

**At a meeting of the ENVIRONMENT AND ATTRACTIVE CITY SCRUTINY COMMITTEE held in the CIVIC CENTRE on MONDAY, 18<sup>th</sup> JANUARY, 2010 at 6.00 p.m.**

**Present:-**

Councillor Miller in the Chair

Councillors Ball, E. Gibson, Howe, Vardy, Whalen and Wood

**Also Present:-**

Councillor Tate, Chair of Management Scrutiny Committee

**Apologies for Absence**

Apologies for absence were submitted on behalf of Councillors Kelly, Stephenson, Tye and Wakefield

**Minutes of the Last Meeting of the Environment and Attractive City Scrutiny Committee held on 18<sup>th</sup> January, 2010**

Councillor Wood advised that he had not received the information from Mike Lowe, Assistant Head of Performance Improvement, regarding the length of time taken to rectify non-operational street lighting.

It was agreed that this would be chased up and Jim Diamond, Scrutiny Officer, would provide the response to Councillor Wood.

With regards to the request for an item in relation to gritting, Councillor E. Gibson stated that she had expressed thanks to the department and the workforce for their hard work and for working such long hours and asked that this be included in the minutes.

1. RESOLVED that the minutes of the previous meeting were agreed and signed as a correct record subject to the inclusion of the comment made by Councillor E. Gibson.

## **Declarations of Interest**

There were no declarations of interest.

## **Chairman's Welcome**

The Chairman advised that there were representatives of the IDEA present who would be observing the meeting. He introduced Members and Officers and welcomed everyone to the meeting.

The chairman asked Charlotte Burnham, Head of Scrutiny, to introduce the IDEA representatives.

Ms Burnham advised that the IDEA representatives were present to observe the meeting. They had held workshops with Members throughout the day and would be meeting with Partners the day after the meeting.

## **Review of Accessible Bus Network – Consultation**

The Director General of Nexus submitted a report (copy circulated) which advised Members of the consultation on the bus network, the targets for accessibility and the proposals for the network.

(For copy report – see original minutes)

Mr Bernard Garner, Nexus Director General, presented the report and advised that there had been a briefing for Members the week before. There had also been a briefing a year ago when the Local Transport Act 2008 had been introduced.

There had been a desktop exercise carried out and there had been a range of proposals for change developed. There was now consultation with Members and Officers taking place and there would be public consultation after this. It was expected that by the summer there would be suitable proposals for Sunderland developed.

Mr Garner drew Members attention to the table in the report showing the current position in the consultation process, step six of twelve had been completed and step seven, the consultation with Members and the Scrutiny and Area Committees, was underway. If there were any suggestions for other forms of consultation he was happy to look at taking them forward. There was a need for input from consultees to ensure that the best possible outcomes were developed.

Councillor Wood welcomed the consultation. He advised that there had been suggestions made by Members and it was good to see these included as it showed that Nexus had been listening to Members.

The proposals would fill the existing gaps in the services, not just by using traditional buses but also by using services such as taxi buses which would serve the heart of the community rather than just operating along main routes. These services would help to provide links to local facilities such as supermarkets and would generally cater for a smaller number of people than the traditional services. There was a gap in the service after the last Metro of the day arrived from Newcastle; he suggested that an additional bus could be provided to cater for the Metro passengers.

Mr Garner advised that this was something that needed to be explored. There had been growth seen in Metro patronage and there were improvements being made to Sunderland Station. There was a need to look at where people travelled to after getting off the Metro. It was often easier for people to travel by other means such as taxis however there would be work done to see if this could be better managed using buses.

The Chairman commented that the only cause for disappointment was the evening services to the Sunderland Royal Hospital; he felt that it was unacceptable that only half of the population would be able to access the hospital within 30 minutes in the evening and there was more work needed to improve this.

2. RESOLVED that the report be received and noted, the evidence received be given consideration and the Members comments be included as part of the consultation on the bus network.

### **Local Area Agreement Delivery Plans**

The Attractive and Inclusive Delivery Partnership submitted a report (copy circulated) which provided Members with the Local Area Agreement delivery plan for the services provided by partners who were members of the Attractive and Inclusive Delivery Partnership.

(For copy report – see original minutes)

Sal Buckler, Diversity and Inclusion Manager, delivered the presentation which provided Members with background details about the plans including the key aims and purpose of the Delivery Partnership; the Council services and partners which were involved in the partnership; the key achievements to date and the challenges faced.

Councillor Wood commented that the presentation had said that recycling had increased however at the last meeting of the Committee it had been stated that recycling had reduced. He asked for clarification on this matter.

Peter High, Strategic Waste Project Director, advised that there had been a slight reduction in performance last year. There had been a reduction in the amount of waste produced and a reduction in the amount of recyclables.

While there had been a reduction in recycling there had also been a reduced reliance on landfill.

The Chairman introduced Canon Stephen Taylor, Chair of the Sunderland Partnership.

Canon Taylor advised that the Attractive and Inclusive Delivery Partnership was an innovative way of working as normally the physical, structural environment and the community would not be brought together in this way. Sunderland had been shortlisted for 'Place of the Year' and the results from this would be available in March, he was delighted that the city had been shortlisted. The partnership worked to shape communities into somewhere everyone could be proud of.

Councillor Wood referred to National Indicators 175 and 192 which had updates contained in the report, he asked why there was a progress update for NI 192 but not for NI 175.

Les Clark, Head of Street Scene, advised that the progress for NI 175 was calculated at the end of the year and as such the information was not yet available.

In response to a query from the Chairman, Canon Taylor advised that the partnership was still in the early stages, there was a connection being developed between areas and neighbourhoods although there was still time needed to work through this. The Area Committees were now looking at local issues while the Scrutiny Committees looked at the citywide issues.

With regards to the delivery of Legible City ideas the Chairman commented that he was not keen on the title. He would have preferred a simpler more easily understood name and asked whether there was any feedback available.

Ms Buckler advised that there was slow progress being made. This could have been because there was no real understanding of what a Legible City entailed. There was progress being made however it was important to raise awareness of what a Legible city was, that is, a city which is easy to travel around with clear, efficient, easy to understand signage.

The Chairman stated that this could help with bringing the city together, the Coalfield and Washington areas were separated from the central area of the city by the A19 and improved signage could help to bring these areas closer to the city.

Councillor Howe referred to the key aim for Connecting People and Places and asked whether there had been any impact on outward migration and whether the trend had been reversed with people now moving into the city.

Ms Buckler advised that it was still too soon to be able to develop information on the effect on migration, it was hoped that there would be more people

moving into the city however it would take three or four years of tracking the data before any trends could be identified.

The Chairman commented that Sunderland had been ranked as the eighth best city in the UK to live in.

3. RESOLVED that the Delivery Plan be received and noted.

### **Stadium Village Development Framework**

The Deputy Chief Executive submitted a report (copy circulated) which advised the Committee of the responses received following public consultation on the Stadium Village Draft Development Framework and sought the Members comments on the revised Development Framework. The Committee's comments would be submitted to Cabinet on 10<sup>th</sup> March, 2010 when agreement would be sought to approve the Development Framework as a Supplementary Planning Document.

(For copy report – see original minutes)

Keith Lowes, Head of Planning and Environment, presented the report and advised Members that a second round of consultation had taken place at the end of 2009, this was as a result of the interest from developers for the development of a real snow Ski Centre which had not been included in the original consultation.

There had been concerns raised regarding parking, especially on match days; the size of the building and the impact on the landscape and the sustainability of the development. These concerns had been addressed and the responses were included in the report.

The responses received had generally been supportive of the framework.

Councillor Wood commented on the concerns surrounding parking, he felt that an increase in the amount of development at the site would increase the parking problems.

Mr Lowes advised that there had been improvements made to the signage to improve the directions to the existing parking. There was a need for parking to be provided for the Aquatic Centre on match days as the facilities needed to be able to be used all year round. If spaces were not reserved for use by the Aquatic Centre then the facility would not be able to be used to its full potential.

The Chairman added that the lease stipulated that on match days the parking was for match traffic only and he felt that this was a problem.

Mr Lowes then stated that there was a need for planning and monitoring of the situation; if there was enough parking provided to satisfy every parking

requirement there would be more parking than facilities. The site had been chosen by the Council and developers because of its location between two Metro stations in an area with a lot of parking provision and near to the city centre. There was a large potential catchment area for facilities at the site and there was the potential that the catchment area could be larger than region wide. Within 30 minutes of the site there was over 1 million people and within 120 minutes, which was a likely travelling time, there was 3.5 million people.

