substantial improvements in recreational provision. This proposal links two current major reclamation projects at Herrington Colliery and Lambton Cokeworks with Rainton Meadows, a recently restored opencast coal site. Because of the area's industrial history, these three sites have particularly good links to the network of footpaths and multi-user routes based on disused railways.

#### *(1) Former Herrington Colliery - Herrington Country Park*

22.53 Following closure of the colliery in 1985 reclamation was difficult to achieve due to change of ownership, high restoration costs and the low value of the coal on site. With support from English Partnerships, a scheme for land reclamation and coal recovery with restoration to amenity, recreation and agriculture was approved in 1996. Covering over 140ha, the scheme involves the relocation of approximately 10 million tonnes of waste and the extraction of 500,000 tonnes of coal. Basic restoration is due to be complete in Autumn 1999.

22.54 Initially, proposals for the Country Park were prepared in the light of the Tyne & Wear Green Belt Local Plan and (then) Government policy for the type of development appropriate to the Green Belt. The land was to be reclaimed for active recreational pursuits and a Council resolution in 1992 indicated a range of possible activities including an equestrian centre, events area, self catering accommodation, caravan site, toboggan run/Alpine activities and a light railway. Reference was also made to golfing facilities and a possible restaurant/hotel. Due to the time lapse in implementation and the publication of revised Government guidance in 1995 on Green Belts, the type of development appropriate for this proposed Country Park has been reassessed. Active recreation will continue as the main theme although there is also greater scope for a range of activities relating to environmental conservation.

22.55 The purposes of the Green Belt in this area are to prevent the merger of Sunderland with Houghton-le-Spring and to safeguard the countryside. Appropriate afteruses are:-

- \* to provide access to the open countryside
- \* to provide opportunities for outdoor sport and recreation
- \* to secure nature conservation interest
- \* agriculture and forestry

22.56 These uses are considered appropriate since they preserve the openness of the Green Belt. However, the construction of new buildings would only be appropriate where they were required to accommodate essential facilities for these uses (see CN3). Appropriate development in this context would be that which is necessary to allow outdoor sport and recreation on the site. Government guidance refers to small changing rooms, unobtrusive spectator accommodation or small stables. Since a key part of the restoration strategy is to provide a Country Park, essential services to meet the immediate needs of visitors could also be considered appropriate, such as toilets, an interpretation centre and car parking. The existing site office is suitable for conversion to a visitor centre which would also be the most suitable location for any additional built development required to accommodate other facilities.

22.57 Inappropriate development would include those elements in the original proposal which involve built development such as a caravan park and hotel and any covered sports or equestrian facility. Government guidance is quite clear that, because of the presumption against development in the Green Belt, it is for the applicant to demonstrate why permission should be granted. Proposals of this nature would therefore be required to show that very special circumstances exist to justify development in this location. They must also consider:-

- \* the impact on the openness of the Green Belt
- \* the effect on visual amenity

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- \* the lack of available sites outwith the Green Belt

In quantifying the benefits which might accrue from any proposal, the contribution to the implementation of the Country Park would be a significant consideration.

### (2) Lambton Cokeworks - Heritage and Open Space

22.58 Originally this reclamation scheme was expected to provide a housing site (18ha) for some 350 dwellings and a smaller area of land for industry. The remainder, after allowing for construction of the Central Route, was to provide a District open space for the northern part of the Houghton-Hetton area, which would define the western limit of Shiney Row.

22.59 In 1996, when reclamation works began, they revealed the remains of a remarkably well preserved eighteenth century wooden waggonway which may well be the world's oldest surviving railway track. Coal would have been taken by horse drawn waggons to the River Wear at Fatfield and carried downriver by keel boat to Sunderland. The waggonway is of considerable historical importance and the site is being assessed as a possible Scheduled Ancient Monument.

22.60 Due to poor ground conditions, the amount of land suitable for housing was found to be less than had originally been anticipated. The actual condition of the site, combined with the need to protect the waggonway, has made it necessary to reconsider the final form of the reclamation scheme and the detailed proposals are subject to amendment, depending on ground conditions as work progresses. The following factors will be taken into account:

- \* protection of the waggonway - leading to a realignment of the Central Route
- \* the extent to which housing can be accommodated on the site - the exact boundary cannot be determined until ground conditions have been properly established
- \* the need to take appropriate measures to address the residues of past industrial activity on the site
- \* the extent to which land for industrial use can be accommodated

Financial constraints and the need to ensure its continued preservation mean that the waggonway will be preserved in situ for the present, with some limited visitor information on site. However, in the longer term, its significance may provide the basis for a heritage and interpretation centre, associated education and training facilities and other exhibits. The proposed Central route, with its link to the A183, will improve accessibility and allow for further development as opportunities arise.

22.61 An extensive water feature will help regulate the flow of Herrington Burn and, by using appropriate reed bed technology, will assist in the removal of unwanted impurities. Any development will be required to be in a well-landscaped setting, to assist in preserving the break between the settlements of Shiney Row and Bournmoor.

### (3) Rainton Meadows - Environmental Education

22.62 This former opencast site has been reclaimed as a Nature Park with an interpretation centre which also acts as the headquarters for the Durham Wildlife Trust (see HA21.2). Situated between Joe's Pond SSSI and Redburn Marsh SNCI, it offers a range of educational opportunity from school entry to university level with various environmental interests from ornithology to woodland management. As the restoration scheme matures, it is expected that the new habitats will complement adjacent nature conservation sites and the area will be promoted as a nature reserve. Further development will be strictly controlled and limited to those facilities required for environmental education and training and to accommodate visitors.

22.63 Individually, each of these projects represents a substantial environmental improvement. The approved outline restoration scheme for Herrington will create a substantial area of open space which could combine with visits to the highly popular Penshaw Monument; reclamation of Lambton Cokeworks will provide land for informal recreation, with some acknowledgement of the area's historical value; and works are largely complete at Rainton Meadows and its value as a nature park is already becoming established. Together, the three projects combined will create some 260ha of land reclaimed for open space, recreation and nature conservation. They lie within 5km of each other and links by a variety of footpaths and multi-user routes are being established. Consequently, they represent a significant contribution to the development of leisure and recreation facilities for local residents and potential new attractions for visitors with associated economic and employment benefits. Where restoration works incorporate water features, liaison will be required with the National Rivers Authority with regard to any effects on watercourses.

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## Sport and Recreation

HA11 LAND IS ALLOCATED FOR NEW OUTDOOR SPORTS FACILITIES IN THE FOLLOWING LOCATIONS:

- (1) SUCCESS COLLIERY RECLAMATION SCHEME;
  - (2) PEAT CARR;
- MEASURES COULD INCLUDE IMPROVED CAR PARKING AND SERVICING, SIGNING, SECURITY, APPROPRIATE NEW BUILDINGS AND LANDSCAPING.
- (L5)

22.64 The Houghton/Hetton area has better than average provision of playing fields, having 0.77 ha per 1000 population compared to the overall City average of 0.65 ha/1000. Implementation of these three sites will bring this standard up to 0.9 ha/1000 which is still a deficiency in terms of the adopted minimum standard for the City of 1.0 ha/1000 population. More detailed analysis indicates that an acute shortage exists in the Houghton area east of the A690 which has recently been countered by making 5 hectares of the former Houghton School playing fields available, although some development work is still needed on this site.

22.65 A lesser shortage in the Shiney Row area can be met by the development of the Success Reclamation Scheme site. Overall provision has been improved to above the interim standard by the completion of the Hetton Lyons Playing Field area (8.8 has). The Peat Carr scheme is of more local significance.

22.66 Development works to implement the proposals will come from City Council resources, supplemented wherever possible by funds from sporting organisations, the Sports Council, National Lottery etc.

**Table 22.3 Sites for Outdoor Sport and Recreation (HA11)**

Name	Description	Implementation
(1) Success Colliery Reclamation Scheme (3.9 Ha)	This site is within an area identified as deficient in playing field provision. Changing facilities and car parking are available on the adjacent site. The site will contribute to a larger open space along Herrington Burn, identified in HA12. Together these will help to maintain and reinforce the settlement break between Shiney Row and Success.	Currently this site is being used for grazing and implementation will be in the longer term. Problems of drainage and varying gradient will need to be resolved when finances become available. The playing fields will provide a link between the Lambton Cokeworks reclamation scheme and the Herrington County Park.
(2) Peat Carr (1.0 Ha)	This site has been allocated to supplement existing playing fields to the east to ensure adequate local provision for the Moorsley area which is some distance from the major playing field development at Hetton Lyons.	Implementation when resources permit. This proposal extends the existing playing fields up to the alignment of the proposed Hetton Bypass. This proposal could be implemented in conjunction with the construction of that road.

## Amenity Open Space

HA12 IMPROVEMENTS IN THE LEVEL OF PROVISION AND QUALITY OF AMENITY OPEN SPACE WILL BE MADE IN THE LOCATIONS SHOWN BELOW:-

- (1) FLINT MILL;
  - (2) LANGDALE ST, LOW MOORSLEY;
  - (3) HERRINGTON BURN LINEAR PARK;
  - (4) GILPIN WOOD;
  - (5) EPPLETON RECLAMATION SCHEME;
  - (6) BUNKER HILL;
  - (7) MURTON LANE;
  - (8) EAST OF WINDERMERE CRESCENT;
  - (9) BIDDICK WOODS;
  - (10) ROUGH DENE BURN
- (L6, EN4, CN13,CN14)

22.67 Chapter 8 identifies deficiencies in particular types of amenity open space in the Houghton-Hetton area. Table 22.4 describes the sites where the amount and quality of open space will be enhanced. Newbottle and

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Easington Lane especially suffer from deficiencies in the provision of Local and Neighbourhood Open Spaces. New housing developments will be expected to take these deficiencies into account when making compensatory open space provision, in accordance with R3 and H21. This proposal seeks to substantially enhance the provision of amenity space in areas of deficiency, bring derelict sites into open space use, and improve the quality of several existing sites.

22.68 These individual proposals aim to provide an integrated pattern of open space and recreational provision, linked by a comprehensive network of footpaths, wildlife corridors and conservation sites. Many schemes involve reclamation of derelict sites eligible for funds from Derelict Land Grant. In addition most of the sites provide opportunities for implementation of the Great North Forest proposals. The sites are all within the East Durham Coalfield area where European funding could also be made available, to achieve their implementation during the Plan period.

**Table 22.4 Sites for Amenity Open Space (HA12)**

<b>Name (Area)</b>	<b>Description</b>	<b>Implementation</b>
(1) Flint Mill (10.3 Ha.)	Fencehouses is well provided for in term of playing fields, but Flint Mill does not provide the range of facilities which would be expected for a Local Open Space. It will also be affected by the proposed Central Route.	Flint Mill needs improvements in landscaping and equipment and will require safe crossing facilities when the Central Route is constructed. Implementation could be promoted under the Great North Forest and from landscaping works associated with the development of the new road. Consultation with the community to establish local requirements will be necessary.
(2) Langdale St, Low Moorsley (3.5 Ha.)	This open space site south of Langdale Street will create neighbourhood provision in this area.	The area south of Langdale Street should be upgraded for the amenity of local residents. Implementation will be by the City Council as part of an environmental improvement scheme for the estate when resources become available. This will provide the area with a Neighbourhood Park.
(3) Herrington Burn Linear Park (22.5 Ha)	Existing open space, allotments and playing fields, together with some sites in private ownership, combine to form a continuous open space corridor along Herrington Burn.	It is proposed to carry out improvements to provide a Local Park for Shiney Row, which is deficient in this type of open space (see L5). The Council has recently acquired additional land in this area. The park will also provide a separation between Shiney Row and Success and act as a link between the proposed Country Parks at Herrington and Lambton Cokeworks
(4) Gilpin Wood (9.2 Ha)	This site is highly visible from the A690. It was part of a reclamation scheme which provided amenity open space and extended the adjacent Rainton Bridge industrial estate. A multi-user route is provided along the line of the Moors Burn.	Reclamation works were substantially complete by 1995 with planting in the following seasons. As well as providing a local park, this site acts as a buffer between the industrial estate and nearby houses. The site can provide a Neighbourhood Park for the surrounding communities.
(5) Eppleton Reclamation Scheme (22.6 Ha).	British Coal/Bowes Lyons Estates have formulated a reclamation strategy to include open space, forestry and some recreational uses in the longer term, to complement facilities at the adjacent Hetton Lyons Park (see HA9.2).	Reclamation may include regrading of the colliery spoil heap, coal washing, filling of Barnes Quarry and possible further mineral extraction. An access road to the scheme will need to be constructed for these purposes, northwards to meet the Seaham-Houghton Rd. A planning application for this comprehensive scheme will need to include an Environmental Assessment. DLG may be available. Together with Hetton Lyons Park, these two sites will provide a District Park facility.

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(6) Bunker Hill (2.2 Ha)	This land, south-east of the housing site at Bunker Hill is allocated for amenity open space to strengthen the settlement break between Philadelphia and Success and provide a soft landscaped edge to the urban area.	Part has already been reclaimed to form a grassed picnic area. It reinforces the separation of settlements policy in this area, between Success and Philadelphia. When implemented this will provide a Neighbourhood Park for the adjacent housing area.
(7) Murton Lane (2.2 Ha)	This site, east of housing site HA4.11, is allocated to soften the urban edge of the proposed new housing and to assist in its visual integration with the countryside to the east.	The developer of the proposed housing will be expected to implement this proposal and make appropriate arrangements for its maintenance. This will provide a Neighbourhood Park for the surrounding housing area.
(8) East of Windermere Crescent (2.3 Ha)	An area of land left between two housing sites (See HA4.2) which cannot be developed because of overhead power lines and pylons. The land is to be retained as an amenity open area.	The developer of the housing sites will be expected to implement this proposal and make appropriate arrangements for its maintenance. This will provide a Neighbourhood Park for the surrounding housing area.
(9) Biddick Woods (8.5Ha)	By keeping built development to the east of the disused mineral line on the northern part of housing site HA4.1, the opportunity arises to provide an amenity open space which will preserve the rural character of this area and enhance the landscape along the line of the Central Route to which it provides a buffer.	The developer of the housing sites will be expected to implement this proposal and make appropriate arrangements for its maintenance. This will provide a Neighbourhood Park for the surrounding housing area.
(10) Rough Dene Burn (6.0 Ha)	Development in the area south of Gillas Lane, adjacent to housing site HA4.8, has been restricted to that part which is enclosed by existing development, leaving an area of land extending up to Rough Dene Burn which can be retained as amenity open space. This reinforces the separation of settlements policy, allows public access and makes a point of interest on the Stephenson Trail.	The developer of the housing site will be expected to make an appropriate contribution to this proposal. This will provide a Neighbourhood Park for the surrounding housing area.

### Children's Playspace

HA13 SITES FOR CHILDREN'S PLAY AREAS WILL BE PROVIDED AND MAINTAINED AT:

- (1) RECTORY PARK, HOUGHTON (DISTRICT PLAY AREA);  
ALONG WITH SATELLITE PLAY AREAS IN THE FOLLOWING LOCALITIES:
- (2) HETTON;
  - (3) HANDLEY CRESCENT, EAST RANTON;
  - (4) FOREST ESTATE, EASINGTON LANE;
  - (5) KEIR HARDIE STREET, FENCEHOUSES;
  - (6) SHINEY ROW;
  - (7) PEAT CARR, MOORSLEY;
  - (8) EPPLETON;
  - (9) NEWBOTTLE;
  - (10) HERRINGTON COLLIERY WELFARE GROUND;
  - (11) PENSHAW;
  - (12) HOUGHTON NEW TOWN  
(L6)

22.69 The District Play Area for Houghton/Hetton is already established at Rectory Park in Houghton and corresponding facilities may emerge at Hetton Lyons Park. Several playspaces have already been improved and these will be maintained where appropriate. Detailed siting and the type of provision will depend upon consultations with local residents.

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### Allotments and Leisure Gardens

HA14 THE FOLLOWING EXISTING ALLOTMENT SITES WILL BE UPGRADED, TO INCLUDE IMPROVEMENTS TO ACCESS, FACILITIES AND LANDSCAPING, AS APPROPRIATE:-

- (1) NORTH SIDE OF CHESTER ROAD, PENSHAW;
  - (2) FLETCHER CRESCENT WEST AND EAST, NEW HERRINGTON;
  - (3) HUNTER STREET, SHINEY ROW;
  - (4) GREEN AVENUE, NEWBOTTLE;
  - (5) STANLEY STREET, HOUGHTON;
  - (6) REGENT STREET, HETTON;
  - (7) EAST RAINTON;
  - (8) FRONT STREET, LOW MOORSLEY;
- OTHER SITES WILL REMAIN IN THEIR PRESENT USE.

(L8)

22.70 This is a well established traditional leisure pursuit within this ex-coalfield area, there being strong local support for the retention of allotments. The sites are well utilised. For a list of current Council owned sites see Appendix A.

22.71 The aim of this policy is for allotments to be at least adequately screened and provided with footpaths and a water supply, to ensure a high standard of amenity and that facilities meet the requirements of users. Allotments within the plan area are in a number of ownerships and hence the proposal will be implemented by such means as appropriate, including management of Council owned sites and negotiation in respect of others.

22.72 The Allotments Report of 1980 did not identify any over-provision of allotments in the Houghton Hetton area; this is confirmed by more recent analysis of the waiting lists. It is therefore intended that all sites should be retained. New sites will only be made available where demand is identified and resources permit. All the above sites are identified in the Allotments Report and considered still to be appropriate for upgrading as part of a City wide programme.