Councillor E. Gibson welcomed the report and stated that it was good that people were being encouraged to use the Metro and other public transport.

Councillor Vardy asked how many people would be using the site on a day to day basis.

Mr Lowes advised that it was difficult to be precise however it was expected that there would be hundreds or possibly thousands of people using the facilities on a day to day basis, this was much less than the Stadium at full capacity on match days.

Councillor Vardy then commented that it would be unlikely that people would use public transport if they needed to take their own skis; he asked whether there would be a ski hire facility.

Mr Lowes advised that there would be a hire facility and that it could be possible to adapt the Metro to enable easy transport of skis if there was the demand.

The chairman commented that he used to ski and it was surprising how many people would take their own skis. These people normally used their own car to get to the facility however some would use public transport.

Councillor Vardy then asked whether the facility would attract professional skiers from further afield due to it using real snow.

Mr Lowes advised that it would be a commercial operation and that the other facilities of this type attracted all levels of skill.

The Chairman stated that there was a need to monitor the parking situation.

4. RESOLVED that the report be received and noted and the Committee's comments be referred to Cabinet for consideration.

### **Policy Development and Review 2009/10 – Task and Finish Group Update**

The Chief Executive submitted a report (copy circulated) which updated the Committee of the work of the Task and Finish Working Group on the introduction of 20mph zones.

(For copy report – see original minutes)

Councillor E. Gibson, Chair of the Task and Finish Working Group presented the report and advised that the group had visited North Tyneside Council in January 2010 in order to find out about their experiences with the introduction of 20mph zones and visited a number of sites to see how the zones had been implemented and to view the signing and infrastructure in place. 20mph zones could not be implemented in isolation, they needed to be part of a wider range of safety measures including education, enforcement and infrastructure works.

There had been 'Home Zone Areas' implemented which had helped to reduce speeds in residential areas by removing the distinction between the roads and footpaths and by using different coloured block paving to designate special areas such as parking spaces.

Parking around schools was also being monitored and North Tyneside Council was looking to introduce camera cars to monitor the situation around schools.

The work of the group was a continuation of the work the group undertook last year with regards to parking.

Jim Diamond, Scrutiny Officer, advised that Jacobs Consultants would be attending the next meeting of the working group to discuss the details of the proposed 20mph zones and there would be a report back to the Committee in March.

The Chairman praised the Members for the work done; it was pleasing to see works to reduce speed as he felt that reduced speed would lead to a reduction in deaths. He looked forward to receiving the report from the working group.

Councillor Howe congratulated the group for their work on Parking in the city. He expressed concerns over parking around schools. This was a major issue and there were problems throughout the city. There had been an incident outside of Redby and St. Benet's Schools where a child had almost been hit by a car. There were occasional visits by traffic wardens and the signage was to be refreshed and bollards had been installed however he felt that there was a need for a more thorough examination of the area in order to improve safety.

The Chairman advised that enforcement was limited as the Council only employed 10 Civil Enforcement Officers.

Councillor Vardy queried how removing paths could improve safety.

Councillor E. Gibson advised that the layout of the areas lead to drivers questioning whether they should be driving there and encouraged them to slow down. The figures proved that the system worked.

Councillor Vardy then asked how long the Home Zone Areas had been in place.

Helen Lancaster, Assistant Scrutiny Officer, advised that the zones had been in place for at least two years. She agreed to provide the exact information.

5. RESOLVED that the evidence provided be given consideration as part of the Committee's study and the Committee receive further updates from the group.

### **Forward Plan – Key Decisions for the Period 1<sup>st</sup> February, 2010 – 31<sup>st</sup> May, 2010**

The Chief Executive submitted a report (copy circulated) which provided Members with an opportunity to consider the items within the remit of the Committee which were included in the Executive's Forward Plan for the period 1<sup>st</sup> February to 31<sup>st</sup> May, 2010.

(For copy report – see original minutes)

The Chairman advised that there had been an updated plan produced since the Agenda had been published. This updated plan covered the period 1<sup>st</sup> March, 2010 to 30<sup>th</sup> June, 2010 and the extract showing the items within the remit of the Committee had been circulated to Members.

Councillor Wood asked that the Committee receive the report to the Cabinet regarding the Highway Maintenance Programme.

Les Clark, Head of Street Scene, advised that the item was a delegated decision which would be made by the Director and Portfolio Holder and as such there would not be a full report produced.

Councillor Wood expressed concerns that he felt that this meant that the Committee could not discuss the item and asked that if possible it was discussed at a future meeting.

The Chairman advised that the item could still be discussed by the Committee and stated that an item regarding this would be included on the agenda for a future meeting of the Committee.

6. RESOLVED that the report be received and noted and consideration be given to the Executive's Forward Plan.



## **Work Programme 2009-10**

The Chief Executive submitted a report (copy circulated) which informed Members of the current Work Programme for the Committee's work during the 2009-10 Council year.

(For copy report – see original minutes)

Jim Diamond, Scrutiny Officer, advised that the item on Public Toilets scheduled for the March meeting would be moved back to the April meeting.

The Chairman added that this was due to Les Clark, Head of Street Scene, being responsible for that report and the report on Cemeteries and he had asked that the Public Toilets report be moved.

Councillor Wood queried whether there would be an update on the School Travel Plan.

Mr Diamond advised that the Travel Plan Officer would be attending a future meeting of the Task and Finish group.

The Chairman asked whether the report on Fawcett Street would be available for the March meeting.

Keith Lowes, Head of Planning and Environment, advised that the baseline study had been undertaken, there were plans to hold a workshop and a walk of Fawcett Street, it was hoped that this would be arranged in time for the findings to be presented to the March meeting.

The Committee agreed that a workshop and walkabout would be beneficial.

7. RESOLVED that the current work programme for 2009-10 be received and noted.

(Signed) G. MILLER,  
Chairman.

**REFERENCE FROM CABINET – 10<sup>TH</sup> MARCH, 2010  
CITY OF SUNDERLAND LOCAL DEVELOPMENT FRAMEWORK CORE  
STRATEGY REVISED PREFERRED OPTIONS**

**Report of the Chief Solicitor**

**1. Why has this report come to the Committee?**

- 1.1 To seek the advice and consideration of this Committee on a report considered by Cabinet on 10<sup>th</sup> March, 2010. The report sought approval to the Sunderland Core Strategy Revised Preferred Options for public consultation.
- 1.2 Members' views will contribute to the consultation process.

**2. Background and Current Position**

- 2.1 The Cabinet, at its meeting held on 10<sup>th</sup> March, 2010, gave consideration to a report of the Deputy Chief Executive. The report sought approval of the Sunderland Core Strategy Revised Preferred Options for public consultation.
- 2.2 Copies of the 26<sup>th</sup> June, 2008 Cabinet agenda were circulated to all Members of the Council. Members are requested to note that a copy of the City of Sunderland Local Development Framework Core Strategy Revised Preferred Options is available for inspection in Members' Services or alternatively the document can be viewed on-line at:-

<http://www.sunderland.gov.uk/committees/CmisWebPublic/Meeting.aspx?meetingID=1604>

**3. Conclusion**

- 3.1 The report is referred to this Committee for advice and consideration. The report is also referred to the Planning and Highways Committee for advice and consideration. Comments from the Committees will be reported to Council on 31<sup>st</sup> March, 2010.

**4. Recommendation**

- 4.1 The Scrutiny Committee is invited to give advice and consideration to Council on the attached report of the Deputy Chief Executive.

## 5. Background Papers

5.1 Cabinet Agenda, 10<sup>th</sup> March, 2010.

5.2 A copy of the Agenda is available for inspection from Chief Solicitor's or can be viewed on-line at:-

<http://www.sunderland.gov.uk/committees/CmisWebPublic/Meeting.aspx?meetingID=1604>

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**CABINET MEETING – 10 MARCH 2010**

**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

CITY OF SUNDERLAND LOCAL DEVELOPMENT FRAMEWORK : CORE STRATEGY REVISED PREFERRED OPTIONS

**Author(s):**

DEPUTY CHIEF EXECUTIVE

**Purpose of Report:**

The purpose of this report is to seek Cabinet's recommendation to Council to approve the Sunderland Core Strategy Revised Preferred Options for public consultation.

**Description of Decision:**

Cabinet is requested to agree that Council be recommended to:

- i) Note the representations received to the Core Strategy Alternative Options Consultation and agree the Officer recommendations to each response as set out in Annex 1;
- ii) Approve the attached Sunderland Core Strategy Revised Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) for the purposes of public consultation and as a material consideration in assessing planning applications, pending its finalisation following public consultation;
- iii) Authorise the Deputy Chief Executive, in consultation with the Portfolio Holder for Prosperous City, to make any required amendments to the attached Sunderland Core Strategy Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) as necessary prior to its publication for public consultation.