## BUILT ENVIRONMENT

### Improvements in Transport Corridors

HA15 THE CITY COUNCIL WILL UNDERTAKE A PROGRAMME OF ENVIRONMENTAL IMPROVEMENTS, INCLUDING TREE PLANTING, ALONG THE FOLLOWING TRANSPORT CORRIDORS:-

- (1) THE A183 IN THE VICINITY OF SHINEY ROW;
- (2) THE A182 BETWEEN EASINGTON LANE AND HOUGHTON AND ALSO BETWEEN NEWBOTTLE AND SHINEY ROW;
- (3) THE A1052 THROUGH FENCEHOUSES;
- (4) THE B1286 IN THE VICINITY OF WEST HERRINGTON;
- (5) THE A690 IN THE VICINITY OF RAINTON BRIDGE;
- (6) THE C523 IN THE VICINITY OF LOW MOORSLEY;
- (7) THE C524 IN THE VICINITY OF ELEMORE LANE

(B1)

22.73 This proposal aims to improve the quality of the environment for local residents as well as enhancing the image of the Houghton/Hetton area, thus facilitating its economic regeneration. Proposed works include soft landscaping, shrub and tree planting subject to these being in accordance with the promotion of Nature Conservation interests. The Council has already completed a tree planting scheme along the A182 between Houghton and Newbottle and it is proposed to extend this along the remainder of this route. Funding may be available from the European Commission and the City Council's Coalfields Initiative Budget.

### Conservation Areas

HA16 THE FOLLOWING AREAS WILL BE APPRAISED FOR DESIGNATION AS CONSERVATION AREAS:-

- (1) EAST RAINTON VILLAGE;
- (2) FATFIELD;
- (3) HETTON TOWN CENTRE

(B5)

## HA 22 Houghton - Hetton

22.74 There are three designated conservation areas; Newbottle, Nesham Place (Houghton) and St. Michael's. This policy seeks to ensure that the historic fabric, the landscape and archaeological resources are protected from avoidable loss through decay or deliberate destruction and to ensure that historic buildings are brought into, and maintained, in good repair and beneficial use. These locations are subject to further detailed analysis. If the Council intends to pursue a designation full consultation will be carried out with local residents and interested parties before any formal procedures are undertaken.

22.75 **East Rainton** - Dating possibly from the 10th Century, the medieval road pattern of the village remains although the older historic fabric has disappeared, except for the occasional farm building and the mid 19th Century Chapel. Despite the post war development which has taken place, the village core retains its rustic character, set amidst an undulating landform.

22.76 **Fatfield** - Two groups of late 19th/early 20th century buildings on the south side of the river which, as yet, have not been seriously affected by unsympathetic alterations or extensions. Fronting onto the river they have long gardens and present an attractive image. The spacing and vernacular architecture still reflect their 19th Century mining heritage. The area is continued on the Washington side of the river.

22.77 **Hetton Town Centre** - Hetton is first documented in the Boldon Book of the 12th Century; the original historic core believed to be bounded by Front Street, Park View and The Burn. The current form is of a typical cross-roads village which features several listed buildings including St. Nicholas' Church. Some buildings have associations with the early railway history of the George Stephenson era.

### COUNTRYSIDE AND NATURE CONSERVATION

#### The Green Belt

HA17 A GREEN BELT WILL BE MAINTAINED TO THE WEST, NORTH AND EAST OF PENSRAW AND SHINEY ROW AND TO THE EAST OF NEWBOTTLE AND HOUGHTON. IT IS DEFINED TO THE NORTH BY THE RIVER WEAR., TO THE SOUTH BY THE B1404, TO THE WEST BY THE CITY BOUNDARY AND TO THE EAST BY THE A19(T).  
(CN2)

22.78 The Green Belt in this area consists of rolling countryside and provides the setting for the A19 corridor, mirroring the allocation east of the A19. It stretches south as far as the B1404 and then follows the urban edge of Houghton, Newbottle, New Herrington and Penshaw to the River Wear, complementing the designation on the northern side of the River.

22.79 The main purposes of the Houghton-Hetton Green Belt are: to prevent merging of the area with Sunderland and Washington; to protect the extensive areas of countryside; to ensure that development is directed to more appropriate locations outside the Green Belt; and to check urban intrusion into the countryside. Around West Herrington where the Green Belt is particularly narrow, the boundary is pulled tightly into the urban area to protect village character and identity. This part of the City also contains several Wildlife Corridors, SNCI's and the Herrington Hill SSSI all of which will benefit from the protection afforded by inclusion in the Green Belt.

22.80 The area originally defined in the Green Belt Local Plan (1985) has been extended in two locations - South of Mount Pleasant between the City boundary and the Victoria Viaduct; and the former workings at Herrington Colliery. Following completion of Mount Pleasant, the last of Washington's villages, the Green Belt boundary in this part of the Wear valley can now be defined. This designation prevents coalescence with Shiney Row/Penshaw and will link with the proposed North Durham Green Belt, particularly around Lambton Park. The former Herrington Colliery workings and adjacent housing are now included within the Green Belt as part of the proposed Country Park.

*Proposed boundary comprises:-*

22.81 **River Wear to Burdon Lane** *From the River, the boundary follows the western side of the A19 southwards to the Foxcover Road Bridge, rejoining the A19 at the B1286 crossing where it again follows its western side to the Burdon Lane Bridge.*

22.82 **Warden Law to Newbottle** *Land south of the A19 is within the Green Belt until the point south-east of Warden Law where the B1404 meets the City boundary. The Green belt boundary then follows the north side of the B1404 to Gillas Lane, turns northwards along the eastern side of Seaham Road, Market Place and Earsdon Grange, continuing along the eastern and northern edges of the Market Place Industrial Estate and its proposed*



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*extension. From there it runs along the eastern edge of the allotments to the Cemetery where it turns west along the edge of the built up area to cross Houghton Cut, following the northern boundary of Houghtonside. It passes between Houghton Quarry and the buildings fronting onto Newbottle Street to join the eastern side of Newbottle Street (A182). Continuing along the A182 past Grasswell, excluding the houses on the eastern side of that road as far as Cellar Hill House it then follows the back gardens of the Cathedral View estate, Newbottle.*

*22.83 Newbottle to Penshaw The boundary runs along the back gardens of the ribbon development on Sunderland Road, turns north along field boundaries, excludes the former tip and returns to the edge of the built up area at North Road. It then follows the eastern edge of the gardens from Maidstone Terrace northwards to the eastern side of the access road to the bus depot and the southern and eastern boundaries of the former Philadelphia Workshops to the rear of Langley Street. From there it follows the back lane up to the boundary of the Herrington Miners Welfare Social Club before joining the B1286 which it follows (including the New Herrington Park and Recreation Ground) as far as the built development at St. Aidan's Terrace. Crossing the B1286 at the entrance into West Herrington, it then follows the edge of the built up area of the village before running westwards along the edge of Fletcher Crescent. Continuing around the edge of the built up area past Railway Terrace North and Lanton Street it follows the north eastern side of the footpath from Herrington to Penshaw up to its junction with the A183 at Penshaw.*

*22.84 Penshaw to Lambton Park The boundary follows the southern edge of the A183 from the Maidens Lea roundabout to Penshaw Lane, along the rear of Bonaventure up to and around Penshaw Hill Farm, continuing closely around the remaining built up area of Penshaw Village to the northern side of Hill Lane. It then runs along Back Lane due west to the Leamside Line near Railway Cottages where it follows the western side of the railway line to the A182, (Washington Highway (it therefore includes all the properties of Gladstone Terrace and Lambton Terrace). The boundary then follows the western edge of the former mineral railway line for some 0.4km and then the western and southern edge of the proposed housing site west of Shiney Row to link with the A183 Chester Road. It follows Chester Road west to the City boundary at the Leamside Line which it follows north to the Wear. From the west end of West Bridge Street, the boundary then skirts the edge of Mount Pleasant village to the James Steel Park where it rejoins the River.*

HA18 THE CAR SHOWROOMS, WORKSHOPS AND FILLING STATION AT STONEYGATE, AS SHOWN ON THE PROPOSALS MAP, ARE IDENTIFIED AS A MAJOR EXISTING DEVELOPED SITE IN THE GREEN BELT. WITHIN THESE AREAS, PERMISSION FOR LIMITED INFILLING WILL BE GIVEN PROVIDED THAT THE DEVELOPMENT WILL HAVE NO GREATER IMPACT THAN THE EXISTING DEVELOPMENT AND WILL NOT LEAD TO A MAJOR INCREASE IN THE DEVELOPED PROPORTION OF THE SITE. REDEVELOPMENT OF THE SITE WILL BE PERMITTED PROVIDED THAT IT WOULD:

- (i) HAVE NO GREATER IMPACT THAN THE EXISTING DEVELOPMENT ON THE OPENNESS OF THE GREEN BELT AND THE PURPOSES OF INCLUDING LAND IN IT AND WHERE POSSIBLE HAVE LESS;
- (ii) CONTRIBUTE TO THE ACHIEVEMENT OF THE OBJECTIVES FOR THE USE OF LAND IN GREEN BELTS AS DESCRIBED IN PPG2;
- (iii) NOT EXCEED THE HEIGHT OF EXISTING BUILDINGS;
- (iv) NOT OCCUPY A LARGER AREA OF THE SITE THAN THE EXISTING BUILDINGS (UNLESS THIS WOULD ACHIEVE A REDUCTION IN HEIGHT WHICH WOULD BENEFIT VISUAL AMENITY) AS DEFINED IN ANNEX C OF PPG2.

(CN3)

22.85 This area comprises two motor vehicle showrooms, with petrol filling station, associated workshops and outside car storage and display. The uses are well established and support the local economy. PPG2 advises that new buildings in the Green Belt are acceptable provided that they are defined in the development plan as a major developed site in the Green Belt. The guidance further explains that limited infilling on such sites may help to secure jobs and prosperity without prejudicing the Green Belt. The character of any proposed redevelopment will need to be considered as well as its footprint as described in annex C of PPG2. Any proposals for partial redevelopment should be put forward in the context of comprehensive, long-term plans for the site as a whole. Proposals should be considered in the light of all material considerations, including for example visual amenity and the traffic and travel implications.

22.86 This proposal will formalise and regulate the status of the showrooms in the Green Belt. The existing residential accommodation attached to the development will be subject to normal planning policies, in particular CN3.

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## Views of the City

HA19 THE FOLLOWING VIEWS, WHICH ARE OF PARTICULAR IMPORTANCE, WILL BE PROTECTED AND WHERE POSSIBLE ENHANCED;

- (1) FROM THE A19, VIEWS OF THE RIVER VALLEY AND TOWARDS PENSRAW MONUMENT
- (2) PANORAMIC VIEWS FROM PENSRAW MONUMENT
- (3) VIEWS EASTWARDS FROM PENSRAW VILLAGE AND THE PENSRAW/PALLION LINE
- (4) VIEWS FROM HIGH MOORSLEY LOOKING NORTH AND SOUTH  
(CN13)

22.87 The topography of the area allows panoramic views of and across local countryside, based particularly on the Magnesian Limestone Escarpment. These views make an important contribution to the environmental quality of the City as well as contributing to local identity - particularly Pensraw Monument. They also serve to promote a positive image of the City to residents and visitors. Located at key points along the Escarpment, they should be protected from intrusive development.

**Table 22.5 Views to be Protected and Enhanced (HA19)**

Location	View	Reason
(1) From the A19 towards Pensraw Monument	along and across the River Valley and towards Pensraw Monument	The River Wear in this location is in a deeply incised and heavily wooded valley with more gentle arable farmed land above. Attractive riverside woodland and meadows create a setting for Pensraw Monument which is a dominant feature in the landscape. The overall effect is to give rise to one of the most attractive - and certainly the most distinctive - environments within the City. Although part of the Green Belt, it should be ensured that any development, even where appropriate, should take account of the setting in order to maintain the quality of the landscape and thereby preserve views. Proposals will be assessed for their effect on the visual character of the river valley.
(2) From Pensraw Monument	panoramic views north and south	Pensraw Monument is one of the most popular tourist attractions in Sunderland and, being one of the highest points in the City (136m), affords views over an extensive area. The landscape will be further enhanced by the creation of Herrington Country Park and any development in the area between the river valley, the A19 and West Herrington in particular will be assessed for visual effect.
(3) from Pensraw Village and the Pensraw/Pallion Line	Views eastwards	The land drops steeply from Pensraw village down to the Pensraw/Pallion line in the river valley. The Monument is clearly visible from the eastern edge of Pensraw village, which is part of the Pensraw and Cox Green walk. Even though this area is within the Green Belt, developments which would be classed as appropriate should take especial care that they do not detract from the landscape.
(4) From High Moorsley	looking north and south	Moorsley Road is perhaps the most rural part of the City. This land comprises a steep, north-facing scarp and upper slopes of projecting limestone ridge at Moorsley; there is open grass and shrub cover on steeper ground with large arable fields on the more gentle slopes. This is a very prominent landform; the road rises steeply from Low Moorsley and affords panoramic views to West Rainton (particularly St Mary's church) and the extensive open countryside of the Durham Plain which lies beyond. Any development between Moorsley and East Rainton will need to be of a high standard and should not detract from the rural appearance of the area.

## Trees and Woodlands

HA20 THE CITY COUNCIL WILL ENCOURAGE AND UNDERTAKE A PROGRAMME OF INTENSIVE PLANTING OF TREE BELTS AND WOODLANDS, USING IN THE MAIN LOCALLY NATIVE SPECIES IN THE FOLLOWING LOCATIONS:-

- (1) TO THE EAST OF HOUSING SITE HA4.2 AT WINDERMERE CRESCENT;
- (2) TO THE WEST OF THE PROPOSED PHILADELPHIA TO COALEY LANE LINK ROAD (HA28.3);

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- |   |
|---|
| (3) THE EASTERN EDGE OF DUBMIRE INDUSTRIAL ESTATE/THE NEW LAMBTON AREA, AND THE NORTHERN AND WESTERN BOUNDARIES OF SEDGELETCHE INDUSTRIAL ESTATE; |
| (4) AROUND THE PERIMETER OF RAINTON BRIDGE NORTH;   |
| (5) ALONG THE EASTERN EDGE OF HETTON AND HETTON DOWNS IN CONJUNCTION WITH RECLAMATION SCHEMES;  |
| (6) FIELD HOUSE QUARRY PERIPHERY.   |
| (CN16)  |

22.88 Additional tree planting will assist in the implementation of other policies of this Plan particularly with regard to the maintenance of settlement breaks and the screening or softening of hard edges of the built up area. Planting is proposed on the first four sites in order to screen visually prominent development or to provide a 'buffer' between conflicting uses such as residential/industry or residential/roads. A well-wooded environment will make a significant contribution to reducing the impact of the urban edges of existing development as well as helping to integrate new development into the natural environment. However, careful consideration will be given to new tree planting proposals to ensure that they do not adversely affect sensitive nature conservation sites and habitats, e.g. Magnesian limestone grassland or wetland areas.

22.89 **Hetton Downs-** Planting along the southern part of Hetton Downs has already been partly implemented in conjunction with the Hetton Lyons Reclamation Scheme. It is proposed to continue planting to the north to screen and soften the urban edge of Hetton in accordance with Great North Forest proposals. A Gateway site for the Great North Forest is proposed at Hetton Lyons.

22.90 **Field House Quarry-**Proposals for the reclamation of Field House Quarry were contained in the 1989 Minerals Local Plan. It is intended that its reclamation will provide woodland/grazing land in keeping with the character and appearance of the existing landscape of the High Haining area. In addition, those exposures of magnesian limestone and sand which are of geological interest are to be preserved whilst protective measures will be undertaken to respect the nearby High Haining SSSI to the immediate east of the quarry. This proposal could again provide opportunities for implementation of the Great North Forest Plan. In the short term the Quarry will be reclaimed using imported waste

22.91 All locations will help to achieve the aims of the Great North Forest, with both implementation and funding through the Council, Forestry and Countryside Commission Grants, assisted where possible through European funding.

### Nature Conservation

HA21 LOCAL NATURE RESERVES ARE PROPOSED FOR DESIGNATION AT:
---

- |                                    |
|------------------------------------|
| (1) HETTON BOGS;                   |
| (2) JOE'S POND AND RAINTON MEADOWS |
| (CN18)                             |

22.92 **Hetton Bogs** is a designated SSSI. It was identified in the Council's "Nature Conservation Statement and Register" as particularly valuable as it is one of only two sites in the Tyne-Tees area known to contain certain wetland communities. The site, part of an open break between the settlements of Houghton and Hetton, is accessible to a large catchment population. It is however also vulnerable to both trespass and development pressures. It is therefore in need of maximum environmental protection, which an agreement to establish a local nature reserve would provide. Discussions regarding a Management Plan for this area continue with the landowner.

22.93 **Joe's Pond** is a spring fed lowland pond which occupies an old brick pit and represents one of the relatively few areas of open water in southern Sunderland and eastern Durham. The site is owned by Durham Wildlife Trust which manages it as a nature reserve. It is adjacent to the Rainton Meadows Nature Park, established after the completion of opencasting works at Rye Hill in 1996. The former site offices are now a visitor interpretation centre serving Rainton Meadows and Joe's Pond as well as a base for the Durham Wildlife Trust. The Great North Forest plan proposes a Gateway site in this area intended to offer people better access to their local countryside for recreation, education and contact with the natural environment. This site is also a key node on the network of footpaths and multi-user routes. The land is owned by the City Council although the aftercare of the site rests with the opencast operators until 2006. On completion of the aftercare conditions, the Council will pursue designation as an LNR.

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### MINERALS AND WASTE DISPOSAL

#### Non-Energy Minerals

HA22 LAND WITH SPECIFIC MINERAL RESOURCES IN THE FOLLOWING AREAS AS SHOWN ON THE PROPOSALS MAP WILL BE SAFEGUARDED AGAINST UNNECESSARY STERILISATION BY DEVELOPMENT:

##### SAND AND GRAVEL:

- (1) WARDEN LAW NORTH AND EAST OF THE QUARRY (83.9 HA)
- (2) GREAT EPPLETON SOUTH OF THE FORMER COLLIERY (34.2 HA)

##### LIMESTONE

- (3) EPPLETON NORTH-EAST OF THE EXISTING QUARRY (26.1 HA)
- (4) PITTINGTON HILL WEST OF ELEMORE RECLAMATION SCHEME (79.7 HA)

MINERAL WORKING IN THESE AREAS WILL NOT NORMALLY BE ALLOWED DURING THE PLAN PERIOD.