**Is the decision consistent with the Budget/Policy Framework? Yes**

**If not, Council approval is required to change the Budget/Policy Framework**

**Suggested reason(s) for Decision:**

The decision is required to enable the Core Strategy to proceed to its next stage (statutory consultation) in accordance with the Council's adopted Local Development Scheme.

Authority is sought for the Deputy Chief Executive to agree final amendments to the documentation prior to their publication. This is to acknowledge ongoing discussions with Government Office for the North East regarding the wording of policies relating to the city's net additional housing requirement, gypsies and travellers, strategic development sites and green infrastructure. These discussions are recognised as best practice. It should be noted that consultants have been commissioned to complete further evidence in relation to the viability of securing affordable housing. This is due to be completed in late March.

<b>Alternatives to be considered and recommended to be rejected:</b> All local planning authorities are charged under the Planning and Compulsory Purchase Act 2004 with the preparation of a local development framework (LDF), which must include a core strategy. They are also charged with preparing the LDF in accordance with the provisions of an approved Local Development Scheme (LDS). Therefore there are no alternatives to preparing the preferred options of the Core Strategy.	
<b>Is this a “Key Decision” as defined in the Constitution?</b> Yes	<b>Relevant Scrutiny Committee:</b> Environment and Attractive City Scrutiny Committee
<b>Is it included in the Forward Plan?</b> Yes	Planning and Highways Committee

**CITY OF SUNDERLAND LOCAL DEVELOPMENT FRAMEWORK: CORE STRATEGY  
REVISED PREFERRED OPTIONS****REPORT OF THE DEPUTY CHIEF EXECUTIVE****1.0 Purpose of Report**

- 1.1 The purpose of this report is to seek Cabinet's recommendation to Council to approve the Sunderland Core Strategy Revised Preferred Options for public consultation.

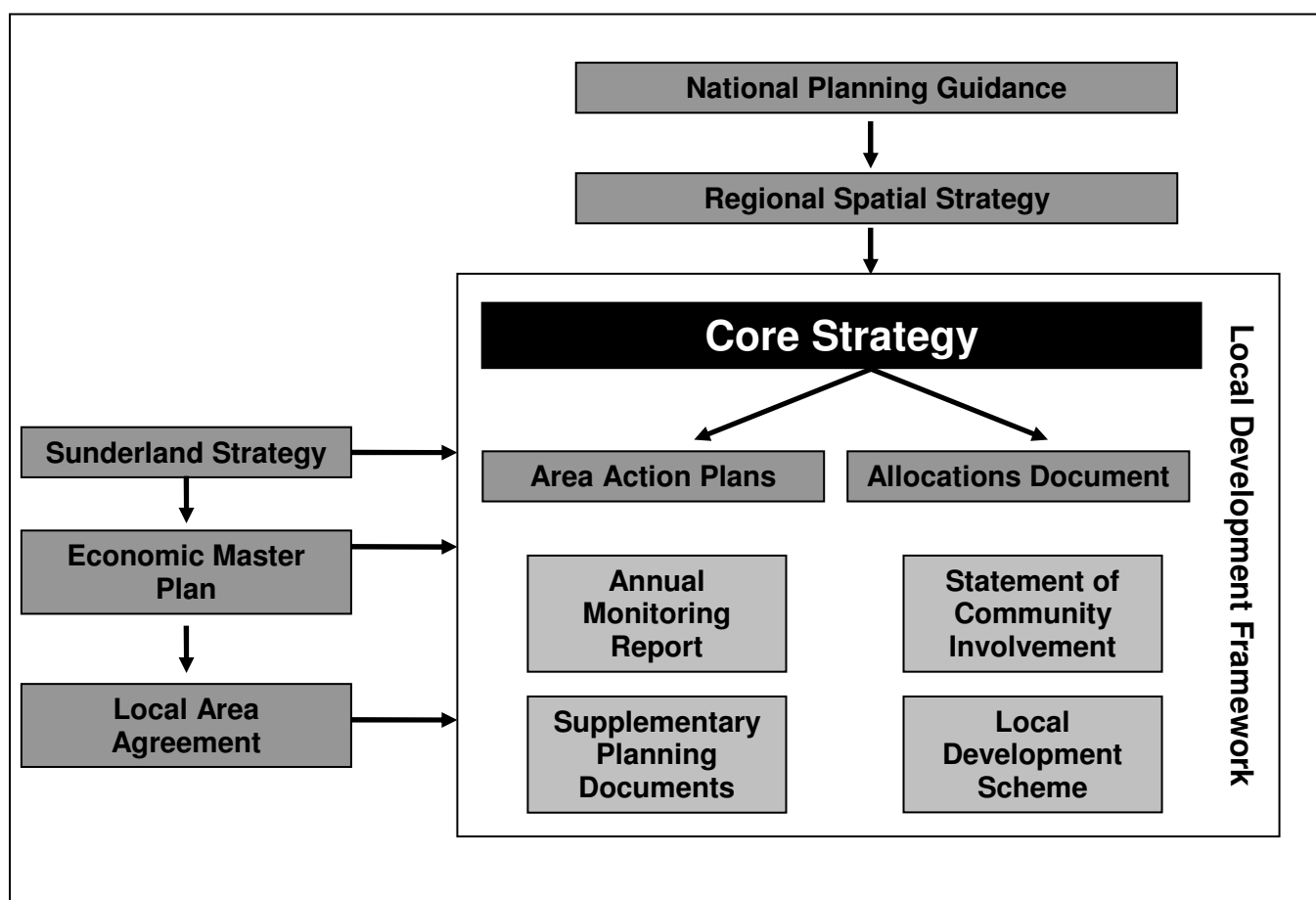
**2.0 Description of Decision**

- 2.1 Cabinet is requested to agree that Council be recommended to:
- i) Note the representations received to the Core Strategy Alternative Options Consultation and agree the Officer recommendations to each response as set out in Annex 1;
  - ii) Approve the attached Sunderland Core Strategy Revised Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) for the purposes of public consultation and as a material consideration in assessing planning applications, pending its finalisation following public consultation;
  - iii) Authorise the Deputy Chief Executive, in consultation with the Portfolio Holder for Prosperous City, to make any required amendments to the attached Sunderland Core Strategy Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) as necessary prior to its publication for public consultation.

**3.0 Background ~ The Role and Purpose of the Core Strategy**

- 3.1 The Core Strategy will sit at the heart of Sunderland's Local Development Framework. It will provide the broad strategic spatial policies including the distribution of new housing, retailing and employment across the city until 2026. As Figure 1 illustrates, the Core Strategy must be in general conformity with national planning policy and the Regional Spatial Strategy (RSS). At the city level, the Core Strategy will also be the main delivery mechanism of those spatial objectives set out in both the Sunderland Strategy and the emerging Economic Masterplan. All lower level documents that will make up the City's LDF (including the Allocations Development Plan Document and Hetton Downs Area Action Plan) must conform to the broad requirements of the Core Strategy.

**Figure 1 : Relationship of the Core Strategy and Local Development Framework to Other Plans and Strategies**



- 3.2 Taking its lead from the Sunderland Strategy and Economic Masterplan, the Core Strategy has developed the following overarching spatial vision which is for Sunderland to be:

*“An internationally recognised and welcoming city that provides a sustainable distribution of land uses.*

*To create a place which offers a great quality of life with an enhanced, entrepreneurial and progressive low carbon economy.*

*The commitment to the environment goes hand in hand with creating a balanced, fulfilling and better future for all with access to first class services, facilities and opportunities for everyone.*

*In the long term the aim is to develop a city where all residents have a realistic opportunity to access the main centres for employment, shopping and leisure without needing to use a car.”*

#### **4.0 Statutory Requirements to Deliver the Core Strategy**

- 4.1 The Core Strategy must proceed through the following statutory stages as set out in the adopted Local Development Scheme (the LDF project plan)
- Issues and Options (consultation completed between November 2005 and February 2006);

- Preferred Options Draft (consultation completed between December 2007 and February 2008);
- Publication Draft including public consultation (programmed for October 2010);
- Submission Draft to the Secretary of State (programmed for February 2011);
- Public Examination before an independent Inspector (programmed for May 2011);
- Adoption (programmed for November 2011).