(M3)

22.94 This proposal identifies those parts of the Houghton-Hetton area where the exploitation of mineral resources is not anticipated within the Plan Period, but where development which would prevent future extraction will be resisted.

22.95 **Warden Law** reserves are situated to the north and east of the former quarry between the A19 and the B1404, on a ridge running from Houghton-le-Spring to Burdon. The mineral reserves protected in this proposal consist only of the sand and gravel deposits overlying the Magnesian Limestone. Whilst indications from the former quarry suggest that the sand and gravel resources in the south western part of the reserved area (High Moor) may be of marginal quality, this area should continue to be safeguarded from sterilisation (this particular area has also been identified as one of potential archaeological importance). Although there is no residential development close to this area, apart from Old Burdon and Warden Law North Farms, it forms part of an attractive rural area in the Green Belt. It is in agricultural use and indications suggest that it is higher quality land. Any proposals for future working therefore should be considered in the context of the overall policies of this Plan, the prominence of the area in its wider landscape, the loss of higher quality agricultural land and proposals for the former Warden Law Quarry.

22.96 The area of sand and gravel resources to be safeguarded at **Great Eppleton** is situated to the east of the Hetton Lyons Recreation area and south of the former Eppleton Colliery spoil heap where a comprehensive scheme of reclamation is proposed, whilst to the south and east there is an attractive area of open farmland. Any extraction here would have a negative impact on Hetton Lyons Park and could constrain further development of this facility. The existing access to the reserve is via Down Pit Lane, which would not be suitable for use in connection with mineral extraction as it would involve the intrusion of heavy goods vehicles through residential parts of Hetton.

22.97 **Eppleton** is situated north of High Downs Lane, Eppleton Quarry and Eppleton Colliery, and consists of elevated agricultural land. The land is gently undulating within the proposed area, but falls away steeply towards Rough Dene in the north and towards Sharpley Plantations in the east. Much of the landform is screened from the immediate south and west but it is very prominent in longer distance views. Agricultural land within the proposed area is well maintained and some of this land is classified as higher quality. Land adjacent to residential development in Hetton is excluded. Reserves at Eppleton comprise a good quality magnesian limestone which is suitable for a wide range of aggregate uses, but it is proposed to maintain a presumption against mineral extraction during the Plan period for the reasons outlined in Part I. Access remains a constraint at present, although this could be resolved as part of the reclamation scheme proposed in respect of the colliery heap and existing quarry area.

22.98 Magnesian limestone resources at **Pittington Hill** are situated south of Moorsley and west of Elemore golf course between Moorsley Road and the City boundary. The proposed area includes higher quality agricultural land consisting of large fields of mixed arable and grazing with few hedgerows. Pittington Hill is a prominent feature in this area. Housing at Elemore Low Moorsley and Pittington is over 500m from Pittington Hill. There is a small number of dwellings outside these settlements within 500m of the safeguarded area and mitigation measures would need to be taken to protect residential amenity in the event of long term mineral working. The reserves consist of high grade dolomite which may be suitable for sintering in iron making and some lower grade material suitable for aggregate uses. The reserves at Pittington Hill are now the only suitable source of supply in

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Tyne and Wear for this high quality material. In view of the current availability of suitable reserves in County Durham, it is unlikely that the high grade dolomite at Pittington would be needed for at least 30 years.

22.99 Pittington Hill occupies a prominent position and is widely visible from surrounding residential areas. Much of the land is of good agricultural quality. Further constraints include the effect of quarry traffic on surrounding residential areas and the possible effect of extraction on the local farm structure. For these reasons it is considered that extraction within Pittington Hill at the present time would be unacceptable. The safeguarding of dolomite resources at Pittington Hill recognises the specialised requirement for high grade dolomite, the importance of these resources in the longer term and the limited sources of supply elsewhere. Any future consideration of these resources for aggregates or other uses must take account of their specialised nature.

22.100 The easterly part of the reserves identified in the Tyne and Wear Minerals Local Plan will be affected by the alignment of the proposed Hetton Bypass and the boundary of the area to be afforded protection from sterilisation has been amended accordingly.

### Waste Disposal

HA23 WASTE DISPOSAL SITES WILL BE ALLOCATED AT:

- (1) HOUGHTON QUARRY;
  - (2) EPPLETON QUARRY;
  - (3) FIELDHOUSE QUARRY
- (M12, M13, M14, M15, M16, M17)

22.101 Voids for landfill are a finite resource with most remaining sites located in the Houghton-Hetton area and these are likely to be considered for infill within the Plan period. Schemes will need to conform to Part I policies and will be the subject of strict controls over the methods of infilling.

22.102 **Houghton Quarry** is a large potential landfill site with planning and waste management site licence approvals. Because of its location and size, it is of major strategic importance to waste disposal in the Sunderland and Tyne and Wear area. The existing planning approval makes provision for landscaping and environmental works as well as restoration of the quarry to agricultural use by controlled importation of domestic and non-toxic industrial waste. Progressive restoration will be implemented as the landfill proceeds.

22.103 Private options to use this site as the City's main landfill have expired, alternative sites in County Durham having won the contracts for the disposal of the City's waste. This proposal will however be monitored as the opportunities for landfill operations are limited and as contracts are considered for renewal.

22.104 **Eppleton Quarry** is planned to be reclaimed for agriculture, woodland and limited recreational use. It is intended that the void should be filled using colliery waste from the adjacent Eppleton spoil heaps but it may be necessary to supplement this with imported material. An improved means of access to the site will be required, and will form part of a more comprehensive scheme. Part of the Quarry is a Site of Nature Conservation Importance (SNCI), designated for its geological and palaeontological interest. The Marl slate, which lies between the Magnesian limestone and the basal Permian sands, contained a nationally rare fossil which has now been removed to Sunderland Museum. However, it is impossible to preserve the face as the Quarry requires filling in for safety reasons. Therefore, prior to infilling, the Council will require that English Nature be given access to the site for the purposes of obtaining photographic records.

22.105 While reserves of Permian sand are being worked at **Field House Quarry** and its northward extension, scope for reclamation of the quarry is likely to be restricted in the short term. In the latter part of the Plan period, its restoration with imported waste could be considered. Limited quantities of imported construction or other non-toxic waste could be used to regrade the lower slopes after some battering back. Only the minimum amount of imported material necessary to achieve the objective of creating safe conditions and alleviating the visual impact of the workings will be permitted. Vehicular movements necessary to achieve this should have no greater impact in the area than is currently the case.

22.106 All the above are likely to be stimulated through public/private co-operation in the programming, means and methods of infilling to be undertaken.

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## PUBLIC TRANSPORT

### Bus Facilities

HA24 THE CITY COUNCIL, IN CONJUNCTION WITH THE PTE AND BUS OPERATORS, WILL INVESTIGATE POTENTIAL MEASURES TO IMPROVE BUS TRAVEL, PARTICULARLY ON THE A182 FROM EASINGTON LANE TO SHINEY ROW.

(T2,T4)

22.107 This proposal is necessary to support efficient public transport operation in the Houghton-Hetton area in order to ensure that an attractive alternative to car travel is available. This will assist the reduction of exhaust emissions and help to counteract the effects of global warming on a larger scale. At present, the A182 is particularly narrow and congested at points, creating difficulties for both buses and cars alike. With the construction of the appropriate bypasses, traffic management measures can be initiated to help buses stay on time and ease congestion. This will also improve access to shopping and other facilities for those without the use of a car.

22.108 In the longer term, it will then become possible to consider, through traffic management, traffic calming and bus priority measures on a comprehensive scale, ways in which the existing pattern of roads can better serve the residents of the communities. These measures can be supported by other facilities such as better bus shelters, time information and service upgrading. A future Metro link (outside of the Plan period) between Sunderland and Washington using the Penshaw Pallion line would require improved bus services to provide the necessary integration with the existing public transport network.

## PERSONAL MOBILITY

### Multi User Routes

HA25 THE FOLLOWING ARE IDENTIFIED AS STRATEGIC MULTI-USER ROUTES AND WILL BE PROTECTED FROM DEVELOPMENT UNLESS REQUIRED AS PART OF A PUBLIC TRANSPORT CORRIDOR. WHERE STRETCHES ARE ALREADY IN EXISTENCE THEY WILL BE IMPROVED; OTHERWISE NEW LINKS WILL BE PROVIDED TO COMPLETE THE ROUTES PROPOSED:

- (1) PENSRAW/PALLION WAY
  - (2) LAMBTON WAY FROM HERRINGTON COUNTRY PARK VIA THE RECLAIMED LAMBTON COKEWORKS TO THE PENSRAW/PALLION WAY
  - (3) FROM LAMBTON COKEWORKS VIA THE LEAMSIDE LINE CORRIDOR TO LOW MOORSLEY
  - (4) BURN TRAIL FROM LAMBTON COKEWORKS TO GILPIN WOOD
  - (5) HERRINGTON COUNTRY PARK TO HOUGHTON
  - (6) STEPHENSON TRAIL FROM ELEMORE TO THE A19 VIA BROOM HILL AND WARDEN LAW
  - (7) LYONS WAY FROM MOORSLEY TO SALTERS LANE VIA HETTON LYONS COUNTRY PARK
- (T10)

22.109 These routes have been selected from the extensive local network of footpaths, bridleways and other rights of way as being those most appropriate for improvement to multi-user route standard to meet more than local demand. The network links local heritage, sites of natural interest and local centres of population. In forging links from Penshaw Monument to Rainton Meadows via Herrington Country Park and the reclaimed Lambton Cokeworks, the City Council will create the potential for a multi-purpose day visit. This will complement the links between other more established reclamation/recreation schemes such as Hetton Lyons Country Park and Elemore Golf Course.

22.110 *The Penshaw/Pallion Way* is part of a well established east-west route along a disused former railway line and runs from the A182 at Penshaw into Sunderland City Centre. This section of the line also acts as an accessible alternative to the River Wear Trail for those with restricted mobility.

22.111 *Lambton Way* will provide a 5km link from the Penshaw/Pallion Way via the former Lambton Cokeworks to Herrington Country Park based on disused railway lines together with an alternative/return route through Herrington Burn Park. This will be implemented as part of the Lambton Cokeworks reclamation scheme and creates the opportunities for a combined visit to the two schemes once reclamation works are complete.

## HA 22 Houghton - Hetton

22.112 **Leamside Line Corridor** On completion of reclamation at Lambton Cokeworks, a link of a further 3km from Lambton Way to Rainton Meadows will be established alongside the former Leamside Line. Although this railway line is currently disused, it has longer term potential as a public transport corridor and this will be taken into account in the creation of the multi-user route. After Rainton Meadows, the route passes through Rainton village and then follows the reclaimed Moorsley Railway Line to join the Coalfield Way near Low Moorsley.

22.113 **The Burn Trail** establishes a further north/south link through the open break between Fencehouses and Houghton-le-Spring based on Moors Burn and Rainton Burn. It follows the line of the proposed Central Route and provides an alternative route between Lambton Cokeworks and Rainton Meadows via Gilpin Wood.

22.114 **Herrington Country Park to Houghton** provides a route from the proposed Country Park over Herrington Hill then via High Haining and Field House Quarry to the eastern end of Market Place, Houghton. This will increase the Country Park's accessibility locally and allows for a circular route if walked in combination with the Houghton to Herrington strategic footpath (HA26.2)

22.115 **The Stephenson Trail** is a north/south route from the City Centre and the River Wear to the City's southern boundary at Elemore. Based on the former Hetton Colliery Railway designed in 1822 by George and Robert Stephenson, it combines heritage, sculptures and wildlife interest.

22.116 **Lyons Way** is an east-west route passing through Hetton-le-Hole, Hetton Lyons Country Park and onwards to Salters Lane and County Durham. Largely based on a disused railway, it provides a suitable opportunity for a multi-user route.

22.117 In some cases, negotiations with landowners will be needed to secure the necessary linkages and improvements. In other cases consideration will be given to improving access arrangements or surface treatments.

### Strategic Footpath Links

HA26 NEW OR IMPROVED STRATEGIC FOOTPATH LINKS WILL BE PROVIDED IN THE FOLLOWING LOCATIONS:-

- (1) RIVER WEAR TRAIL WITH PENSHAW MONUMENT LOOP;
- (2) HERRINGTON COUNTRY PARK TO HOUGHTON;
- (3) COALFIELD WAY CIRCULAR WALK;
- (4) HIGH HAINING TO BURDON VILLAGE  
(T8, T10)

22.118 These routes complement the multi-user routes identified in the previous proposal. They support the strategic network of links between recreation schemes, areas of natural wildlife interest, gateway sites of the Great North Forest and other features of interest. These, along with the multi-user routes in HA31 will be promoted through leaflets and interpretation guides.

22.119 The **River Wear Trail** follows the south bank of the Wear from the City's western boundary through the James Steel Park to the A19 at South Hylton. Signs and interpretation boards are provided. The loop up to Penshaw Wood SNCI and Penshaw Monument allows walkers to enjoy the panoramic view of the surrounding countryside and is promoted as the Penshaw and Cox Green Walk.

22.120 The **Herrington to Houghton** link includes the Herrington and Newbottle walk and then extends to Houghton-le-Spring and Copt Hill where it joins the Stephenson Trail.

22.121 The **Coalfield Way** follows a circular route beginning at Hetton Lyons Country Park and proceeds via Hetton Park, Hetton Bogs and Rainton Meadows to Moorsley and Pittington Hill, then eastwards to Hetton-le-Hill and returning northwards via Hetton-le-Hole.

22.122 The **High Haining to Burdon Village** link includes the High Haining and Warden Law walk. It also provides an alternative for walkers on the Stephenson Trail and links in to Burdon Dene and Ryhope Dene. In the vicinity of Old Burdon, the Council acknowledges that there is a deviation from the definitive right of way and it is proposed that the existing public right of way be diverted to the new alignment by means of a diversion order, subject to the agreement of the land-owners.

# HA 22 Houghton - Hetton

## Provision for Cyclists

HA27 IMPROVED PROVISION FOR CYCLING WILL BE MADE ON THE FOLLOWING ROUTES:

- (1) CHESTER ROAD (A183) FROM THE CITY BOUNDARY TO THE A19;
- (2) A182 FROM SHINEY ROW TO EASINGTON LANE;
- (3) A690 FROM EAST RAINTON TO THE A19;
- (4) RIVER WEAR TO HASTING HILL;
- (5) SALTERS WAY FROM THE A19 TO THE CITY BOUNDARY (T9)

22.123 Whilst the multi-user routes identified in HA25 are intended primarily for recreational use, these routes will provide the most direct links for those who wish to use their cycles for routine journeys to work, school etc. They are intended to allow safer conditions for those cycling into Washington and Sunderland although once cyclists reach the urban area, they will be encouraged to use multi-user routes. Safety improvements should be made on the existing main roads particularly at slip roads and on roundabouts where cyclists are most vulnerable. In the longer term a minimum one-metre wide strip on the edge of the carriageway should be demarcated and if numbers increase to levels which would justify it, segregated provision on the highway verge could be considered. On the A182 it is anticipated that improvements for cyclists will follow the opening of the Hetton Bypass and Central Route. Implementation will be through traffic regulation orders and the cycling budgets of the TPP/Local Transport Plan.

**Table 22.6 Cycle Routes (HA27)**

Route Proposed	Purpose/Links
(1) Chester Road (A183) City Boundary to A19	Safety measures are required on this primary road, particularly in the built up area of Shiney Row. In the open countryside between Shiney Row and the A19 the route provides access to Penshaw Monument and the multi-user routes which focus on it. Safe passage either on a segregated track or defined space on the edge of the highway may be needed as cycling traffic increases and as the Herrington Country Park is developed.
(2) A182 Shiney Row to Easington Lane	Levels of traffic on this road are expected to fall with the construction of the Central Route and the Hetton By-pass. This will enable consideration to be given to dedicating space on the highway for cyclists. Until then, other measures such as cyclists' priority at traffic lights, safe routes on roundabouts etc. may need to be considered.
(3) A690 East Rainton to A19	Whilst cyclists should not normally be encouraged to use high speed dual carriageway roads such as this, it has to be recognised that they are entitled to do so and that reasonable measures must be taken to ensure their safety, particularly when there is no obvious alternative route. Measures at slip roads and roundabouts, with either segregated tracks or dedicated road space will be considered.
(4) River Wear to South Hylton	This uses relatively quiet minor roads to provide a southwards route from the Penshaw/Pallion Line via Offerton Lane and Foxcover Lane. Its link to the A183 offers cyclists an alternative route into urban Sunderland either along the Penshaw/Pallion line or through Barnes Park.
(5) Salters Way A19 to City Boundary	The route uses existing roads and tracks from Hangman's Lane to the City boundary at High Sharpley. Improvements would include safety measures at junctions, particularly with the B1404.

## HIGHWAYS, TRAFFIC MANAGEMENT AND FREIGHT

### Road Proposals

HA28 THE FOLLOWING NEW ROADS WILL BE CONSTRUCTED DURING THE PLAN PERIOD:-

- (1) CENTRAL ROUTE: WASHINGTON HIGHWAY(A182) TO A690;
- (2) HETTON BYPASS: A690 TO SNIPPERSGATE(A182);
- (3) PHILADELPHIA TO COALEY LANE LINK.
- (4) PENSHAW TO HERRINGTON LINK (A183 TO B1286)



## HA 22 Houghton - Hetton

(T13)

22.124 A study by ECOTEC Research and Consulting Ltd. was commissioned by a consortium of local authorities to investigate problems in the East Durham Coalfield. This highlighted the need for an improved highway infrastructure. The Council appointed specialist consultants to undertake the East Durham Coalfield Infrastructure Study (EDCIS). Proposals in this section are based on its recommendations, but also take into account possible developments in adjoining authorities. The existing primary roads in this area have problems of steep gradients, narrow carriageways and tight bends. More seriously most pass through the older settlements bringing all longer distance heavy goods traffic through residential communities and local shopping centres. Proposals for new roads have therefore been devised which seek to remove as much through and heavy goods traffic as possible from the existing roads to provide direct links from the major highways to all the industrial estates, creating improved access yet avoiding residential communities.