4.2 At the Public Examination, the Inspector will test the plan for its 'soundness'. The test will include whether : -

- It is based on robust and credible evidence (comprising evidence that the views of the local community and key stakeholders have been sought) and whether the policies are backed up by fact;
- The policies and proposals are deliverable;
- The strategy proposed is the most appropriate having discounted all reasonable alternatives. In effect, this requires a clear evidence trail to demonstrate that through public consultation at the earlier stages of the process, that is up to the Preferred Options stage, all issues and alternative strategies have had an appropriate airing and have been assessed. As the Core Strategy now advances to the next stages, there is limited opportunity to introduce new proposals.

4.3 Failure to meet these tests could result in the Plan being struck down. This would have been the case with Newcastle City Council's Core Strategy, had the Inspector not intervened prior to the start of the Examination and recommended that it be formally withdrawn.

## **5.0 The Emerging Core Strategy - Progress to Date**

5.1 As set out at paragraph 4.1, the first formal stage of preparing the Core Strategy began with the publication for consultation and community engagement of the Issues and Options for the City between November 2005 to February 2006. The formal Core Strategy Preferred Options Draft was published for public consultation between December 2007 and February 2008. A report of this consultation and the agreed way of dealing with each representation was agreed by Council in June 2008.

5.2 However, since the Preferred Options draft was published, a number of changes have taken place : -

- The revised Sunderland Strategy was adopted in April 2008 (though it should be noted there was considerable joint working during the preparatory stages of both documents including conjoined public consultation);
- The Regional Spatial Strategy for the North East (to 2021) (the RSS) was adopted in July 2008 confirming amongst other things the requirement for Sunderland to provide some 225 hectares of employment land and as a minimum some 15,000 net new homes;
- The Planning Act 2008 introduced amendments to the stages that the Core Strategy must pass and in addition now enables core strategies to allocate sites considered to be strategically important. This was followed by a revision of Planning Policy Statement 12 "Local Spatial Planning" which advises that "*Core strategies may allocate strategic sites for development...[that is]...Those sites*



*considered central to achievement of the strategy and where investment requires a long lead-in”;*

- New evidence of a significant nature has been completed including assessments of future housing needs (by house type, tenure and location), future housing land availability, a review of all employment land and an assessment of future retailing needs;
- The Council commenced work on the Economic Masterplan, which has a fundamental interrelationship to the Core Strategy.

5.3 Given the above information and the need for transparency that all options have been fully considered, it was appropriate to revise the Core Strategy Preferred Options draft prior to advancing to its next formal stage, the Publication Draft. The Local Development Scheme was formally revised in March 2009 to allow for further consultation on the alternative approaches to the overall distribution of development across the city and to test proposals to include ten strategic sites (as set out below).

## **6.0 The Core Strategy Alternative Approaches and Strategic Sites Consultation (September to November 2009)**

### *The Alternative Approaches*

6.1 Four realistic alternative approaches were developed, which were all underpinned by the following principles :-

- Conformity to national and regional policy, the Sunderland Strategy and to the emerging Economic Masterplan;
- Giving primacy to the role of Central Sunderland and the City Centre;
- Supporting regeneration of deprived areas.

6.2 The city was divided into four sub-areas Sunderland North, Sunderland South, Washington and Coalfield. The alternative approaches consulted upon were based around the following different development scenarios :-

- **Approach A ~ Focussing Development on the Conurbation** - growth of the City Centre / Central Sunderland, with further focus on Washington and the main built – up area of Sunderland only. The sustainable growth of Houghton and Hetton and the wider Coalfields would be accommodated;
- **Approach B ~ Proportional Distribution of Development** - a balanced proportion of development (broadly reflecting population levels and land availability) across the four sub areas;
- **Approach C ~ Focus Development within the Current Urban Area** - concentrating development within the existing urban area and on suitable previously developed (brownfield) land, retaining open space and countryside;
- **Approach D ~ Meeting Sub-Area Spatial Requirements - a Hybrid of Approaches A-C**, but also considering the local sub-area needs, priorities, opportunities and constraints.

6.3 Each “Approach” has different implications for the distribution of the RSS housing and employment requirements across the city. Accordingly, a detailed analysis of the strengths and weaknesses accompanied each approach, and more importantly, a detailed Sustainability Appraisal of each approach was undertaken to test their relative sustainability merits. Consultees were requested to rank their preferred “Approaches” on a scale of 1 to 4 (1 being the most preferred). An opportunity was also given to provide supporting information to the preferred approach or to suggest other approaches that may not have been considered.

### *The Strategic Sites*

6.4 Ten strategic sites were also identified and proposed for consultation. These were as follows:-

- North of Nissan: to accommodate a range of large scale employment uses;
- Groves: to create a new residential community, with a new local centre, community and business uses;
- Farringdon Row: to complement development at the Vaux site, bringing offices and housing to the City Centre;
- Stadium Village: providing a focus of leisure led regeneration;
- Vaux: to be the key location for new offices along with new homes;
- Holmeside: to provide for a retail led regeneration;
- The Port: to provide for port-related developments and employment uses;
- South Ryhope: as an adopted allocation within the Unitary Development Plan the site would be developed as a business park for a range of employment uses;
- Sunderland Strategic Transport Corridor (SSTC);
- The Central Route.

6.5 An extensive consultation exercise was held between 15<sup>th</sup> September and 6<sup>th</sup> November 2009, including :-

- The production of a summary brochure and freepost response slip;
- A staffed mobile exhibition toured the city during the day and evenings;
- A key stakeholder workshop was held which 33 organisations attended from an invitation list of some 100;
- Some 400 letters were sent to statutory consultees and those individuals / organisations on the LDF mailing list and neighbouring properties to the strategic site north of Nissan and South Ryhope;
- All City Council staff were directly notified;
- Exhibition boards were displayed at various key locations around the City;
- A media release was published in the Sunderland Echo;
- Presentations and discussions were undertaken with each of the five Area Committees, the Youth Parliament and the Local Strategic Partnership (LSP) Delivery Improvement Board and Strategic Boards;
- Use of the council's internet site with an on-line response form;
- Details were posted on the Planning Policy Facebook and Twitter pages.

6.6 In all, some 150 individuals and organisations responded to the consultation exercise. A detailed schedule together with the officer recommendations in response to each comment is available from Members' Services. A summary of the key issues raised is as follows: -

- Support for retaining the broad extent of the Green Belt;
- There needs to be a clear definition on the role of the city centre sites for office based employment rather than relying on peripheral employment sites which should be reserved for manufacturing and logistics;
- There should be adequate justification for the inclusion of Strategic Sites in terms of ensuring a robust and sound Core Strategy;
- All approaches need to be focussed on the ability to deliver;
- Concerns were raised over limiting development in the Coalfield area where in some instances, additional growth is sought;
- There is too much emphasis on the role of Sunderland South to deliver new housing;

- There was broad agreement to the range of strategic sites proposed, though some objections were received particularly to the North of Nissan and South Ryhope sites.

6.7 In terms of the Alternative Approaches, a ranking system has shown that Approach D (scoring 269.5) was the most favoured by respondents followed by Approach C (304), then Approach A (318.5) and then Approach B (319). It should also be noted that the Sustainability Appraisal that was completed for this exercise also demonstrated that Approach D was the most sustainable option.

## **7.0 The Core Strategy Revised Preferred Options Draft.**

7.1 This recent consultation has therefore formed the basis for the Core Strategy Revised Preferred Options Draft which is available from Members' Services.

7.2 The format of the Revised Preferred Options Draft is markedly different from the December 2007 version which contained 20 topic based policies relating to, amongst other things, separate policies dealing with housing, design, employment, bio-diversity, and so on.

7.3 In accordance with Planning Policy Statement 12 "Local Spatial Planning", the theme of shaping Sunderland as a place underlies the format of the Revised Preferred Options Draft. In other words, it seeks to tell the 'story' of where Sunderland has come from and where it will be by 2026 through the delivery of these policies.

7.4 It contains five broad city wide policies that bring together the range of requirements. In summary these relate to :-

- The spatial growth and regeneration of the city and how new development will be distributed;
- Reflecting the RSS by focussing the majority of development in the conurbation of Tyne and Wear whilst supporting the sustainable regeneration and growth of the Coalfields;
- How the council will ensure that development is undertaken in such a way which contributes appropriately to the Core Strategy objectives;
- What will be required of new development in terms of design quality and sustainable construction to ensure that all development is of a high quality, is sympathetic with its surroundings whilst minimising the risk from climate change;
- How the council will manage both waste and minerals in line with the requirements of the RSS.

7.5 The strategic policies are illustrated on a key diagram that shows their geographical relationship.

7.6 The document is rounded off by setting out proposals for the monitoring and the delivery of each policy.

7.7 Five sub-area based policies for Central Sunderland (and the City Centre), Sunderland North, Sunderland South, Washington and the Coalfields have been developed in line with the City Council's Local Area Plans. For each sub-area, it sets out a locally distinctive vision, the key issues and constraints and the

opportunities for potential growth. The respective policies respond to the distinctive issues of each sub-area, for example identifying particular house types which are required in a given sub-area, as informed by the Strategic Housing Market Assessment. These policies look in greater depth at any particular transport proposals affecting the area and identify broad “green corridors” which would contribute to the city’s green infrastructure network.

7.8 A strong correlation to the Sunderland Strategy is retained and those key elements of the emerging Economic Masterplan are included.

7.9 In terms of the overall distribution of development, it is proposed that a hybrid of Approaches D and C is taken forward, as follows : -

	New Housing Net Target to 2026	%	New Employment Allocations (hectares)	%
Central Sunderland	4,828	28	25	23
Sunderland North	1,552	9	0	0
Sunderland South	6,380	37	28	25
Washington	1,035	6	43	39
Coalfield	3,448	20	14	13
Total	17,243	100	110	100

7.10 The above table reflects the City’s net additional housing requirement as set out in RSS (which includes past underperformance). However the RSS requirement of 17,243 net additional new dwellings is based upon a high economic growth scenario but the recent economic downturn has impacted significantly on overall housing delivery across the Region. The effect on Sunderland has been to artificially raise future annual housing targets to a likely unrealistic level with an average of 1,150 net additional dwellings required per year, between now and 2026.

7.11 The Head of Planning and Environment is in discussion with Government Office for the North East and Association of North East Councils to consider more realistic annual targets. This would have the effect of reducing the overall net additional housing requirement for 2026 to 14,450 (an average annual target of 963), which is considered achievable (although still historically high) and more importantly deliverable within the time frame of the plan. This will be a minimum target and any additional requirement for housing land reflecting an even better performance can be dealt with through the Plan, Monitor and Manage process.

7.12 At the time of writing, further guidance from the Planning Advisory Service is expected in mid-February on defining strategic sites which will be used to clarify and support the approach in relation to each of the ten Strategic Sites.

7.13 Accordingly, it is proposed to identify three Strategic Sites, which are considered vital to the regeneration of the City’s economy:-

- Vaux / Farringdon Row – The need to regenerate the city centre is an agreed priority of the Council. A key element in this is the need to “grow” the city centre office market in order to realise the range of city centre offices found in other similar sized cities. The former Vaux Brewery site has been identified as a

Strategic Site where large scale office development (Use Class B1a<sup>1</sup>) will be provided as part of a mixed-use proposal along with housing and supporting retail and leisure uses. This is the only site of strategic size in the city centre which provides the opportunity to deliver significant office employment and as such it is vital if the economy of the centre and the wider city is to be realised to its full potential. Similarly, the adjacent Farringdon Row site is capable of accommodating office uses to complement the high density office scheme envisioned at Vaux.

- Holmeside – The development of this site is supported by the Retail Needs Study (2009) which highlights a range of issues that need to be addressed if the city centre is to prosper. A key requirement is the achievement of high-quality comparison retail floorspace. The preferred location for this is the Holmeside Triangle site within the City Centre Retail Core, in a highly accessible location adjacent to the Park Lane Public Transport Interchange. This site provides the opportunity to accommodate a strategic level of modern comparison shopping floorspace along with new convenience food facilities, which are vital if the City Centre is to maintain its vitality and viability.
- Land North of Nissan – By way of background, the then emerging Unitary Development Plan first proposed a strategic employment site to the north of Nissan., but given that both the South Tyneside and Gateshead authorities were proposing similar scale employment developments, it was deemed appropriate to consider the case for releasing a single large scale employment site through the then emerging regional planning framework. This culminated in the RSS's 90 hectare proposal for TyneWear Park in South Tyneside. This was subsequently removed from the final RSS. Introducing this proposed 20 hectare site is now supported by the Employment Land Review (2009), which recommends the need to identify a strategic employment site in the Washington area. In addition, given the Government's recent announcement on the North East's Low Carbon Economic Area which puts Sunderland / Nissan at the geographical heart of this designation., it is considered that this site could provide a suitable location for 3 to 4 large employers associated directly or indirectly with the low carbon technologies and vehicle production.

7.14 With regard to the seven other sites initially identified (at paragraph 6.4), these remain included in policy terms within the Core Strategy, but are not given the same degree of status as the Strategic Sites.

## **8.0 Sustainability Appraisal and Appropriate Assessment**

8.1 The Revised Preferred Options document is supported by a Sustainability Appraisal report as required by the applicable legislation. The Sustainability Appraisal incorporates a Strategic Environmental Assessment of the plan as required by European Directive. An 'Appropriate Assessment' Report of the potential impact of the plan on Natura 2000 sites (these are international designations covering species and ecological habitats), again a legislative requirement, has also been prepared. Copies of these documents are available from Members' Services.

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<sup>1</sup> The Use Classes Order (2005) define business uses (B1) into three sub-categories, B1(a) is offices other than financial and professional services, B1(b) is research and development and B1(c) is light industry.

## **9.0 Next Steps**

- 9.1 Following approval by the Council the Core Strategy, (along with its supplementary reports), will be published, advertised and placed on the Sunderland website for consultation. The consultation will cover the statutory minimum period of 6 weeks during April and May 2010 and will be undertaken entirely in accordance with the Council's adopted Statement of Community Involvement.
- 9.2 Subsequent to the close of consultation, responses will be collated and a summary of the main issues emerging prepared for the agreement of Cabinet and Council. The Core Strategy will be amended as necessary to take account of the responses to the consultation and other more up to date information.
- 9.3 The subsequent versions of the Core Strategy will be delivered in accordance with the adopted LDS as outlined at paragraph 4.1.

## **10.0 Relevant Considerations**

### **10.1 Reason for Decision**

The decision is required to enable the Core Strategy to proceed to its next stage (statutory consultation) in accordance with the Council's adopted LDS.

Authority is sought for the Deputy Chief Executive to agree final amendments to the documentation prior to their publication. This is to acknowledge ongoing discussions with Government Office for the North East regarding the wording of policies relating to the city's net additional housing requirement, gypsies and travellers, strategic development sites and green infrastructure. These discussions are recognised as best practice. It should be noted that consultants have been commissioned to complete further evidence in relation to the viability of securing affordable housing. This is due to be completed in late March.

### **10.2 Alternatives**

All local planning authorities are charged under the Planning and Compulsory Purchase Act 2004 with the preparation of a local development framework, which must include a core strategy. They are also charged with preparing the LDF in accordance with the provisions of an approved Local Development Scheme. Therefore there are no alternatives to preparing the preferred options of the Core Strategy.

### **10.3 Financial Implications**

Costs have arisen from developing the evidence base and will arise from the consultations and subsequent Public Examination of the Core Strategy, funding of which will be met from contingencies.

### **10.4 Legal Implications**

The Core Strategy, Sustainability Appraisal and Appropriate Assessment have been prepared in accordance with the applicable legislation.

### **10.5 Policy Implications**

The Revised Preferred Options set out draft over-arching policies for the guidance of development. Until the Core Strategy is adopted the provisions of the saved policies of the Sunderland Unitary Development Plan and Alteration Number 2 will

remain the statutory land use policies for the City along with the Regional Spatial Strategy. However the draft Core Strategy if approved will become a material consideration in considering planning applications to help ensure that planning decisions are up to date and reflect the aspirations of the City as expressed in the Sunderland Strategy and emerging Economic Masterplan.

## **10.6 Implications for other Services**

The Core Strategy policies reflect as appropriate other Council and LSP partners' strategies, plans and programmes. As such it should enable their land use aspirations to be delivered in a co-ordinated and timely manner, for instance the land use aspects associated with the Council's waste management strategy. The consultation period will provide a further opportunity for interested parties to ensure that their strategies and plans have been properly considered and accounted for in the Core Strategy.

## **10.7 The Public**

It is a requirement of the planning system that the public as a whole is engaged in the development plan process, with minimum statutory requirements for consultation set out in Regulations. The consultations so far on the Core Strategy and those proposed for the Revised Preferred Options have and will achieve those requirements for public engagement set out within the Council's Statement of Community Involvement.