22.125 The proposed schemes are intended to improve the quality of life by removing the majority of through and heavy traffic with its associated noise and air pollution, and allow for environmental improvements to be implemented. In particular, once through traffic has been removed, possibilities can arise for implementing bus priority measures, better facilities for cyclists and pedestrians, and environmental improvements such as traffic calming, floorscape treatments and landscaping/tree planting.

22.126 **The Central Route** was identified by the EDCIS Report and acts in part as a replacement for the Newbottle Bypass, which was an alternative proposal identified in the Draft UDP but now abandoned. The Central Route provides a single carriageway link between the B1284 at Rainton Bridge, which links to the A690, and the A182 Washington Highway to the north of Shiney Row. Junctions are planned at Dairy Lane, Sedgelych Road, the A183 Chester Road and the A182 Washington Highway.

22.127 The route will provide bypasses to the settlements of Houghton-le-Spring, Newbottle, Philadelphia, New Herrington and Shiney Row (on the A182) and for Fencehouses (on the A1052). The scheme is forecast to relieve the Fencehouses area of between 32% and 42% of traffic, with a smaller amount of relief on the A182 through the Newbottle Conservation Area, the southern A182 approach to the Shiney Row roundabout and the A182 through Houghton.

22.128 The Central Route will support other policies in this Plan, allowing for improvements to public transport services and the environment. It will also benefit local communities through increased accessibility together with the associated economic regeneration and investment in the area. The scheme provides access to existing and proposed industrial sites, in particular the Sedgelych and Dubmire Estates, to which existing access is difficult, passing through terraced residential areas which front directly onto the roads. It will also improve access to Rainton Bridge South, and to the proposed industrial site at New Lambton.

22.129 The proposed alignment was chosen after giving careful consideration to all environmental factors. The section through the former Lambton Cokeworks has been re-aligned to protect the site of the waggonway (see also HA10.2) although the final alignment is subject to revision depending on more detailed investigation. Careful design, incorporating substantial planting, will create the opportunity to emphasise the settlement break between Fencehouses and Houghton as well as supporting the Great North Forest and Wildlife Corridors. Following consultation with the NRA the alignment avoids the need for any further culverting of the Moors Burn and minimises its impact on the flood plain.

22.130 Implementation will be by the City Council, although where the road is needed to allow development opportunities to proceed in advance of construction, a legal agreement in respect of a financial contribution by the developer will be required. This will particularly apply to the section from the former Lambton Cokeworks to the Washington Highway.

22.131 **The Hetton Bypass** was also identified in the EDCIS Report. It provides for a single carriageway bypass of both Hetton-le-Hole and Easington Lane between the present A182 junction at Snippersgate and the A690/B1284 junction at Rainton Bridge. At its southern end, it will link with Durham County Council's proposed East Durham Link road to the A19 whilst, at its northern end, it will link via the B1284 with the Central Route to provide a bypass for the whole A182 corridor between Easington Lane and Shiney Row. In the longer term it will also provide in part for a more direct link to the A1(M) in County Durham. The scheme is forecast to relieve more than half of all traffic on North Road. It will also relieve Hetton of traffic from Easington Lane and vice versa.

22.132 This route passes through the settlement break between Hetton and East Rainton, creating the opportunity to locate additional landscaping and planting between settlements, again supporting the Great North Forest initiative and the wildlife corridor. It will support other policies in the Plan, particularly by allowing for

## HA 22 Houghton - Hetton

improvements to public transport services and to the environment. The proposals will also benefit local communities through increased accessibility and the associated economic regeneration and potential for increased investment in the area.

22.133 The proposed alignment for this route was chosen after giving careful consideration to all environmental issues. However, it was not possible to avoid affecting the White Hill SNCI at Easington Lane, although it avoids all other designated sites and the alignment has been repositioned slightly in order to lessen its impact on White Hill. The precise alignment as it passes through Coalbank Square, Moorsley has been determined in order to minimise uncertainty over which properties will be affected. The alignment of the stretch between the A690 and Hazard Lane has not yet been finalised although the principal constraints will be junction requirements at either end of this stretch of the road. A further consideration will be the road's affect on the severance of agricultural land in this locality and detailed design work will only be carried out after full consultation with FRCA/MAFF.

22.134 Implementation will be by the City Council, although this depends on the availability of Transport Supplementary Grant from Central Government.

22.135 **Coaley Lane To Philadelphia Link** - The existing route through Newbottle via Coaley Lane and Philadelphia Lane involves steep gradients in both directions, which tend to exacerbate the effects of vehicle noise and exhaust emissions, particularly from heavy goods vehicles emerging from Philadelphia Workshops. The effect of relieving Newbottle of the above elements of through traffic will be to improve its environment particularly in the Conservation Area.

22.136 Construction of the initial section of this proposed link road has already been completed to provide access for the Coaley Lane housing development in Newbottle as well as forming the western boundary of this site, so maintaining a gap between Newbottle and Sunniside. A roundabout will also be required at the link's northern end at its junction with Philadelphia Lane, which will be located so as to incorporate the existing access to the Philadelphia Workshops. Part of this link will provide access to the Philadelphia Junction housing site north of Coaley Lane (HA4.6).

22.137 **Penshaw to Herrington Link Road** - This road connects the A183 Chester Road to the B1286 (between Market Crescent and Banks Buildings). The roundabout on Chester Road and the first section of the road have been constructed to give access to the Maidens Lea housing development. When completed, this road will assist in diverting traffic out of the centre of Shiney Row and Windermere Crescent, a highly congested section of the existing network at peak periods. As this road will give access to a further housing site, an additional contribution from the builder will be required along with the appropriate legal agreement.

### Improvement Schemes

HA29 LAND WILL BE SAFEGUARDED FOR THE IMPLEMENTATION OF THE FOLLOWING IMPROVEMENT SCHEMES:

- (1) A690 STONEYGATE JUNCTION
- (2) B1285 MURTON LANE JUNCTION
- (T13)

22.138 These schemes are included by reason of their size and impact on nearby land uses. The first of these schemes will provide safety improvements on a busy, grade level intersection whilst the second, although originally conceived as a junction improvement will now also provide a connection with the proposed East Durham Link Road.

22.139 The **A690 Stoneygate junction** is complicated by the fact that access is required to the car showrooms and a petrol filling station directly from the A690. Particular concern relates to the difficulty of long vehicles crossing the central reservation causing an obstruction in the fast lane of the dual carriageway. A scheme to create safer conditions for turning and crossing traffic will be prepared, with consultations held with the owners of nearby properties.

22.140 The **B1285 Murton Lane junction** will be redesigned to allow for a connection to be made to the East Durham Link Road, which is to be constructed by Durham County Council in the adjoining Easington District. This link road will provide a bypass to Murton, access the proposed industrial/business development on the former Murton Colliery site, and further industrial development sites and the Port in Seaham. This will therefore improve access for heavy goods vehicles to the Hetton Lyons Industrial Estate, avoiding their need to travel through Hetton and Easington centres.

## HA 22 Houghton - Hetton

22.141 In developing the Hetton Western Bypass Scheme and the East Durham Link Road (Durham County Council), it was recognised that arrangements would be needed to provide for access to Hetton Lyons for industrial traffic, thus this proposal now includes a partial re-alignment and improvement of Murton Lane, in the vicinity of the present junction, to join the new East Durham Link Road.

### HOUGHTON TOWN CENTRE

22.142 Houghton Town Centre is the main focus for local shopping in the southern part of the City and serves adjacent towns and villages. Newbottle Street and Mautland Square together provide the main shopping area. At the northern end of Newbottle Street there is the reclaimed site of the former Houghton Colliery which will provide a major development opportunity. To the south lies the St. Michael's Conservation Area, local government offices, police station and magistrates court. On the southern edge of the centre lies the Old Brewery a three storey listed building which has been renovated and brought back into use. Houghton Sports Centre lies at the western end of Station Road and would benefit from investment to upgrade facilities. The former Houghton Junior and Infant School site on Newbottle Street will contribute to the Town Centre's vitality if redeveloped for retailing.

### Shopping

HA30 THE MAINTENANCE AND IMPROVEMENT OF HOUGHTON SHOPPING CENTRE WILL BE SUPPORTED.

(S1, S2, S3, S4)

22.143 Although it acts as a focus for surrounding villages, Houghton is a relatively small centre offering a rather limited range of facilities. However it is highly accessible by bus and car and has potential for further development. New residential development in the Easington Lane area will lead to increased demand for improved shopping facilities locally.

22.144 A three year programme of SRB-funded environmental improvements centred on Newbottle Street commenced in 1996. This offers financial support for improvements to buildings fronting onto Newbottle Street as well as improvements to the wider shopping environment. Further measures could include safety and crime prevention initiatives and continued improvements to the Conservation Area. Some element of civic space would contribute to the success of the Houghton Feast.

22.145 Mautland Square currently acts as the main car park for Houghton, although additional parking could be provided at Brinkburn Road. Additional parking has also been provided at the southern end of Newbottle Street as part of recent environmental improvements.

HA31 THE FOLLOWING SITES, AS SHOWN ON THE PROPOSALS MAP, ARE ALLOCATED FOR DEVELOPMENT OPPORTUNITIES TO SUPPORT THE REGENERATION OF HOUGHTON TOWN CENTRE:

(A) EDGE-OF-CENTRE SITES:

- (1) FORMER HOUGHTON COLLIERY SITE
- (2) BRINKBURN CRESCENT CAR PARK, THE FORMER HALLIWELL ST GAS DEPOT AND ADJACENT SITE

(B) IN CENTRE SITE:

- (3) FORMER HOUGHTON JUNIOR AND INFANT SCHOOL SITE ON NEWBOTTLE STREET

A COMBINATION OF THE FOLLOWING USES WOULD BE ACCEPTABLE:-

SHOPPING (A1), OFFICES AND BUSINESS (B1), HOUSING (C3), LEISURE (D2), COMMUNITY USES (D1), CAR PARKING AND OPEN SPACE.

WITH REGARD TO THE EDGE-OF-CENTRE SITES, DEVELOPMENT OF KEY TOWN CENTRE USES WILL BE ALLOWED PROVIDED:-

- (i) THERE IS NO SUITABLE ALTERNATIVE LOCATION IN HOUGHTON TOWN CENTRE; AND
- (ii) IT DOES NOT SOLELY OR CUMULATIVELY WITH OTHER RECENT DEVELOPMENTS OR OUTSTANDING PERMISSIONS DIVERT INVESTMENT FROM EXISTING CENTRES SO AS TO THREATEN THEIR VITALITY AND VIABILITY; AND
- (iii) IT CONTRIBUTES TO A BALANCED DISTRIBUTION OF FACILITIES ACCESSIBLE TO ALL SECTORS OF THE COMMUNITY (PARTICULARLY TO THOSE WITH LOW LEVELS OF PERSONAL MOBILITY) BY PUBLIC TRANSPORT, ON FOOT OR CYCLE AS WELL AS BY CAR, AND
- (iv) IT DOES NOT HAVE AN ADVERSE EFFECT ON OVERALL TRAVEL AND CAR USE.

(EC5, EC8, S2, S5, L1)

## HA 22 Houghton - Hetton

22.146 Development on these sites, and any other development opportunity site which might arise in Houghton Town Centre, should make a positive contribution to the vitality and viability of the Houghton Town Centre. The Council will seek to ensure through its land ownership and development control powers, that the uses to be developed on each of these sites are complementary to each other and to existing uses in the Town Centre, in order to provide a balanced mixture of the above uses. The Council will take specific account of:

- a) the impact of new proposals on existing Town Centre activities,
- b) the implications of traffic generated by new development in relation to the scheme implemented in Newbottle Street
- c) the visual impact of proposals, particularly in relation to the prominently located Houghton Colliery site.

22.147 Allocation of these opportunity sites within an overall policy allows for a degree of flexibility regarding the permitted uses on each site. It is intended that investment on these sites will provide a range of new facilities which will enable Houghton Town Centre to compete more effectively with other centres thereby promoting its attractions in a competitive market, while pursuing the interests of sustainability by encouraging people to meet their needs locally. The additional spending power generated by some new housing will only be of benefit to Houghton Town Centre if the facilities it provides are sufficiently attractive to encourage new residents to use them rather than travelling further afield. Car parking provision will be expected to serve the existing uses in the town centre as well as the proposed sites.

22.148 **Former Houghton Colliery Site (4.8 ha)** This site is edge-of-centre and development for key town centre uses will be subject to there being no suitable alternative location within Houghton Town Centre. Its location means it will be highly visible and accessible. It is large enough to accommodate a variety of uses. Provision of landscaping, open space, and pedestrian links to the town centre, will be built into any development proposal. Access will be provided by a roundabout onto Newbottle Street. A development brief for this Council owned land will be prepared to guide development and promote the site.

22.149 **Brinkburn Crescent Car Park, Halliwell St and adjacent site (1 ha):** This site is edge-of-centre and development for key town centre uses will be subject to there being no suitable alternative location within Houghton Town Centre. It is in three different ownerships which, if brought together, offers significant advantages for redevelopment. Although adjacent to the Houghton Colliery site, it is at a much lower level, and can best be accessed from Brinkburn Crescent. Because of the previous use on part of the site, the developer will be required to investigate and take appropriate measures to mitigate any ground condition problems, in accordance with EN14.

22.150 **Former Houghton Junior and Infants School site: (0.5 ha)** This site benefits from a Newbottle Street frontage and could therefore be attractive to a commercial developer or for a mixed development with a commercial element on the frontage. Any scheme for this key site will be expected to conform to a high standard of design and maintain some consistency with neighbouring uses.

### Recreation

HA32 THE CONTINUED DEVELOPMENT OF HOUGHTON SPORTS COMPLEX AND THE PROVISION OF ADDITIONAL SPORTING FACILITIES WILL BE PROMOTED.

(L1, L4)

22.151 This policy seeks to promote the further provision of sporting facilities at this central site which is a District recreational facility. An under provision in several indoor sports in the City has been identified, therefore land at the Houghton Sports Complex could provide for additional indoor and outdoor sporting activities. This would maximise the opportunity for this centrally located facility to serve the needs of the wider Houghton-Hetton area. Improvement could be undertaken using Sports Council and Lottery funding.

### Built Heritage

HA33 THE PROVISION AND/OR IMPROVEMENT OF VISITOR FACILITIES TO ENHANCE THE ATTRACTION OF THE ST. MICHAEL'S CONSERVATION AREA WILL BE SUPPORTED.

(EC9, B5)

## **HA 22 Houghton - Hetton**

22.152 This proposal complements Proposal HA3 covering Nesham Place conservation area, by extending its provisions to the St. Michael's Conservation Area. Whilst St. Michael's Church, its associations with Bernard Gilpin and the generally pleasant surroundings, attract visitors throughout the year, the annual Houghton Feast held each year in October is the principal event both for local residents and outsiders. The City Council publishes a guide to the Conservation Area which identifies the main features of interest. Major improvements have recently been achieved through the renovation of the fire damaged former brewery buildings.

# Appendix A

## A6 SHOPPING FLOORSPACE CALCULATIONS

### A. Projected U.K Annual Average Per Capita Consumer Retail Expenditure (£s)

(derived from URPI Information Brief 94/2)

Trend	Convenience			Durable			All Goods		
	81-92	76-92	63-92	81-92	76-92	63-92	81-92	76-92	63-92
1992 Base	1034	1024	1018	1366	1333	1274	2388	2342	2260
2006 Projection	1140	1092	1071	2663	2396	2078	3516	3227	2893
1992-2006 Factor	1.102	1.066	1.052	1.949	1.797	1.631	<b>1.472</b>	<b>1.378</b>	<b>1.280</b>

### B. Base City Floorspace (m2) 1992

(Source: Strategic Guidance Monitoring 5th Update: aggregate of main, secondary and other centres, along with out of centre floorspace.)

Convenience	Durable	All Goods
68,435m <sup>2</sup>	137,272m <sup>2</sup>	205,707m <sup>2</sup>

### C. City Population

1992	297,100 (OPCS mid year estimate)
2006	299,500 (UDP Strategy)

Change Factor **1.0081**

### D. Projected Floorspace Change derived from above (all goods)

	81-92 Trend	76-92 Trend	63-92 Trend
Factor determining change (changes in expenditure population changes (A x C))	1.4839	1.3892	1.2904
Resulting potential floorspace requirement 2006 (sq. m.)	305,249	285,768	265,444
1992 floorspace (sq. m.)	68,435	137,272	205,707
Potential additional floorspace required by 2006 (sq. m.)	+99,542	+80,061	+59,737

NB As indicated by URPI in the Information Brief, the 1981-1992 trend is dominated by the high growth of the 1980's and produces 1992 projections in excess of actual 1992 expenditure; as a result URPI did not consider it could be used for realistic future planning. Consequently the 1963-1992 trend (which gives the 'best fit') and the 1976-1992 trend (which should be treated with caution) have been used to provide the basis for future floorspace requirements within the City.

# Appendix A

## A1 POPULATION AND HOUSEHOLD PROJECTIONS

### Population

1981	1991	2001	2006	
		295,100	293,800	R&I 1994 based Central option projection
297,300*	296,400*	295,000	295,000	OPCS 1993 based projection
		295,500	296,500	UDP Strategy projection

\*OPCS Mid-year figure (actual)

### Numbers of Households

1981	1991	2001	2006	
		123,500	126,100	R&I 1994 based Central option projection
	113,800*	126,000	130,000	OPCS 1993 based projection
		123,700	127,100	UDP Strategy projection

\*R&I Mid-year figure (actual)

### Breakdown of Household Types (Central Option/ UDP Strategy Projection)

	2001		2006	
	<i>R&amp;I</i>	<i>UDP</i>	<i>R&amp;I</i>	<i>UDP</i>
Married Couples	59,800	59,800	58,000	58,400
Lone Parent	9,100	9,200	9,200	9,300
One person	38,600	38,700	42,300	42,600
Other	16,000	16,000	16,700	16,900
	123,500	123,700	126,100	127,100

### Household Size (Central Option)

	1994	1996	2001	2006
Sunderland	2.45	2.41	2.35	2.29
Tyne and Wear	2.36	2.32	2.26	2.20

Central Option is based on a weighted average of migration within the U.K. It has been adopted by R&I for the Tyne and Wear area.”

# Appendix A

## A2 DWELLING CALCULATIONS

	<b>2001</b>	<b>2006</b>
Household increase 1994-2001/2006 <sup>1</sup>	4,712	8,139
+ demolitions 1994-2001/2006 <sup>2</sup>	1,072	1,742
	<hr style="width: 100%; border: 0.5px solid black;"/>	<hr style="width: 100%; border: 0.5px solid black;"/>
	5,784	9,881
+ 4% vacant at 2001/2006	231	395
	<hr style="width: 100%; border: 0.5px solid black;"/>	<hr style="width: 100%; border: 0.5px solid black;"/>
	6,015	10,276
+ completions 1988-1993	4,045	4,045
	<hr style="width: 100%; border: 0.5px solid black;"/>	<hr style="width: 100%; border: 0.5px solid black;"/>
	<b>10,060</b>	<b>14,321</b>

1. Projection by R&I Unit based on Plan strategy of reducing net migration to zero by 2006.
2. Projection from recent trends.



# Appendix A

## A3 HOUSING SITES

This appendix lists all housing sites of more than 10 units completed/committed between 1.1.88 and 31.12.96, and those proposed in the UDP.

### Notes:

Fully completed sites: Tables marked 'A' list sites of more than 10 units, fully completed between 1.1.88 and 31.12.96 (including sites started before 1988: only plots completed since 1.1.88 are included).

Commitments: Tables marked 'B' list sites of more than 10 units available in planning terms, i.e. with outline/full or (in Washington New Town) Section 7.1/ 7.2 permission granted between 1.1.88 and 31.12.96, or under construction at 31.12.96. These sites are protected under Policy H11 and are shown on the Proposals Map.

Proposed sites: Tables marked 'C' list sites proposed in Policies SA9, NA7, WA4, HA4, and corresponding policies in the insets. They may include sites which have received planning permission since 31.12.96.

Restructuring schemes: Tables marked 'D' list those areas of Council housing programmed for restructuring where it is likely that a substantial element of new-build will be incorporated. Until detailed plans are drawn up, it is not always possible to quantify the amount of new-build housing to be provided. New-build within restructuring schemes is regarded as the replacement of existing housing; it is therefore not included in the calculations set out in Table 5.4 and Policy H3.

HLA Ref.: This column provides a cross-reference to the Housing Land Availability Register, published half-yearly by the City Council.

Gross area (ha.): The gross hectareage is the total area within the site boundary, including roads, footpaths, landscaping and incidental open space.

Dwelling capacity/ Dwellings completed: Site capacities and numbers of dwellings completed are as at 31.12.96. For proposed sites, capacities are estimated, generally on the basis of the densities achieved in recent years for similar sites and locations.

Ownership: The base-date for this information is 31.12.96.

Housing policy requirements: These are included in Proposals SA9, NA7, WA4 and HA4. Each site has a selection from the following range, appropriate to the size and location of the site. The full policies may be found in Chapters 3, 5, 9 and 10.

- R3 Developer contributions to social and service infrastructure
- H7 'Executive' housing
- H10 Phasing
- H14 Special needs housing, threshold 50 units or more
- H15 Accessible housing, threshold 20 units or more
- H16 Affordable housing, threshold 50 units or more
- H21 Open space, threshold 40 bedspaces or more
- EN14 Contaminated/unstable land - likely problem sites are identified but it should not be inferred from the absence of any reference to Policy EN14 that a site is known to be free from contamination and/or instability.
- B20 Public art, threshold 50 units or more

Comments: Additional information is provided on site constraints and opportunities.

### Abbreviations:

- CNT: Commission for the New Towns
- HA: Housing Association
- TWDC: Tyne and Wear Development Corporation

# Appendix A

## URBAN SOUTH

(The area of Sunderland Town lying south of the River Wear and generally north of a line between Grangetown and the A19/A183 junction)

### URBAN SOUTH A. Fully completed sites

HLA Ref.	Location	Dwellings completed
S44	North of Elstob House	2
S101	Leechmere Road	54
S109C	Suffolk Street/Tower Street	27
S183B	Winsham Crescent	39
S199	The Royalty	18
S252	Rutland Street	36
S253	Claxheugh Road	15
S286A	Former Brewery, Westbourne Road	30
S293	Junction Hylton Road/Wilson Street	24
S294	General Graham Street	18
S307A	Hendon School/Norman Court	26
B		31
C		25
D		11
S333A	Coronation Street/James William Street A	60
S340	Mount Road/Oaklands Terrace	17
S365	Beech Holm, The Cedars	52
S375	123 Queen Alexandra Road	12
S380	Fordfield Road I	31
	II }	53
	III }	
S435	Earl Street	19
S437B	Sunderland Forge, Neville Road B & C	50
C		36
S449	Cornings Playing Fields	63
S462A	Portsmouth Road, Pennywell A	37
S468	Sussex/ Borough Courts, Hendon	26
	<b>TOTAL</b>	<b>812</b>

### URBAN SOUTH B. Commitments

HLA Ref.	Location	Gross area (ha.)	Dwelling capacity/ Dwellings completed	Ownership	Status
S333B	Coronation Street/ James William Street B	0.07	4 0	HA	Full approval (12/95); although less than 10 units, this site forms part of a larger site already identified in the Deposit UDP and is therefore retained in this table
S428	Egerton Street/ Toward Road, Hendon	0.24	16 0	Private	Lapsed full approval (granted 11/90)
S446	Midmoor Road/ Sheridan Street, Pallion	0.11	14 0	Private	Lapsed outline approval (granted 12/91)
S462B	Portsmouth Road, Pennywell B	0.17	6 0	HA	Under construction. On size, see note to S333B above.

# Appendix A

S496	Neville Road, Pallion	0.83	28 8	TWDC	Under construction
	<b>TOTAL</b>	<b>1.42</b>	<b>68</b> <b>8</b>		

## URBAN SOUTH C. Proposed sites

UDP Proposal/ HLA Ref.	Location	Gross area(ha)/ Est dwelling capacity	Ownership/ Housing policy requirements	Comments
SA9(1) S463	Cambria Street, South Hylton (Harry Marsh)	2.00 60	Mixed (Private & Council) H14/15/16/21 B20	Depends on relocation of fabrication works
SA9(2) S31A	Sunnyside, South Hylton	0.50 12	Council H21 EN14	Development Brief available
SA9(3) S497	North of St. Lukes Road/ Quarry View School	7.70 230	Council H14/15/16/21 B20	Part subject to relocation of school. Development Brief to be prepared.
SA9(4) S524	Grindon Hall, Pennywell	1.17 40	Public H15/21	Grindon Hall should be retained: it would be suitable for conversion to flats (C3) or nursing home (C2)
SA9(5) S278	South of High Grindon House, Grindon Lane	0.70 40	Council H15/21	Surplus to educational requirements; possible special needs housing
SA9(6) S498	Havelock Hospital	7.55 230	Public H14/15/16/21 B20	Hospital closed 1995
SA9(7) S395	Former Pallion Station	0.43 17	Council H21	Special needs housing likely
SA9(8) S525	Ashbrooke Sports Ground	0.53 56	Private H14/15/16/21 B20	Previous application for 56 flats withdrawn
SA9(9) S499	Railway Sidings, East End	4.00 250	Public H14/15/16/21 B20 EN14	Mix of family and special needs, related to restructuring of East End and new open space (SA26)
SA54(11) (City Centre Inset) S500	Russell Street West	0.70 47	Mixed (Private & Council) H15/21	Suitable for special needs/ affordable housing. Commercial development is an alternative on this site.
SA56 (City Centre Inset)	Former Royal Infirmary	1.50 100	Public H14/15/16/21 B20	Suitable for high density housing. Prominent site on major route into City Centre: high standard of design required. Some existing buildings worthy of retention. Commercial development is an alternative on this site.
SA66 (City Centre Inset) S320	Cresswell Villas, Tunstall Road	0.29 18	Public H21	Lapsed outline approval for sheltered housing (granted 11/85)
	<b>TOTAL</b>	<b>27.07</b> <b>1100</b>		

# Appendix A

## URBAN SOUTH D. Restructuring schemes

UDP Proposal	Location
SA11(1)	Pennywell
SA11(2)	Thorney Close

## SOUTHERN PERIPHERY

(The area of Sunderland Town lying generally south of a line between Grangetown and the A19/A183 junction)

### SOUTHERN PERIPHERY A. Fully completed sites

HLA Ref.	Location	Dwellings completed
S58B	Paddock Wood	2
S69	South of Hall Farm, Doxford Park	48
S151	Middle Herrington Farm, Foxcover Lane	13
S171	Premier Road, Plains Farm	20
S209	Tunstall Fire Station	16
S236A	Former St. Aidan's Works, Grangetown A	2
S315	Ryhope Road	40
S344A	Former Ryhope School South Block A	31
S354	Former New Silksworth Junior School	33
S358	Mill Hill Road, Doxford Park	108
S382	Silksworth Road	16
S390	Burdon Road, Tunstall	44
S393	Aldenham Road, Gilley Law	149
S409A	Hall Farm Road, Doxford Park	51
B		120
S423	Vicarage Farm, Silksworth	47
S442	East of Brick Row, Ryhope	33
S461	Allendale Road, Farringdon	50
	<b>TOTAL</b>	<b>823</b>

### SOUTHERN PERIPHERY B. Commitments

HLA Ref.	Location	Gross area (ha.)	Dwelling capacity/ Dwellings completed	Ownership	Status
S236B	Former St. Aidan's Works, South of Sea View Street, Grangetown B	0.20	130	Private	Lapsed outline approval (granted 9/88)
S344B	Former Ryhope School South Block B	2.00	694	Private	Under construction
S389	Land at Brick Row, Ryhope	1.86	483	Private	Under construction
S392 + S406	Rear of East Farm/ Middle Farm, Tunstall	0.65	126	Private	S392 (6 units) completed 7/92, S406 (6 units) not yet started (lapsed outline approval 12/89)
S409C	Hall Farm Road, Doxford Park C	3.65	10689	Private	Under construction
S466	Trevarren Drive, Hollycarrside	2.34	5334	Private	Under construction
S505	South of Tunstall	1.50	24	Private	Full approval 11/96

# Appendix A

	Lodge, Doxford Park		0		
	<b>TOTAL</b>	<b>12.20</b>	<b>325</b>		<b>136</b>

## SOUTHERN PERIPHERY C. Proposed sites

UDP Proposal/ HLA Ref.	Location	Gross area(ha)/ Est dwelling capacity	Ownership/ Housing policy requirements	Comments
SA9(10) S52	Mariville, Ryhope	0.57 18	Council H21	Largely disused garage court. Difficult access but could be linked with new housing adjacent. May be suitable for family housing or for special needs.
SA9(11) S526	Featherbed Lane, Ryhope	0.86 20	Private H15/21/22	Preferably to be developed as part of SA9(12). Off-site road and drainage works may be required. Developer contributions to be sought towards re-location/ upgrading of existing allotments and provision of new allotments (see SA31(1), 31(8)).
SA9(12) S53	Viewforth Road (South), Ryhope	2.40 55	Private H10/14/15/16/ 21/22 B20	Depends on off-site drainage works and improvements to access from Stockton Road. Layout to take account of proposed Southern Radial Route to the south (SA50(5)). Developer contributions to be sought towards highway works and open space.
SA9(13) S501A	Wellfield Farm, Ryhope	5.77 130	Public H10/14/15/16/ 21/22 B20	) Hospital land surplus to ) requirements. Development ) to be phased in line with
SA9(14) S501B	Ryhope General Hospital	3.33 80	Public H10/14/15/16/ 21/22 B20	) construction of Doxford ) Park Ryhope Link Road (SA52(2)).
SA9(15) S502	Cherry Knowle (North), Ryhope	6.25 140	Public H7/10/14/15/16 /21/22 B20	) Consideration to be given to retention ) of attractive landscape and buildings ) within Cherry Knowle sites.
SA9(16) S503	Cherry Knowle (West), Ryhope	13.25 230	Public H7/10/14/15/16 /21/22 B20	) Developer contributions to be sought ) towards highway works and open ) space.
SA9(17) S504	Rushford, Ryhope	11.02 330	Private H10/14/15/16/ 21/22 B20	Probably lower cost family dwellings and part special needs (fairly close to Ryhope Street). Full development dependent upon construction of Doxford Park-Ryhope Link Road; a lesser number could be possible from improved existing access off Ryhope Street, at developer's initiative. Developer contributions to be sought towards highway works and open space.
SA9(18) S54	Tunstall Terrace, Ryhope	2.13 60	Mixed (Council & Private) H14/15/16/21 B20	Largely family housing expected. Development Brief available.
SA9(19) S506	East of Silksworth Lane, High Newport	1.36 30	Council H15/21	Access from reconstructed roundabout on Silksworth Lane

# Appendix A

SA9(20) S464	Chapelgarth, Doxford Park	34.51 860	Council H7/10/14/ 15/16/21/ 22 B20	Master plan prepared. Individual briefs will be prepared for the various sites, release of which will be phased in line with construction of on-site distributor road. Mix of house types, largely for family accommodation but to include special needs. 'Executive' housing on approx. 8 ha. at 10 per ha. Overall development requires open space, community facilities and landscaping. Developer contributions to be sought towards highway works and open space.
SA9(21) S507	Clinton Place, Doxford Park	3.50 100	Council H14/15/16/21 B20	Development Brief to be prepared. Major tree belts to be retained and substantial landscaping to south and east required to maintain sense of open break.
	<b>TOTAL</b>	<b>84.95</b> <b>2053</b>		

## SOUTHERN PERIPHERY D. Restructuring schemes

UDP Proposal	Location
SA11(6)	Mill Hill Road

## SUNDERLAND NORTH

(The area of Sunderland Town lying north of the River Wear)

### SUNDERLAND NORTH A. Fully completed sites

HLA Ref.	Location	Dwellings completed
S2A	Castletown	69
B		31
C		83
D		33
E		63
S6B	Old Mill Road, Southwick B	16
S232	Seaburn Ocean Park	44
S275	Cranberry Road A	31
S289	Wiltshire Road	61
S329	Dykelands Road A & B	39
S330	Brandling Street A & B	11
S350	Land at Hilltop, Newcastle Road	39
S367	Rear Carley Lodge, Carley Hill	13
S368	Rotherfield Road	32
S401	Former Fulwell Infants School	49
S408B	North Dock, Roker B	28
S448A	North Sands/ St. Peter's, Monkwearmouth	95
B		93
S454	Carley Square, Southwick	25
S458	Bathgate Avenue, Town End Farm	26
S459	The Oval, Southwick	24

# Appendix A

S475	Cato Street, Southwick	12
S476	Keighley Square, Downhill	22
S477	Off Kingsway Road, Downhill	34
S479	South of Kingsway Road, Downhill	25
	<b>TOTAL</b>	<b>998</b>

## SUNDERLAND NORTH B. Commitments

HLA Ref.	Location	Gross area (ha.)	Dwelling capacity/ Dwellings completed	Ownership	Status
S284	Ramillies Road	0.46	16 0	Council	Under construction
S323A	Cramlington Road A	0.95	26 0	Council	Under construction
S323B	Cramlington Road B	2.15	68 0	Mixed (Council & HA)	Full approval for 21 dwellings on part of site 9/96
S348	Gillside, Roker Terrace	0.18	36 0	Private	Lapsed full approval (granted 5/88)
S408A	North Dock, Roker A	5.91	280 38	TWDC	Under construction
S460	Land rear of Fulwell Methodist Church, Dovedale Road	0.28	18 0	Mixed (Council, Private & Unknown)	Full approval for aged persons dwellings 10/92. Ownership difficulties.
S508A	Roker Park Football Ground	2.70	130 0	Private	Outline approval 9/96
S519	Luxdon Laundry Site, Fulwell Road	0.89	24 0	Private	Full approval 10/95
	<b>TOTAL</b>	<b>13.52</b>	<b>598</b> <b>38</b>		

## SUNDERLAND NORTH C. Proposed sites

UDP Proposal/ HLA Ref.	Location	Gross area(ha)/ Est dwelling capacity	Ownership/ Housing policy requirements	Comments
NA7(1) S282	Cranberry Road B	1.80 40	Council H15/21	Part could be suitable for family housing. Development Brief available.
NA7(2) S283	Cartwright Road	0.32 20	Council H15/21	Suitable for low cost starter homes. May be necessary to reserve strip to widen Cartwright Road. Development Brief available.
NA7(3) S281	Hylton Lane	3.85 140	Council H14/15/16/21 B20	Could be suitable for low cost homes. Care should be taken to minimise visual impact of development on higher slopes. Development Brief being prepared.
NA7(4) S285	Kidderminster Road	3.40 120	Council H14/15/16/21 B20	Suitable for special and family housing. Drainage and geology make this more likely a long term site.
NA7(5) S291	Fulwell Quarries (West)	0.76 30	Council H15/21	Development Brief being prepared.
NA7(6)	Fulwell Quarries	4.50	Council	Suitable for special and family housing.