## **Background Papers**

Statement of Community Involvement (March 2007)

Local Development Scheme (March 2009)

PPS12 "Local Spatial Planning (June 2008)

Core Strategy Issues and Options (November 2005)

Core Strategy Preferred Options (December 2007)

Core Strategy Alternative Approaches (September 2009)

Results of Consultations on the Core Strategy Alternative Approaches (March 2009)

Core Strategy Revised Preferred Options (March 2010)

Sustainability Appraisal to the Core Strategy Revised Preferred Options (March 2010)

Appropriate Assessment to the Core Strategy Revised Preferred Options (March 2010)

**REFERENCE FROM CABINET : 10<sup>TH</sup> MARCH, 2010**

**ST. PETER'S RIVERSIDE AND BONNERSFIELD PLANNING FRAMEWORK –  
DRAFT SUPPLEMENTARY PLANNING DOCUMENT**

**Report of the Chief Solicitor**

**1. Why has this report come to the Committee?**

- 1.1 To seek the views of this Committee on a report considered by Cabinet on 10<sup>th</sup> March, 2010 which sought approval of the draft St. Peter's Riverside and Bonnersfield Planning Framework and accompanying Strategic Environmental Assessment for the purposes of consultation.
- 1.2 Members' views will contribute to the consultation process.

**2. Background and Current Position**

- 2.1 The Cabinet at its meeting held on 10<sup>th</sup> March, 2010 gave consideration to a report of the Deputy Chief Executive which sought approval of the draft St. Peter's Riverside and Bonnersfield Planning Framework and accompanying Strategic Environmental Assessment for the purposes of consultation.
- 2.2 Copies of the 10<sup>th</sup> March, 2010 Cabinet Agenda were circulated to all Members of the Council. Members were requested to note that a copy of the Draft Supplementary Planning Document is available for inspection in Members' Services or alternatively the document can be viewed on-line at:-

<http://www.sunderland.gov.uk/committees/CmisWebPublic/Meeting.aspx?meetingID=1604>

**3. Conclusion**

- 3.1 The report is referred to this Committee for comments. The report is also referred to the Planning and Highways Committee for comments. Comments from the Committees will be reported to Cabinet on 14<sup>th</sup> April, 2010.



**4. Recommendation**

- 4.1 The Scrutiny Committee is invited to consider the attached report of the Deputy Chief Executive.

**5. Background Papers**

- 5.1 Cabinet Agenda, 10<sup>th</sup> March, 2010.
- 5.2 A copy of the Agenda is available for inspection from Chief Solicitor's or can be viewed on-line at:-

<http://www.sunderland.gov.uk/committees/CmisWebPublic/Meeting.aspx?meetingID=1604>

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## CABINET MEETING – 10 MARCH 2010

### EXECUTIVE SUMMARY SHEET – PART I

**Title of Report:**

St. Peter's Riverside and Bonnersfield Planning Framework –  
Draft Supplementary Planning Document

**Author(s):**

Deputy Chief Executive

**Purpose of Report:**

The purpose of this report is to seek Cabinet's approval of the Draft St. Peter's Riverside and Bonnersfield Planning Framework and accompanying Strategic Environmental Assessment for the purposes of consultation.

**Description of Decision:**

Cabinet is recommended to:

- a) Approve the Draft St. Peters Riverside and Bonnersfield Planning Framework Supplementary Planning Document and accompanying Strategic Environmental Assessment for the purposes of consultation.
- b) Approve the Draft St. Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document as planning guidance, pending its finalisation following consultation.

**Is the decision consistent with the Budget/Policy Framework?**

Yes

**If not, Council approval is required to change the Budget/Policy Framework**

**Suggested reason(s) for Decision:**

To initiate a formal process to progress the St. Peter's Riverside and Bonnersfield Planning Framework to adoption by the Council as a Supplementary Planning Document, by carrying out public consultation on its content. This will inform the completion of a planning framework document that will facilitate the further regeneration of the area in a manner that balances the Sunderland Partnership's aspirations for its development with the need to have appropriate regard for the setting of the prospective World Heritage Site of St. Peter's Church and grounds.

**Alternative options to be considered and recommended to be rejected:**

The alternative option is not to prepare a planning framework. The consequences of this would be a failure to meet the requirement set out in the adopted UDP Alteration No.2 policy ECB5 to prepare a broad framework for each Strategic Location for Change site. In addition, failure to prepare an endorsed framework will reduce the Council's ability to ensure a high quality of development in the Plan area while protecting the setting of the prospective World Heritage Site. The lack of such a planning framework would be detrimental to the Wearmouth-Jarrow Partnership's bid for Inscription of the site on the World Heritage Register.

**Is this a "Key Decision" as defined in the Constitution?**

Yes

**Is it included in the Forward Plan?**

Yes

**Relevant Scrutiny Committee:**

Environment and Attractive City  
Planning and Highways

**ST. PETER'S RIVERSIDE AND BONNERSFIELD PLANNING FRAMEWORK  
DRAFT SUPPLEMENTARY PLANNING DOCUMENT**

**REPORT OF THE DEPUTY CHIEF EXECUTIVE**

**1.0 Purpose of Report**

- 1.1 The purpose of this report is to seek Cabinet's approval of the Draft St. Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document and accompanying Strategic Environmental Assessment for the purposes of consultation.

**2.0 Description of Decision**

- 2.1 Cabinet is recommended to:
- a) Approve the Draft St. Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document and accompanying Strategic Environmental Assessment for the purposes of consultation.
  - b) Approve the Draft St. Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document as planning guidance, pending its finalisation following consultation.

**3.0 Background**

- 3.1 Alteration Number 2 to the Unitary Development Plan (UDP) was adopted by the City Council in September 2007. It establishes planning policy for Central Sunderland including the designation of a number of 'Strategic Locations for Change'. These include one, defined in Policy NA3B.1, on the north bank of the River Wear at the Bonnersfield and St. Peter's riverside. This Strategic Location for Change is indicated on the plan in Appendix 1 to this report.
- 3.2 Policy EC5B of UDP Alteration No.2 requires the preparation of a broad framework document for each of the Strategic Locations for Change sites identified in that Plan. The framework is required to set out key principles to be taken into account by developers in preparing detailed masterplans for development.
- 3.3 At its meeting on 12 March 2008 Cabinet approved proposed procurement arrangements for consultancy services for the preparation of a planning framework for the St Peter's Riverside and Bonnersfield Strategic Location for Change and delegated the appointment of the consultant to the then Director of Development and Regeneration.

- 3.4 Following a competitive tendering process, Nathaniel Lichfield and Partners were commissioned in September 2008 to prepare the St Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document

#### **4.0 Current Position**

- 4.1 A draft Planning Framework has been prepared by the appointed consultants for the purposes of consultation. The area affected by the St Peter's Riverside and Bonnersfield Planning Framework is also indicated on the plan attached as Appendix 1. It will be noted that the Plan area is larger than the defined Strategic Location for Change. The reason for this is explained in Paragraph 4.6 below.
- 4.2 The Planning Framework must have regard to the provisions of relevant adopted national, regional and local planning policies; these are outlined in the draft Planning Framework. The purpose of the Framework is to supplement existing adopted planning policy and provide further guidance. Arguably the main local, area-specific, planning policies affecting the Plan area are UDP Alteration No.2 Policies NA3B.1 and NA 28.A.
- 4.3 Policy NA3B.1 indicates that the City Council will support mixed-use development at St Peter's riverside and Bonnersfield. The Policy indicates required, acceptable and unacceptable land uses as follows:

##### **REQUIRED**

- C3 Housing
- D1 Non-residential institutions (restricted to non-residential education and training centres only)

##### **ACCEPTABLE**

- D2 Assembly and Leisure
- B1 Business (with no permitted change to B8)
- A1 Retail (a total floorspace of up to 250m<sup>2</sup> in small scale, individual retail units of up to 50m<sup>2</sup> to serve the day-to-day needs of local residents and workers).
- A3 Restaurants and cafes (a total floorspace of up to 725m<sup>2</sup> in small scale units to serve the day-to-day needs of local residents and workers).
- C3 Housing (student accommodation)

##### **UNACCEPTABLE**

- B2 General Industry
- B8 Storage and Distribution.

Proposals for land uses not referred to in Policy NA3B.1 will be considered on their individual merits having regard to other policies of the UDP.