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S292	(East)	160	H14/15/16/21 EN14 B20	Sewer and access improvements required. Development Brief being prepared.
NA7(7) S290	Carley Hill Road	0.98 90	Council H14/15/16/21 B20	Suitable for special needs. Restrictive covenant for open space use. Development Brief available.
NA7(8) S288	Redby School	0.60 50	Council H14/15/16/21 B20	May be suitable for special needs. Development Brief being prepared.
NA7(9) S508B	Land NE of former Roker Park Football Ground	1.00 35	Mixed (Council & Private H15/21	Site presently occupied by car showroom and adjacent parking area
	<b>TOTAL</b>	<b>17.21</b> <b>685</b>		

### SUNDERLAND NORTH D. Restructuring schemes

UDP Proposal	Location
NA9(1)	Central Southwick
NA9(2)	Carley Road maisonettes, Southwick
NA9(5)	Town End Farm and Downhill communal access flats and traditional housing

## WASHINGTON

(The area lying north of the River Wear and west of the A19, including Springwell Village)

### WASHINGTON A. Fully completed sites

HLA Ref.	Location	Dwellings completed
W13	Ayton Project 4	32
W17	Emerson Road, Ayton	94
W71	Donwell Project C(6)	7
W89	Fatfield Project 9 Phase 1	2
W90	Fatfield 10 I }	10
	II }	98
	III }	10
W128B	Lambton Project 7 (11)	12
W162	Rickleton Project 4	3
W165	Rickleton Project 7 I	2
	II }	32
	III }	
W182	Red Row Quarry, Springwell	51
W214	Usworth Golf Course Project 4	
	1	1
	2	6
W261	Usworth Golf Course Project 6	12
W262	Picktree Lane, Rickleton	29
W267	Teal Farm	385
W268	Waterloo Road	23
W279	Northumberland Way/Horsley Road, Barmston	46
	<b>TOTAL</b>	<b>855</b>



# Appendix A

## WASHINGTON B. Commitments

HLA Ref.	Location	Gross area (ha.)	Dwelling capacity/ Dwellings completed	Ownership	Status
W131B	Lambton Project 9, Phase 2B	0.50	15 0	CNT	
W307	Teal Farm, Pattinson South	2.80	73 0	Private	Full approval (subject to legal agreement)
W274	Station Road, Barmston	0.31	35 0	Private	Lapsed full approval for flats (granted 2/89)
W283	Albion House, Windsor Road, Springwell	0.21	14 0	Private	Under construction
W288	Usworth Hall, Stephenson Road	6.88	186 129	Private	Under construction
W294	Land at Usworth Hall, Waterloo Rd/ Rutherford Road	1.00	16 0	Private	Full approval for 10 dwellings 10/92 - under construction; further full approval for 6 apartments on part of site 6/95
	<b>TOTAL</b>	<b>11.70</b>	<b>339</b> <b>129</b>		

## WASHINGTON C. Proposed sites

UDP Proposal/ HLA Ref.	Location	Gross area(ha)/ Est dwelling capacity	Ownership/ Housing policy requirements	Comments
WA4(1) W295	Former Tree Nursery, Rickleton	10.40 120	CNT H7/15/21 B20	Outline approval 11/96 for 104 units but a revised proposal for up to 120 units would be acceptable in policy terms
WA4(2) W302	Washington Junction	5.27 160	Council H14/15/16/21 EN14 B20	Suitable for family and special/affordable. Development Brief being prepared.
WA4(3) W303	Fatfield School	2.06 20	Council H7/15/21	Suitable for 'executive' housing
	<b>TOTAL</b>	<b>17.73</b> <b>300</b>		

## WASHINGTON D. Restructuring schemes

UDP Proposal	Location
WA5(1)	Blackfell
WA5(2)	Hastings Court, Sulgrave

# Appendix A

## HOUGHTON-HETTON

(The area lying south of the River Wear and west of the A19)

### HOUGHTON-HETTON A. Fully completed sites

HLA Ref.	Location	Dwellings completed
W140	Mount Pleasant A	31
	B	50
	D	63
	E	65
H8	Bunker Hill, Philadelphia	139
H9G	South Street, Garden Street, Newbottle	18
H17	Robin Lane	1
H23A	Barrington Terrace, Hetton Downs A	18
H27/28	Station Road West	47
H37	West Barnwell Farm	85
H122	Rear of St. Aidan's Terrace, New Herrington	29
H160	Back Lane/Langdale Road, Penshaw	24
H161A	Black Boy Road, Chilton Moor	64
H177	Rear Sutherland House, New Herrington	41
H188	37-67 Caroline Street	15
H205	Gillas Lane, Houghton	84
H208A	Coaley Lane, Newbottle A	50
H218	Churchside Nurseries, Easington Lane	24
H219	Former kitchens, Shiney Row Junior School	25
H225	Former Houghton School, Hetton Road	79
H226A	East of Windermere Crescent, Shiney Row A	101
H227	Quarry House Lane/ Robin Lane, East Rainton	71
H228	High Street/Elemore Lane, Easington Lane	20
H241	North Street/Thomas Husband Street	59
H262	Former Bernard Gilpin School, Houghton	48
H263	Forest Estate, Easington Lane	14
H279	Westleigh Road (Coaley Lane), Newbottle	20
	<b>TOTAL</b>	<b>1285</b>

### HOUGHTON-HETTON B. Commitments

HLA Ref.	Location	Gross area (ha.)	Dwelling capacity/ Dwellings completed	Ownership	Status
W140C	Mount Pleasant C	3.38	42 37	CNT	Under construction
H18	Rear of Three Tuns PH Broom Hill	0.89	16 0	Private	Lapsed outline approval (granted 12/90)
H23B	Barrington Terrace, Hetton Downs B	0.80	28 0	HA	Lapsed outline approval (granted 11/91) for 16 flats and 6 pairs of bungalows
H199	Philadelphia Lane, Newbottle	1.90	20 11	Private	Under construction
H208B & C	Coaley Lane, Newbottle B & C	8.30	233 0	Private	Full approval 12/95
H234	Glengarry/ Lyons Avenue	0.77	19 0	Private	Lapsed outline approval (granted 10/93)

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H256	Land between Durham Road/A690, East Rainton	1.40	14 12	Public	Under construction
H275	Off Golf Course Road, Boundary Houses	3.61	100 65	Private	Under construction
H282	Lambton Cokeworks, Boundary Houses	3.50	80 0	Council	Lapsed outline approval (granted 9/92, renewed 1994). Major reclamation works required. Final development boundaries may vary subject to reclamation and road constraints (Central Route: HA28(1)). Future planning approvals may be related to a development brief which will include UDP policy requirements for a mix of housing.
H300	Shiney Row Social Club	0.57	22 0	Private	Under construction
H302	Northern Electric Depot, Station Road, Penshaw	1.20	30 0	Private	Outline approval 12/96.
	<b>TOTAL</b>	<b>26.32</b>	<b>604</b> <b>125</b>		

## HOUGHTON-HETTON C. Proposed sites

UDP Proposal/ HLA Ref.	Location	Gross area(ha)/ Est dwelling capacity	Ownership/ Housing policy requirements	Comments
HA4(1) H283	West of Shiney Row	16.50 400	Private R3 H10/14/15/ 16 /21 B20	Development must take account of multi-user route and need for landscaping along line of Central Route. Developer contributions to be sought towards highway works and necessary community facilities which will be required as a result of the development.
HA4(2) H226B	E of Windermere Crescent, Shiney Row B	1.20 24	Private H15/21	Suitable for special needs. Dependent on construction of access road (HA28(4)).
HA4(3) H284	Success Road, Philadelphia	1.65 50	Private H14/15/16/21 B20	Suitable for special needs
HA4(4) H285	South of Aster Terrace, Success	2.00 60	Council H14/15/16/21 B20	Development Brief being prepared
HA4(5) H230	East of Raglan Row, Philadelphia	2.70 70	Mixed (Council/ Private/ Public) H14/15/16/21 B20	Site access to be resolved
HA4(6) H299	Philadelphia Junction	1.90 50	Private H14/15/16/21 B20	Developer contribution to be sought towards highway works (HA28(3))
HA4(7) H298	High Dubmire, Fence Houses	3.67 100	Private H14/15/16/21 B20	Developer contribution to be sought towards highway works (HA28(1))
HA4(8)	Gillas Lane East,	1.51	Public	Agreement needed on protection of

## Appendix A

H286	Houghton	45	R3 H15/21	adjoining settlement break.
HA4(9) H287	Ennerdale Street, Low Moorsley	1.10 30	Private H15/21	Suitable for special needs
HA4(10) H31	Lyons Avenue North, Easington Lane	2.80 56	Council H14/15/16/21 B20	Lapsed outline approval on part (granted 9/73). Revised Development Brief being prepared.
HA4(11) H289	Murton Lane, Easington Lane	14.85 300	Mixed (Council & Private) R3 H10/14/15/ 16/21 B20	Comprehensive scheme needed to co-ordinate different ownerships. Developer contributions to be sought towards highway works and necessary community facilities which will be required as a result of the development.
HA31 (Town Centre Inset) H290	Houghton Opportunity Site	5.80 30	Mixed (Council & Private) H15/21 EN14	Suitable for sheltered housing. Site is allocated for a variety of uses; capacity reflects that of the site when first identified.
	<b>TOTAL</b>	<b>55.68</b> <b>1215</b>		

### HOUGHTON-HETTON D. Restructuring schemes

UDP Proposal	Location
HA5(1)	Racecourse Estate, Houghton New Town
HA5(2)	Forest Estate, Easington Lane"

## A4. HOUSING DENSITIES

### Overall Site Densities<sup>1</sup>

	Capacity	Area (ha)	Density/ha
Urban South	683	17.30	39.5
Southern Periphery	1047	42.72	24.5
Sunderland North	1168	31.09	37.6
Washington	1543	77.63	19.9
Houghton-Hetton	1329	53.10	25.0
<b>CITY</b>	<b>5770</b>	<b>221.84</b>	<b>26.0</b>
Flats <sup>2</sup>	853	11.24	76.0
Houses <sup>2</sup>	3182	145.57	22.0

1. based on sites completed and with permission (1988-1994)

2. based on completed sites only.

# Appendix A

## A5. HOUSING NEED

### Special Needs

The following is a breakdown of the Council housing waiting list as at 30.4.96:

Special Priority	191
Aged Persons	2272
Overcrowded	967
Living In	863
Children in Flats	112
General Needs	2308
Single Persons	2858
Out of City	771
Total	10342

Older applicants (60+) on waiting list	2257
of which are single people	1225
Older applicants (80+) on waiting list	289
of which are single people	201

### Affordable Housing

**Table 1 - Property Prices**

Accommodation for single people/couples

Property Type	Price
Bedsit	£9,500
1 bed cottage	£15,000
1 bed flat	£16,950
Studio apartment	£17,500
1 bed terrace	£24,000
1 bed bungalow	£27,000
2 bed terrace	£14,950
2 bed villa	£15,000
2 bed link	£15,000
2 bed flat	£16,000
2 bed cottage	£16,500

Accommodation for families

Property Type	Price
3 bed flat	£22,000
3 bed terrace	£23,950
3 bed semi	£25,000
4 bed semi	£25,000
4 bed maisonette	£25,000

Based on information provided by Estate Agents in November 1996

## Appendix A

**Table 2 Income of waiting list applicants**

Income of single/couples

Income range (gross)	Number of applicants
£49 or less	935
£50 to £99	575
£100 to £149	394
£150 to £199	184
£200 to £299	74
£300 or more	18
<b>Total</b>	<b>2180</b>

**Income of families**

Income range (gross)	Number of applicants
£49 or less	177
£50 to £99	758
£100 to £149	365
£150 to £199	117
£200 to £299	55
£300 or more	13
<b>Total</b>	<b>1485</b>

Taken at October 1996 from waiting list applications since August 1995

**Table 3 Maximum level of mortgage available by income**

Income range (gross)	Annual income (gross)	Mortgage available
£49 or less	£2,548	£7,644
£50 to £99	£5,148	£15,444
£100 to £149	£7,748	£23,444
£150 to £199	£10,348	£31,044
£200 to £299	£15,548	£46,644
£300 or more	£15,600	£46,800

Information taken from a range of mortgage advisors in the City at November 1996 and based upon current net interest rate of 6.0095%, tax relief on the first £30,000, and a maximum repayment period of 25 years.

Applications are assessed on an individual basis, but certain regulations apply:

- \* Applicants must have a permanent contract of employment/salary.
- \* Mortgage loan eligibility is not based upon a minimum income requirement but on "income multipliers" (eg for single people=3x gross annual salary; for couples=2x joint gross annual salary, or 3x higher salary plus 1x lower, or 3x joint income in some circumstances)

Source: City Health and Housing Services

# Appendix A

## A7 EXISTING OPEN SPACES

Note: Certain sites falling below the threshold in L5 are included because of the importance of the particular space to the locality

<b>DISTRICT OPEN SPACES</b>			
<b>Sunderland South</b>			<b>Sunderland North</b>
Silksworth Sports Complex	64 ha.		Fulwell Quarries 60 ha.
Barnes Park East	29 ha.		Hylton Dene 36 ha.
Barnes Park West	28 ha.		
Tunstall Hills	28 ha.		
<b>Washington</b>			<b>Houghton/Hetton</b>
James Steel Park	77 ha.		Hetton Lyons 55 ha.
Princess Anne Park	54 ha.		

<b>LOCAL OPEN SPACES</b>			
<b>Sunderland South</b>			<b>Sunderland North</b>
Backhouse Park	14 ha.		Thompson Park 9 ha.
Ford Quarry	12 ha.		Roker Park 7 ha.
Ryhope Colliery	11 ha.		Seaburn Park 7 ha.
Middle Herrington Park	9 ha.		
King George's Field, Pennywell	8 ha.		
			<b>Houghton /Hetton</b>
<b>Washington</b>			White Hill, Easington Lane 20ha
Albany Park	15ha		Hetton Park 11ha
Glebe Park	12ha		Flint Mill, Houghton 10ha
Holley Park	11ha		Glebe Sewage Works Reclamation Scheme 9ha
Rickleton Park	7ha		New Herrington Park 7ha
			Penshaw Hill 6ha

<b>NEIGHBOURHOOD PARKS</b>			
<b>Sunderland South</b>			<b>Sunderland North</b>
Town Moor/Grays Memorial Gardens	5 ha.		Bunny Hill, Downhill 9 ha.
Toll Bar Road, Ryhope	5 ha.		N. of St. John Bosco School 5 ha.
Silksworth Park	4 ha.		Sheepfolds, Monkwearmouth 4 ha.
Nesburn Road (Barnes Park eastern end)	3 ha.		North Hylton Pond 3 ha.
College Burn Road, Doxford Park	3 ha.		Seaburn Showfield 3 ha.
Thorndale Road, Thorney Close	2 ha.		Thirlwell Bank, Southwick 3 ha.
Deptford Terrace, Deptford	2 ha.		Keighley Avenue, Downhill 1 ha.
Porchester Road, Pennywell	2 ha.		Bede Street, Roker 1 ha.
The Blackie, Ford/Pennywell	2 ha.		Witherwack House 1 ha.
Arbroath Road, Farringdon	2 ha.		
Allendale Road, Farringdon	2 ha.		
The Oaks, Silksworth Road	2 ha.		
Saint Court, Doxford Park	2 ha.		
Hall Farm, Doxford Park	2 ha.		
Blyton Avenue, Ryhope	2 ha.		
Ryhope Village Dene	2 ha.		
Burn Park	2 ha.		
Silksworth Welfare Park	1 ha.		

# Appendix A

Barley Mow Park	1 ha.			
<b>Washington</b>			<b>Houghton/ Hetton</b>	
Usworth Colliery open space	6 ha.		Herrington Burn, Shiney Row	6 ha.
Southern Area Playing Fields, Rickleton (landscaped area)	4 ha.		Houghton Recreation Ground	4 ha
Don Gardens, Concord	2 ha.		Blind Lane, Sunnyside	3 ha.
Oxclose Village Park	2 ha.		Wensleydale Avenue, Penshaw	3 ha.
Biddick Village Park	2 ha.		Rectory Park, Houghton	2 ha.
Albany Village Centre	2 ha.		Kirk Lea Playing Field	2 ha.
Ayton Village Park	2 ha.		Quarry House Gardens	1 ha.
Blackfell Village Park	2 ha.			
Cambrian Way, Lambton	2 ha.			
Glebe Village Centre	1 ha.			
Springwell Village Park	1 ha.			
Whinfell, Albany	1 ha.			
Vigo Lane, Harraton Village	1 ha.			

## A8 EXISTING ALLOTMENTS

from Report on Allotments 1980, Borough of Sunderland)

### Suggested or New Leisure Gardens

Sunderland South	Sunderland North
Ayres Quay	Cornhill Dock
Burdon Lane/Stoneygate Stables	Downhill
Corporation Road	Drift Inn
Dinsdale Street	Marley Pots
Lambton Staithe	Fulwell Mills
Red Machine	Pottery Lane
Silksworth Terrace	Primrose
Tunstall Hill North	Roker Park
Weightman's Hall	Shields Road
	Thompson Road
<b>Washington</b>	<b>Houghton/Hetton</b>
Albert Place	Chester Road North, Penshaw
Ayton Gardens, E. of Emmerson Road	East Rainton
Biddick Terrace	Fletcher Crescent East
Chartershaugh	Fletcher Crescent West
Council Terrace	Fletcher Terrace, Newbottle
Don Gardens	Green Avenue North
Ellen Terrace	Herrington Miners Welfare
Glebe Crescent	Hunter Street, Shiney Row
Heworth Road	Hutton Street
Hollin Hill Rd./Hertburn Gardens	Ritchies Garage
Morris Street	Regent Street, Hetton
Nelson Street	Stanley Street, Houghton
The Parade	
Raeburn Avenue	
South View	
Worm Hill Terrace	



# Appendix A

## Other Allotment Gardens to be Retained and Improved.

Sunderland South	Sunderland North
Alexandra	Dyer Square
Back Ryhope Street	Featherstone Street
Brookside Gardens	Namey Hill
Cedric Crescent	South Terrace (Vedra St.)
The Crescent, High Newport	Wearmouth Drive
Dene Street	
Faraday Green	
Featherbed Lane	<b>Washington</b>
Leechmere Road	Derwent Terrace
Mortimer Street	East of Horsley Road
Ridley Avenue	Eden Street
Ryhope Grange	Hollin Hill Road
Sea View	Woodland Terrace
Sea View, Ryhope	
Wellington Lane West	
West Moor Road West	
<b>Houghton/Hetton</b>	
Brickgarth, Easington Lane	
Burnmoor Farm	Britannia Terrace, Fencehouses
The Crescent, Newbottle	Chester Road, South Penshaw
Derwent Street, Hetton	Co-operative Terrace, Fence Houses
Durham Street, Fence Houses	Cox Green Riverside
Elemore Lane	Edwin Street, Houghton
Forest Estate, Easington Lane	Fatherly Terrace, Chilton Moor
Front Street, Fence Houses	Front Street, Fence Houses
Gladstone Terrace	Front Street, Low Moorsley
Greenwood Avenue, Houghton	Green Avenue South, Philadelphia
High Street, East of Easington Lane	High Dubmire, Fence Houses
Lambton Terrace	Kitchener Terrace, West Herrington
Mowbray Terrace	Low Downs, Hetton
Newburn Crescent	Morley Terrace, Fencehouses
Percy Terrace, Penshaw	Paddock Stile, Philadelphia
Queen Street, Hetton	Philadelphia Lane
Railway Terrace, New Herrington	Railway Street, Grasswell
South Street, Shiney Row	Seaham Road, Houghton
Surrey Street, Philadelphia	St. Matthews Church, Newbottle
Urwin Street, Hetton	Voltage Terrace North, Philadelphia
Voltage Terrace South, Philadelphia	Walter Terrace, Easington Lane
Whitfield Cottages, Penshaw	Windermere Crescent, Shiney Row
York Street, Low Moorsley	

# Appendix A

## Limited Life Expectancy

<b>Sunderland South</b>	<b>Sunderland North</b>
Albion Street	Bartram Street
Wellington Lane East	Kirkstone Avenue
Plains Farm	Queen's Road, Clive Street
	Usher Street
	Thirlwell Road
	Bow Street
	Ferryboat Lane
<b>Washington</b>	<b>Houghton/Hetton</b>
The Mount, Springwell	The Harbour, Herrington Burn
River View Terrace South	Hetton Downs
High Chapel Row	Burn Lane
	Golf Course Road, Shiney Row
	Lumley Crescent, Philadelphia
	Lyons Avenue East
	Lyons Avenue West
	Moore Crescent

## Suggested Pigeon Keeping Sites

<b>Sunderland South</b>	<b>Sunderland North</b>
Ford Quarry (East)	Fulwell Mill North
Lambton Staithes (part)	Thirlwell Bank North
Corporation Road (North)	Thirlwell Bank South
Plains Farm	West Cornhill
Silksworth Terrace	Sheepfolds
Linskill Terrace	East View South
Lansdowne	Park Street South
<b>Washington</b>	<b>Houghton/Hetton</b>
Uplands Way	Penshaw Quarry (Cross Rigg)
North of Harraton Primary	Rear of YMCA, Shiney Row

## Suggested Livestock Holdings

<b>Houghton/Hetton</b>	<b>Washington</b>
Henry Terrace, Fencehouses	Bevan Avenue
Langdale Road, Penshaw	Usworth Station
Earsdon Grange, Houghton	

# Appendices

## A9. NATURE CONSERVATION SITES

<b>SITES OF SPECIAL SCIENTIFIC INTEREST (SSSI's)</b>	
1. Claxheugh Rock & Ford Limestone Quarry, Sunderland	9. Humbledon Hill Quarry, Sunderland
2. Fulwell and Carley Hill Quarries, Sunderland	10. Hylton Castle Cutting, Sunderland
3. Gilley Law Quarry, Sunderland	11. Joe's Pond, Houghton-le-Spring
4. Hastings Hill, Sunderland	12. Moorsley Banks, Houghton-le-Spring
5. Herrington Hill, Houghton-le-Spring	13. South Hylton Pasture, Sunderland
6. Hetton Bogs, Houghton-le-Spring	14. Tunstall Hills and Ryhope Cutting, Sunderland
7. High Haining Hill, Houghton-le-Spring	15. Wear River Bank, Sunderland
8. High Moorsley, Houghton-le-Spring	16. Dawson's Plantation Quarry
<b>SITES OF NATURE CONSERVATION IMPORTANCE (SNCI's)</b> (RIGS within SNCI's are signified *)	
1. Barmston Pond, Washington (LNR)	36. Mowbray Park, Sunderland
2. Barons Quay Wood and Baron's Quay, Sunderland	37. Newport Dene, Sunderland
3. Blakeney Woods, Sunderland	38. Newport Railway Cutting, Sunderland
4. Burdon Dene, Burdon, Sunderland	39. North Dock Tufa (RIGS), Sunderland
5. Carr Hill, Houghton-le-Spring	40. Peepy Plantation, Nissan, Washington
6. Cherry Knowle Dene, Sunderland	41. Penshaw Hill, Houghton-le-Spring
7. Claxheugh Riverside, Sunderland	42. Penshaw/Pallion Railway, Houghton-le-Spring
8. The Clouds, Houghton-le-Spring	43. Penshaw Wood, Houghton-le-Spring
9. Colbeck Burn, Washington	44. Princess Anne Park, Washington
10. Copt Hill, Houghton-le-Spring	45. Rainton Meadows, Houghton-le-Spring
11. Downhill Meadows, Sunderland	46. Redburn Marsh, Houghton-le-Spring
12. Elemore Golf Course, Houghton-le-Spring	47. Robin House & Moorsley Marsh, Houghton-le-Spring
13. Elemore Vale, Houghton-le-Spring	48. Roker Cliffs and Parson's Rocks, Sunderland*
14. Eppleton Quarry, Houghton-le-Spring	49. Rough Dene, Houghton-le-Spring
15. Eppleton Railway, Houghton-le-Spring	50. Ryhope Beach (RIGS), Sunderland
16. Follingsby Pond/River Don Streambank, Washington	51. Ryhope Dene, Sunderland
17. Foxcover Plantation, Houghton-le-Spring	52. Ryhope Denemouth, Sunderland
18. Fulwell Meadows, Sunderland	53. Ryhope Dene Railway Cutting, Sunderland
19. General's Wood, Washington	54. Severn Houses, Sulgrave, Washington
20. Grimestone Banks, Houghton-le-Spring	55. South Hylton Dene, Sunderland
21. Halliwell Banks, Sunderland	56. Springwell Ponds, Sunderland
22. Hendon Cliffs, Sunderland	57. Sunderland South Docks, Sunderland
23. Hendon Railway, Sunderland	58. Tiledsheds, Sunderland
24. Herrington Hill Woodland, Houghton-le-Spring	59. Timber Beach, Sunderland
25. Hetton Bogs West, Houghton-le-Spring	60. Usworth Pond, Washington
26. Hetton Lyons, Houghton-le-Spring	61. Vigo Wood and Railway Embankment, Washington
27. Hetton Park, Houghton-le-Spring	62. Warden Law Quarry, Houghton-le-Spring
28. Houghton Hill, Cut & Scarp, Houghton-le-Spring *	63. Washington Western Highway, Washington
29. Hylton Castle Grassland, Sunderland	64. Washington Wildfowl & Wetlands Centre
30. Hylton Colliery Pond, Sunderland	65. Wearmouth Riverside Park/Wearmouth Colliery, Sunderland
31. Hylton Dene, Sunderland	66. Wear River Bank Woods, Houghton-le-Spring / Washington
32. Hylton Plantation, Nissan, Washington	67. Whitburn Bents, Sunderland
33. James Steel Park: Mount Pleasant Riverside, Washington	68. Whitburn Steel Rocks, Sunderland
34. James Steel Park: Pattinson South Pond, Washington	69. Willows Pond (formerly Newalls Pond), Washington
35. Mere Knolls Cemetery, Sunderland	70. Worm Hill, Washington

## Appendix B - Glossary

### **Aggregates**

Bulk materials used in the construction industry for purposes such as making concrete, road surfacing, mortar, etc. and in constructing foundations and embankments.

### **All Cause Mortality**

Mortality rates when all causes are taken into consideration.

### **Agricultural Land Classification**

Agricultural land in Britain is classified by the Ministry of Agriculture, Fisheries and Food (MAFF) as being of Grade 1, 2, 3, 4 or 5. Grade 1 is the best quality; Grade 3 is divided into 3a, 3b and 3c depending on its quality. There is no Grade 1 land in the City

### **Amenity**

The pleasant, or at least satisfactory, aspects of a location or neighbourhood which contribute to its enjoyment by residents.

### **Bulky Goods**

Goods requiring facilities not readily available in existing shopping centres due to the need for large storage and display areas and the generation of greater volumes of traffic. Bulky goods include DIY, furniture and carpets but exclude electrical goods, toys and clothing.

### **Business Park**

Prestigious research/office developments (B1), usually in well landscaped strategic locations.

### **City Challenge**

A competition funding regime established by Central Government with the aim of achieving and stimulating the regeneration of a specific urban area within a 5 year time frame.

### **City Grant**

Central government financial assistance for private sector projects geared towards urban regeneration.

### **City Strategy**

Document identifying the strategic issues and objectives affecting the Council and its plan to address these. It has a medium term perspective but reflects the long term aim to provide an enhanced quality of life.

### **Club or Discount Stores/Warehouse Clubs**

Out of centre businesses specialising in bulk sales of reduced priced goods in unsophisticated buildings with large car parks. They are regarded as retail uses although the operator may limit access to business organisations or classes of individual.

### **Convenience Goods**

Goods bought frequently or on a regular basis, e.g. food, drink, tobacco, magazines and other goods of a standardised type for which there is a wide sale.

### **Countryside Commission**

National body, funded by the Government which is responsible for promoting and advising on the conservation and enhancement of the natural beauty and amenity of the countryside and public enjoyment of it.

### **DETR (Department of the Environment, Transport and the Regions)**

Government department responsible for local government and related matters, including land use planning, transport and urban regeneration.

### **Derelict Land**

Land so damaged by industrial or other development that it is incapable of beneficial use without treatment.

### **Desire Lines**

Informal footpaths following most convenient routes.

### **Development**

Defined for planning purposes, by Section 55 of the Town and Country Planning Act 1990, as "the carrying out of building, engineering, mining or other operations in, on, over or under the land or the making of any material change in the use of any building or other land."

### **District Play Areas**

The highest level of play area provision and the most extensively equipped, catering for all age groups up to 16. They are limited in number and associated with areas of recreational significance.

### **Doorstep Play Areas**

Catering for local needs of under 11's, such facilities are located within, adjacent or to the estate served.

### **Dual Use (of schools)**

Use of school facilities by the community and community groups as well as by pupils.

### **Durable Goods**

Items such as clothing, footwear, furniture, toys, electrical and other household goods.

### **Durham Wildlife Trust**

Charitable organisation promoting nature conservation in the geographical county of Durham

### **EU/EC/EEC (European Economic Community)**

Association of Member States comprising the United Kingdom and 14 other countries. The Community affects land-use planning through its environmental legislation (directives) and through grants made for infrastructure improvements (such as ERDF and RECHAR).

### **ERDF (European Regional Development Fund)**

EU grant aid towards major public sector projects.

## Appendix B - Glossary

### **English Heritage**

National body, funded by the Government, which manages some ancient monuments and provides specialist advice on planning applications and conservation of the built environment. Also it is a source of funding for conservation projects.

### **English Nature**

National body, funded by the Government, which promotes nature conservation, designates and protects sites, provides specialist advice and funding for ecological projects.

### **Enterprise Zones**

Areas defined by Central Government as part of economic regeneration initiatives. Lasting for 10 years, premises within them are exempt from rates and outline permission for certain classes of development is granted by Development Orders.

### **Environment Agency**

Government-appointed body responsible for pollution control and management of the water environment.

### **Environmental Assessment**

An assessment of development proposals to ensure they do not have an unacceptable impact on the existing or future environment. The circumstances in which environmental assessment is appropriate are set out in the Town and Country Planning (Assessment of Environmental Effects) Regulations 1988 and DoE Circular 15/88.

### **Environmental Statement**

A statement reporting the findings of an environmental assessment.

### **Facilities Planning Model**

A computer model, developed by the Scottish Sports Council, which can predict sports facility requirements for the community based upon participation rates, frequency of visits, catchment areas and peak time facility capacity levels.

### **Factory Shops**

Shops owned by manufacturers which sell seconds of the company's branded goods at a discount price.

### **Family Housing**

Accommodation suitable for households including children, usually consisting of two or more bedrooms and incorporating private garden space.

### **Field Penalty Assessment**

Technique used by the Ministry of Agriculture, Fisheries and Food to determine and quantify farming problems in urban fringe location

### **Fly-posting**

Unauthorised (and illegal) display of posters - often used to advertise pop concerts, meetings, events, etc.

### **Footprint**

The aggregate ground floor area of an existing or proposed building.

### **Forestry Commission**

Government appointed body responsible for regulating public and private forestry plantations and managing State-owned forests.

### **Government Office for the North East (GONE)**

Regional outpost of Central Government. Incorporates the regional offices of the Department for Education and Employment, Department of the Environment, Transport and the Regions, and Department of Trade and Industry.

### **Green Belt**

A policy device established through Development Plans for the prevention of urban sprawl by safeguarding countryside surrounding urban areas. Green Belt policies are more long-term and permanent than other planning policies.

### **Green Field Site**

Site not previously built on.

### **Great North Forest Plan**

A plan produced by the Great North Forest Project Team setting out landscape management proposals for the area of the Great North Forest.

### **Guided Busway**

Public transport system using specially adapted buses travelling along specially constructed guidance tracks as well as on ordinary roads. Proposals for Tyne and Wear have also been referred to as Guided Transit Expressway (GTE).

### **HIP (Housing Investment Programme)**

Annual statement by the City Council of the extent of housing need, the strategy by which it hopes to deal with it, and a request for capital allocation from the Government.

### **Housing Land Availability**

An assessment by the City Council of the amount of land available for housing development. It is revised annually and aims to ensure the availability of a 5 year supply of land.

### **Housing Strategy**

A document produced by the City Council's Health and Housing Services Department reviewing recent performance in relation to strategic objectives and setting priorities for the future.

### **HMO (House in Multiple Occupation)**

House occupied by persons who do not form a single household.

### **HRA (Housing Renewal Area)**

Area-based scheme for the improvement of housing.

## Appendix B - Glossary

### **Hectare**

Metric measure of land area, equivalent to 2.47 acres, an area 100 metres x 100 metres, or about the size of a football pitch. Abbreviated to 'ha.'

### **Household**

One person living alone or a group of people (who may or may not be related) living or staying at the same address and sharing living expenses.

### **Housing Association**

Non-profit making organisation whose purpose is the provision, construction, improvement or managing of houses for sale or rent.

### **Imported Waste**

Waste material not generated at the site where it is being tipped or buried.

### **Improvement Area**

Areas designated under the Tyne and Wear Act 1976 and/or the Inner Urban Areas Act 1978 where the local authority is empowered to make grants available for environmental, operational or crime prevention improvements.

### **Infill/Infilling**

Small scale built development fitted into the built-up area. Generally sites will be bounded on at least three sides by built development, though factors such as existing landform could be taken into consideration..

### **Infrastructure**

Services which need to be in place to serve development e.g. roads and footpaths, electricity, water and sewerage. Social infrastructure includes schools, shops, community and health facilities.

### **Kiss and Ride**

Arrangement where car-borne passenger is dropped off to continue the journey to their destination using public transport.

### **Landfill Site**

Site where waste is tipped to fill a hole or raise the surface level.

### **Local Agenda 21**

A local authority response to the 1992 Earth Summit commitment to work towards sustainable development for the 21st. century.

### **Local Nature Reserve (LNR)**

An area identified, declared and managed by the local authority to enable preservation of flora, fauna, and geological or geographical features of special interest.

### **Minerals Planning Guidance**

Notes issued periodically by the Secretary of State for Environment, Transport and the Regions setting out the framework within which local authorities

should decide policy on planning matters. They comprise:

- \* MPG1: General Considerations & the Development Control System (July 1996)
- \* MPG2: Applications, Permissions and Conditions (1988)
- \* MPG3: Coal Mining and Colliery Spoil Disposal (July 1994)
- \* MPG4: The Review of Mineral Working Sites (Sept 1988)
- \* MPG5: Minerals Planning and the General Development Order (Dec 1988)
- \* MPG6: Guidelines for Aggregates Provision in England (April 1994)
- \* MPG7: The Reclamation of Mineral Workings (November 1996)
- \* MPG8: Planning and Compensation Act 1991: Interim Development Order Permissions-Statutory Provisions and Procedures (Sept 1991)
- \* MPG9: Planning and Compensation Act 1991: Interim Development Order Permissions-Conditions (Mar 1992)
- \* MPG10: Provision of Raw Material for the Cement Industry (1991)
- \* MPG11: The Control of Noise at Surface Mineral Workings (April 1993)
- \* MPG12: Treatment of Disused Mine Openings and Availability of Information on Mined Ground (1994)
- \* MPG13: Guidelines for Peat Provision in England, including the Place of Alternative Materials (1995)
- \* MPG14: Environment Act 1995: Review of Minerals Planning Permissions (1995)
- \* MPG15: Provision of Silica Sand in England (September 1996)

### **Multi-User Route**

Specially designed and constructed route for use by more than one of the following groups: walkers, cyclists, horse riders and disabled users.

### **NPFA (National Playing Fields Association)**

National voluntary body which campaigns for the provision of playing fields, public open space and playgrounds.