- 4.4 The Policy also emphasises the importance of high quality design and the need for environmental and access improvements. In this regard there is a particular emphasis on the sympathetic design of new development in relation to the candidate World Heritage Site, stating that it must enhance and not detract from its character, setting and views of it from the surrounding area.
- 4.5 Policy NA28.A concerns the candidate World Heritage Site (cWHS) of St Peter's Church and grounds and re-emphasises the above design principles stating that:
- "There will be a presumption against development which would adversely affect the character and appearance of the cWHS and its 'setting' as defined on the Proposals Map. Development proposals will be required to demonstrate that full account has been taken of their impact on views to and from the cWHS and, where necessary, to propose a suitable programme of mitigation as part of the planning application".*
- 4.6 The boundary of the Plan area corresponds to that of the "buffer zone" of the St Peter's cWHS. This includes the 'setting' defined on the Proposals Map in UDP Alteration No.2 and an additional area adjoining it to the north of Dame Dorothy Street which is included in the draft Wearmouth-Jarrow cWHS Management Plan. The additional area is not protected by UDP Alteration No.2 policy NA28.A but it is protected by policy B10, a saved policy of the UDP adopted by the City Council in 1998. The latter policy protects the setting of listed buildings. The cWHS buffer zone, and hence the Planning Framework area, includes land on both sides of the River Wear although most of the buffer zone is north of the river. Consequently as the St Peter's Riverside and Bonnersfield Strategic Location for Change lies fully within the cWHS buffer zone and is affected by the provisions of policy NA28.A, it is appropriate that, in considering the detailed impact of this policy, it is considered for the buffer zone as a whole.
- 4.7 Bonnersfield and St Peter's Riverside are affected by major current and future development proposals. At Bonnersfield there is a current planning application for a major mixed-use development while at St Peter's the University of Sunderland is developing its Masterplan for the future development of its campus there. On the south side of the river there are a number of smaller 'infill' development sites. The successful development of all of these sites is important for the City and its future economic well-being. Meanwhile the City Council, as part of the Wearmouth-Jarrow Partnership is striving to secure World Heritage Status for the St Peter's Church site and the City's intention to protect and enhance this site is expressed in its adopted planning policies mentioned above. Clearly it is important that the appropriate balance is struck between both of these important objectives.
- 4.8 In the course of preparing the draft Planning Framework a visual analysis has been carried out of heritage assets, particularly the cWHS as well as important townscape views. This has been done in the context of examining options for the development of the University Campus at St Peter's, in consultation with

the University, as well as against the development proposal for Bonnersfield that is the subject of a current planning application. As a consequence the draft Planning Framework sets key principles and parameters to guide the future redevelopment of the area, which must be reflected by a developer in the preparation of a comprehensive masterplan for the site and subsequent planning applications. The draft Framework is accompanied by a Strategic Environmental Assessment and copies of both these documents are available in the Members' library.

## **5.0 Next Steps**

- 5.1 In order to facilitate the adoption of a Planning Framework for the St Peter's and Bonnersfield Riverside area the provisions of the Town and Country Planning (Local Development) (England) Regulations 2004 require a period of formal public consultation. Therefore it is proposed that the Framework be the subject of a formal six-week consultation process to ensure that those with an interest have an opportunity to comment on the content of the document.
- 5.2 Following the consultation period amendments will be made to the Framework as appropriate in response to comments received. The amended Framework will then be submitted to Cabinet for approval as a Supplementary Planning Document which, if approved by Cabinet, would be used by developers as a basis for preparing detailed proposals for the area and would also be afforded weight as a material consideration by the Council when determining future planning applications.

## **6.0 Reasons for Decision**

- 6.1 To initiate a formal process to progress the St. Peter's Riverside and Bonnersfield Planning Framework to adoption by the Council as a Supplementary Planning Document, by carrying out public consultation on its content. This will inform the completion of a planning framework document that will facilitate the further regeneration of the area in a manner that balances the Sunderland Partnership's aspirations for its development with the need to have appropriate regard for the setting of the prospective World Heritage Site of St. Peter's Church and grounds.

## **7.0 Alternative Options**

- 7.1 The alternative option is not to prepare a planning framework. The consequences of this would be a failure to meet the requirement set out in the adopted UDP Alteration No.2 policy ECB5 to prepare a broad framework for each Strategic Location for Change site. In addition, failure to prepare an endorsed framework will reduce the Council's ability to ensure a high quality of development in the Plan area while protecting the setting of the prospective World Heritage Site. The lack of such a planning framework would be detrimental to the Wearmouth-Jarrow Partnership's bid for Inscription of the site on the World Heritage Register.

## **8.0 Relevant Considerations**

8.1 a) Financial Implications - With the exception of the costs associated with the consultation process, the Framework will not involve any direct costs to the Council. The consultation costs can be met from existing revenue budgets.

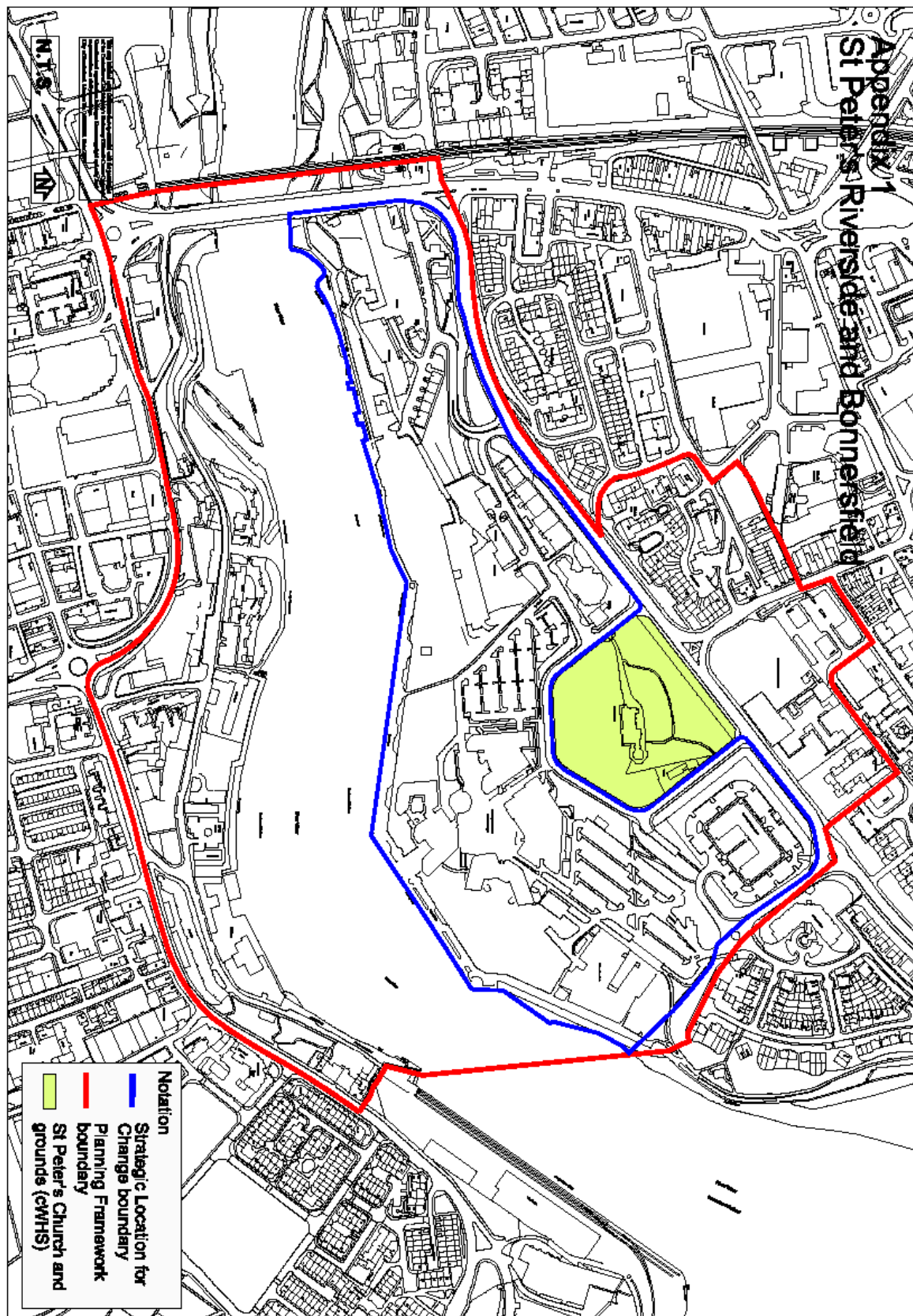
b) Policy Implications - The document has been prepared to meet the requirements of UDP Alteration No. 2 policy EC5B. As an approved Supplementary Planning Document it would be a material consideration in determining planning applications for development within the Plan area.

## **9.0 Background Papers**

- The Unitary Development Plan (Adopted Plan) 1998
- UDP Alteration No.2
- St Peter's Riverside and Bonnersfield Planning Framework Draft Supplementary Planning Document and Strategic Environmental Assessment.