### **Northern Council for Sport and Recreation**

A consultative forum made up of organisations interested in the development of Sport and Recreation e.g. Local Authorities, Governing bodies of sport and other statutory agencies. The NCSR ceased to exist in December 1995, and a successor body called Northern Sport is being established with Secretariat provided by the North of England Assembly of Local Authorities.

## Appendix B - Glossary

### **Northern Region**

The counties of Tyne and Wear, Durham, Cleveland, Cumbria and Northumberland.

### **OPCS (Office of Population Censuses and Surveys)**

Government body responsible for the preparation of information on aspects of the country's population. Now known as ONS (Office for National Statistics)

### **Out of Centre Developments**

Large free-standing retail developments on the outskirts of towns and cities, not related to existing centres.

### **PPG (Planning Policy Guidance)**

Notes issued periodically by the Secretary of State for Environment, Transport and the Regions to determine the broad framework within which local planning authorities should decide policy on planning matters. They comprise:

- \* PPG1: General Policy and Principles (February 1997)
- \* PPG2: Green Belts (January 1995)
- \* PPG3: Housing (March 1992)
- \* PPG4: Industrial and Commercial Development and Small Firms (November 1992)
- \* PPG5: Simplified Planning Zones (November 1992)
- \* PPG6: Town Centres & Retail Developments (June 1996)
- \* PPG7: The Countryside & the Rural Economy (February 1997)
- \* PPG8: Telecommunications (December 1992)
- \* PPG9: Nature Conservation (October 1994)
- \* PPG10: Strategic Guidance-West Midlands (September 1988) Cancelled and superseded by RPG11 Regional Planning Guidance for the West Midlands (1995)
- \* PPG11: Strategic Guidance for Merseyside (August 1988) Cancelled by RPG13 (1996)
- \* PPG12: Development Plans and Regional Planning Guidance (February 1992)
- \* PPG13: Transport (March 1994)
- \* PPG14: Development On Unstable Land (April 1990)
- \* PPG15: Planning and the Historic Environment (September 1994)
- \* PPG16: Archaeology and Planning (November 1990)
- \* PPG17: Sport and Recreation (September 1991)
- \* PPG18: Enforcing Planning Control (December 1991)

- \* PPG19: Outdoor Advertisement Control (March 1992)
- \* PPG20: Coastal Planning (September 1992)
- \* PPG21: Tourism (November 1992)
- \* PPG22: Renewable Energy (February 1993)
- \* PPG23: Planning and Pollution Control (1994)
- \* PPG24: Planning and Noise (September 1994)

### **PTA (Passenger Transport Authority)**

Body which is responsible for broad policy making for public transport in Tyne and Wear.

### **PTE (Passenger Transport Executive)**

Body which is responsible for operational and technical matters relating to public transport in Tyne and Wear.

### **Park and Ride**

Arrangement whereby motorists park their vehicles in designated car parks outside central areas and use public transport to reach their destination.

### **Planning Brief**

Statement for the guidance of potential developers, giving guidance as to layout of the favoured land uses for the site, known constraints on development and the standards which any development should meet.

### **Planning Obligation**

Obligations may be entered into by agreement between a developer and the local planning authority or a developer may undertake to carry out an obligation unilaterally. Planning obligations might restrict the use of land, require certain activities or operations to be carried out, or require payments to be made to the Council. They are drawn up under Section 106 of the 1990 Town and Country Planning Act (as amended).

### **Plan Period**

The length of time that is catered for by the Plan, starting at the beginning of 1988 and running generally to the end of 2006, though certain aspects, e.g. the Green Belt, are expected to continue for a longer term.

### **Pocket Park**

Small area of open space, usually in an urban location, used for informal recreation.

### **R & I (Tyne and Wear Countywide Research and Intelligence Unit)**

Local body funded by the Tyne and Wear District Authorities responsible for the preparation of information on aspects of population and employment in the County.

### **RECHAR**

EEC fund to assist in regeneration of former coalfield areas.

## Appendix B - Glossary

### **Reclamation**

The process of rendering derelict or contaminated land fit for beneficial use.

### **Recycled Land**

Previously developed land which is available for redevelopment.

### **Regionally Important Geomorphological Site (RIGS)**

Sites other than SSSI's etc considered worthy of protection because of their educational, research, historical or aesthetic importance.

### **RENAVAL**

EEC fund to assist in regeneration of former shipbuilding areas.

### **Retail Park**

An agglomeration of at least 3 retail warehouses.

### **Retail Warehouse**

Large, single level store specialising in the sale of household goods such as carpets, furniture and electrical goods and bulky DIY items, catering mainly for car-borne customers and often in out-of-centre locations.

### **SMR (Sites and Monuments Record)**

Database maintained by the County Archaeologist, providing information about the locations where archaeological remains are known or thought likely to exist.

### **Satellite Play Areas**

Type of play area with play equipment catering for children up to 16 years old. It is intended that a play area of this type should be within 1 km. of each household in the City.

### **Service Industry**

Any economic activity which does not produce a natural or manufactured product. This sector includes retailing, transport, local government, tourism, banking and finance.

### **Set Aside**

Agricultural land temporarily taken out of production (for 1 year or a longer period) as part of the European Union's arable area payments scheme.

### **Sheltered Housing**

Social housing accommodation for the elderly in independent units but with an on-site warden.

### **Single Regeneration Budget**

A single source for Central Government resources for Urban Regeneration previously administered under 20 separate programmes, the aim being to provide flexible support for regeneration and development in a way that meets local needs and priorities.

### **Sites of Nature Conservation Importance (SNCI's)**

Important wildlife sites which do not have statutory protection but are recognised by English Nature and local wildlife trusts as the most important sites not designated as SSSI's.

### **Sites of Special Scientific Interest (SSSI's)**

Sites designated under S28 of the Wildlife and Countryside Act 1981 by English Nature, afforded statutory protection on account of their national importance due to their flora, fauna, geological or physiographical interest.

### **Specialist Retailing**

Retail floorspace the nature of which requires a specific location and cannot therefore be accommodated elsewhere. Bulky goods floorspace is regarded as being within this category.

### **Sports Council**

One of a network of independent bodies promoting British Sport: In England, either the English Sports Council or the UK Sports Council as the context requires.

### **Statutory Undertaker**

Provider of an essential service such as gas, electricity, water or telecommunications.

### **Sterilisation**

Rendering mineral deposits practically irrecoverable by, for example, building on the land above them.

### **Strategic Guidance**

Policy framework for the preparation of Unitary Development Plans issued by the Secretary of State for the Environment. That for Tyne and Wear was published in April 1989.

### **Strategic Route Network**

The framework of major roads serving the City. These are defined for DETR grant purposes as being roads of more than merely local importance.

### **Student accommodation**

Taken to be residential accommodation restricted by planning condition, or obligation, to use by students in full-time education and includes any accommodation provided for a warden or caretaker.

### **Superstores**

Single level self service stores selling mainly food, usually with at least 2,500 sqm gross trading floorspace with dedicated car parks at surface level.

### **Sustainability**

Development that meets the needs of the present without compromising the ability of future generations to meet their own needs (i.e. development that can take place without exhausting irreplaceable resources or causing irreparable damage to the environment.



## Appendix B - Glossary

### **Structure Plan**

Strategic land use plan produced at County level. The Tyne and Wear Structure Plan was approved by the Secretary of State for the Environment in 1981. It set down the framework for major development decisions in terms of general locations. It is superseded in Sunderland by the adoption of the UDP.

### **Swallow Hole**

Cavity formed in permeable rock by the action of water.

### **TPO (Tree Preservation Order)**

Order made by the Council under Section 198 of the Town and Country Planning Act 1990, to prevent the felling or pruning of trees of high amenity value without its consent.

### **TPP (Transport Policies and Programme)**

Document prepared annually by the City Council and submitted to the DETR, setting out the City's transport policies and proposed programme of works, as a basis for funding, to be replaced by Local Transport Plans after 1999.

### **Town Cramming**

Concentration of development within urban areas to the extent that open space provision and/or other amenity standards suffer.

### **Traffic Calming**

Methods of slowing down traffic, usually in residential areas, by means of "road humps", narrowing the width of roads and other measures.

### **Traffic Management**

Methods of managing the flow of, or routes taken by, traffic, such as minor road construction, alterations to junctions, signalling and one-way systems.

### **UDA (Urban Development Area)**

Area administered by Urban Development Corporation.

### **UDC/TWDC (Tyne and Wear Urban Development Corporation)**

Government appointed body responsible for the regeneration of run-down inner areas in Tyne and Wear. Now defunct.

### **UP (Urban Programme)**

Programme funded by Central Government to assist in regeneration of deprived inner-city areas; now defunct.

### **Unfitness**

Statutory definition relating to housing which is considered not reasonably suitable for human habitation because of instability, serious disrepair, dampness, inadequate water supply or drainage, or the lack of toilet, washing, lighting, heating or ventilation facilities.

### **Urban Village**

Compact high-density residential development comprising mix of housing types and tenures. Can incorporate mix of open space, community and employment facilities.

### **Use Class/Use Classes Order**

The Town and Country Planning (Use Classes) Order 1987 places uses of land and buildings into a number of categories, or Classes. Certain amendments were made to the Order in 1995. Planning permission is generally required for changes of use between classes but not within a class. The classes are:

- \* A1: Shops
- \* A2: Financial and Professional Services
- \* A3: Food and Drink
- \* B1: Business
- \* B2: General Industrial
- \* B8: Storage and Distribution
- \* C1: Hotels
- \* C2 Residential Institutions
- \* C3: Dwellinghouses
- \* D1: Non-residential Institutions
- \* D2: Assembly and Leisure

In addition there are various uses which do not fall into any of the above general categories

### **Wildlife Corridor**

Route comprising a continuous or nearly continuous stretch of open land, woodland or water, which facilitates the movement and colonisation of wildlife species. They were defined by the Tyne and Wear Nature Conservation Strategy (1988).

### **Windfall Site**

Site which becomes available for development during the Plan period which was not available when the Plan was being prepared or which it would be inappropriate to allocate for a specific use.

## Appendix C - Alphabetical Index

This is not a comprehensive index listing every reference to each topic but a guide to indicate where the main discussion on these matters can be found. Entries in upper case denote policies and proposals; those in lower case denote explanatory text.

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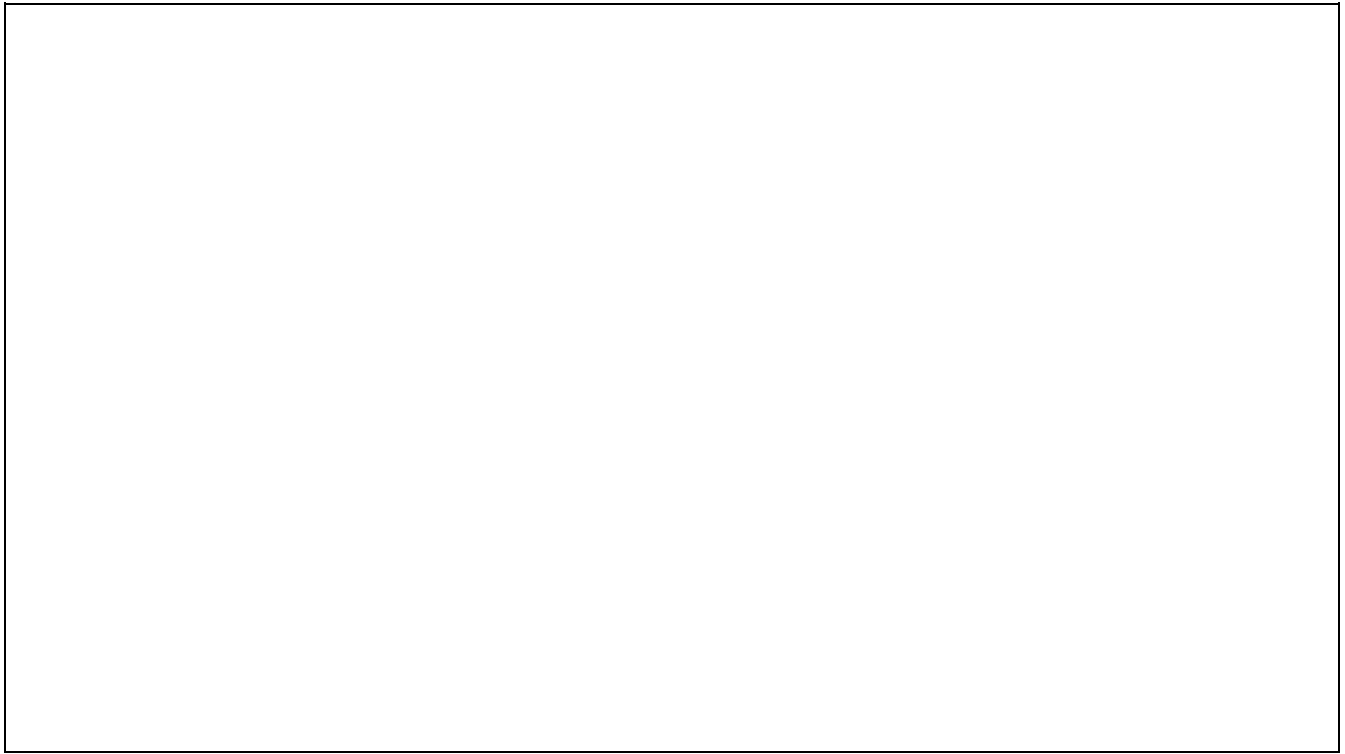
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## **Unitary Development Plan**

### **Erratum WA19.1**

#### Correction to Green Belt and Open Space Boundaries in the vicinity of Washington Golf Course, Usworth .

During the production of the adopted proposals map, corrections were made to the plan to re-align the green belt to that previously portrayed, together with minor alterations to the Open Space boundaries. These alterations had not been advertised as formal changes to the deposit Unitary Development Plan and therefore cannot be considered as being part of the adopted development plan. This erratum therefore reverts the relevant boundaries to those shown on the deposit plan, where no formal amendments were made.

All of the boundaries shown on this plan will be considered fully as part of the UDP first review and any changes or corrections will be advertised according to full statutory requirements at that time.

Director Of Environment  
October 1999



## **Unitary Development Plan**

### **Erratum WA19.1**

#### Correction to Green Belt and Open Space Boundaries in the vicinity of Washington Golf Course, Usworth .

During the Unitary Development Plan process there have been three versions of the proposals maps, these being the draft, deposit and adopted plans.

Cartographic errors occurred in the production of the deposit and adopted plans relating to the green belt and open space boundaries in this vicinity.

As it is the deposit plan which was formally adopted for this location it is procedurally the official version of the development plan for this area.

This erratum serves to restore the relevant boundaries to the deposit plan boundaries.

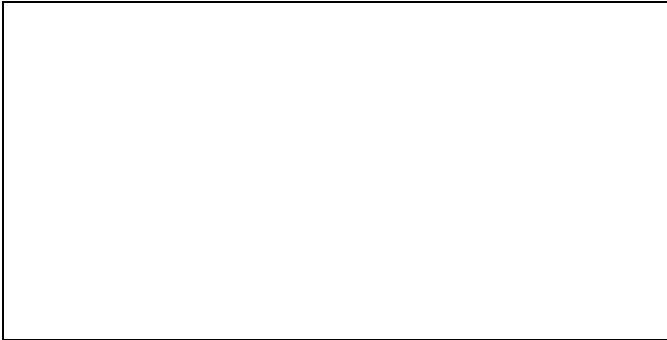
All of the boundaries shown on this plan will be re-surveyed and considered fully as part of the UDP first review and any proposed changes or corrections will be advertised according to full statutory requirements at that time.

Director of Environment  
October 1999

UDP Correction Issue 1 October 1999

## Unitary Development Plan

After the production of the Adopted Proposals Maps, the following errors / omissions have been identified:



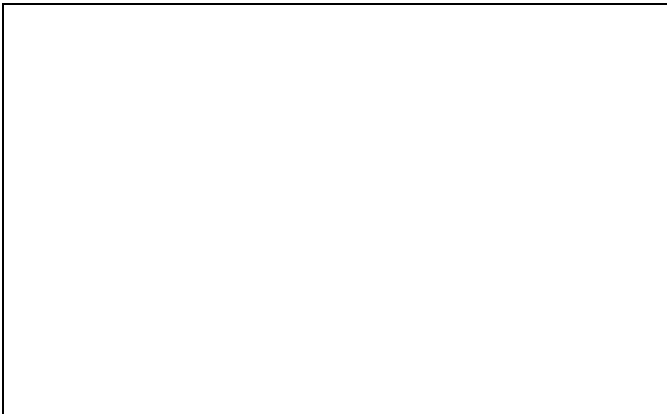
### **Erratum L7 (Sunderland South)**

The playing field boundaries for Sunderland High School and those adjoining West Hendon House were omitted (previously shown on deposit plan and not formally removed).



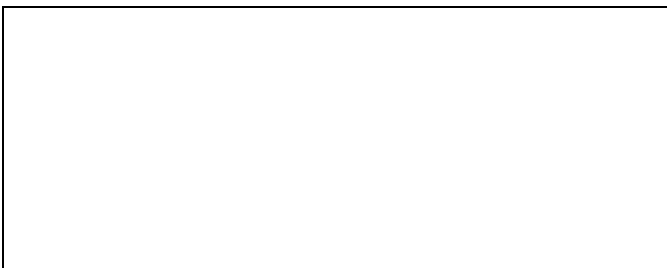
### **Erratum SA37.2**

The Green Belt boundary in the vicinity of Middle Herrington Farm was incorrectly drawn at the adopted plan stage. This boundary reverts to the deposit plan alignment.



### **Erratum CN23 (Houghton and Hetton)**

The wildlife corridor in the vicinity of Fence Houses was omitted due to a printing error. It is proposed to correct this omission.



### **Erratum HA15.2**

The notation relating to Improvements to Transport Corridors in Newbottle Village was omitted at the plan production stage. It is proposed to correct this omission.

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LA076376

Date: 1999

Director of Environment  
October 1999

UDP Correction Issue 1 October 1999