## Appendix 1: St Peter's Riverside and Bonnersfield – Strategic Location for Change and Planning Framework boundaries



**ENVIRONMENT AND ATTRACTIVE CITY SCRUTINY COMMITTEE  
15 MARCH 2010**

**POLICY DEVELOPMENT & REVIEW 2009/10 – EVIDENCE GATHERING**

**Report of the Traffic Issues Task and Finish Group**

**STRATEGIC PRIORITIES: SP5: Attractive and Inclusive City**  
**CORPORATE PRIORITIES: CIO1: Delivering Customer Focused Services, CIO4: Improving Partnership Working to Deliver 'One City'.**

**1.0 PURPOSE OF REPORT**

- 1.1 To receive an update report on the work of the Committee's Task and Finish Group.
- 1.2 To consider proposals for piloting the introduction of 20mph Zones in Sunderland.

**2.0 BACKGROUND**

- 2.1 Sunderland City Council, as the Highway Authority, subject to satisfactory consultations and the enactment of appropriate traffic regulation orders, may introduce 20 mph speed limits and zones on local roads within its administrative area. These measures need to be considered in the context of wider Network Management Planning for the local authority road network, but in this context, can provide benefits to the authority, such as:

- Improved Road Safety
- Enhanced environmental quality and liveability in residential areas
- More sustainable travel behaviours through encouragement of walking cycling and public transport.
- Efficiency gains in operations, for instance, making it easier to recruit and retain School Crossing Patrols
- Opportunities to capture private sector funding contributions as part of the development planning process.

- 2.2 20mph speed limits have to be self enforcing to be successful, as neither the Police or the Northumbria Safer Roads Initiative have the resources to ensure that low speeds are constantly maintained. Equally the Department of Transport and Home Office guidance is fairly emphatic on the need for them to be self enforcing.
- 2.3 On most estate roads the average vehicular speeds will be 20mph or just above. However a number of roads will have average speeds above 20mph, which would benefit the community from the speeds being lowered from 30mph to 20mph. Signing alone cannot achieve this. This will inevitably lead to continued problems for residents in those roads as large numbers of drivers continue to drive at higher speeds. Therefore in those instances physical measures to slow the traffic are essential. If the Council determines to roll out a pilot programme of 20 mph zones the measures necessary will therefore vary dependant on local road speeds and public consultations.
- 2.4 The Council has received a significant number of requests for measures to reduce road speeds to 20mph. In an endeavour to address this demand as part of the work undertaken by the Task and Finish Group, assisted by Jacobs, it has explored potential methodologies to prioritise the introduction of 20mph speed limits across Sunderland's residential areas. The prioritisation criteria takes into account:
- Recorded injury accident history.
  - Exposure of vulnerable road users.
  - Existing road speeds in area and likely hood of compliance to 20mph without physical measures.
  - Proximity to schools.
  - Cost of implementation.
  - Integration with existing traffic calming.
  - Perceived public acceptability.

The Criteria is more fully detailed in the Jacob's report appended.

- 2.5 In the Jacobs report they have endeavoured to identify the time to implement such schemes. Jacobs suggest that a minimum period would be 14 weeks and a maximum period would be 68 weeks, to allow for all the necessary processes to be completed. From Officers experience it is possible to undertake a scheme in 14 weeks where 100% of residents have been in favour of the scheme prior to the commencement of work to introduce the scheme. In reality this is very rarely the case on area wide schemes with objections being inevitable

particularly where physical measures are required to slow traffic. Equally the 68 weeks period could be optimistic where there are strong objections.

### **3.0 PROGRESS TO DATE**

- 3.1 On 14 December 2009 the Committee received an update report on the work of the Committee's Traffic Issues Task and Finish Group.
- 3.2 Also at the Committee Mr Richard Hibbert of Jacobs presented a report entitled: Review of National Implementation of 20mph Zones in Residential Areas.
- 3.3 On 19 January 2010 the Task and Finish Group visited North Tyneside Council, where they were given the opportunity to discuss with officers the background to 20mph Zones that have been recently introduced. The Group was then conducted on a tour of different types of 20mph Zones in North Tyneside.
- 3.4 Following the visit to North Tyneside, it was agreed that Jacobs would carry out further work to identify potential 20mph Zones in Sunderland, and provide a rationale for their selection. Jacobs were asked to recommend five potential pilot 20mph Zones, one in each Regeneration Area, setting out the basis for the selection of each zone.
- 3.5 On 18 February 2010, Mr Hibbert presented a further draft of the report to the Task and Finish Group.

### **4.0 PROPOSALS**

- 4.1 That the Council should consider adopting an enabling policy as part of its corporate policy framework to signal that 20mph and traffic calming measures are an integral part of its strategic approach to road safety and traffic management. Development of the Council's Local Development Framework Core Strategy provides a good opportunity to adopt such a policy.
- 4.2 That the Council adopts the criteria for assessing 20mph speed limits set out in Section 2.3 of this report and more fully described in the Jacobs report of 26<sup>th</sup> February 2010.
- 4.3 That as part of the 2010/11 Local Transport Plan Capital Programme the Executive Director of City Services, following consultation with the Attractive and Inclusive City Portfolio Holder, be requested to include a pilot programme of 20mph speed limits in Sunderland. That the work to be undertaken in the 2010/11 financial year would be predominately consultation and design with implementation occurring in the summer of 2011, to enable adequate public consultations and the proper statutory procedures to be completed.

4.4 That the Executive Director of City Services be asked to undertake a programme of monitoring of the implementation of such a 20mph speed limit pilot programme and report back to a future meeting of this Scrutiny Committee on:

- The prioritisation list.
- New requests for inclusion in the prioritisation list.
- Future and current implementation programme
- Post implementation reports on vehicle speeds and recorded injury accidents in the areas implemented.
- Speed enforcement by the Northumbria Safer Roads Initiative in 20 mph speed limits.

4.5 The Council should seek to deliver 20pmh treatment through the development planning process by encouraging developers to build these treatments into development plans. The adopted Supplementary Planning Guidance on Urban Design provides a basis for these discussions. This would include an effective hierarchy of approaches that can be discussed with developers of Home Zones, and 20mph Zones and these work extend beyond the new development on to the existing highway network. Commitment to any of these will be determined by the overall value of the development and any other requirement the Council may place on developers. Each development will need to be handled on a case-by-case basis but the Council has some discretion to increase the priority speed management treatments within these processes.

4.6 That the Executive Director of City Services be requested to undertake further dialogue with the Northumbria Safer Roads Initiative to confirm their policies relating to enforcement of 20mph limits and that the first monitoring report will report more fully on this.

## **5.0 RECOMMENDATION**

5.1 The Committee is therefore recommended to adopt the proposals in Section 4.

## **Casualty Reduction Initiative for Residential Areas**

**20 mph Zones / Speed Limits – Investigation into Prospective Pilot Areas**

**Sunderland City Council**

**FINAL REPORT**

**26 February 2010**

## Document control sheet

Client: Sunderland City Council  
 Project: 20 MPH Zones Pilot Project  
 Document Title: Final Report

Job No: B1281600

	Originator	Checked by	Reviewed by	Approved by
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# 1 Introduction

## 1.1 Background

1.1.1 This commission relates to the development of a comprehensive Speed Management Strategy. In particular this document has been developed in order to contribute to a

***“Review of the current Sunderland Road Safety Strategy and Local Transport Plan in light of current government guidance and best practice on the subject of casualty reduction in relation to speed management”***

1.1.2 Following production of an earlier report for Sunderland City Council in December 2009 entitled, “Casualty Reduction Initiative for Residential Areas – 20mph Zones and Speed Limits” (December 2009), Jacobs were requested to complete further work on the development of a policy framework and identification of potential pilot areas in Sunderland. This forms part of the work that Sunderland is carrying out to review all speed limits across the City by 2011 in accordance with national guidance.

1.1.3 Following instruction from the City Council, Jacobs has developed a robust evidence base to inform decisions on the prioritisation of 20mph zones in residential areas.

1.1.4 This report presents the outcomes from this analysis work for consideration by the Environment & Attractive City Scrutiny Committee at the City Council.

### 2.1 Policy Review

2.1.1 Traffic authorities such as Sunderland City Council may, subject to satisfactory consultation, introduce 20 mph speed limits and 20 mph zones on local roads within their administrative area. These measures need to be considered in the context of wider Network Management Planning for the local authority road network but, in this context, can provide benefits to the authority such as;

- **Improved Road Safety**
- **Enhanced environmental quality and liveability in residential areas**
- **More sustainable travel behaviours through encouragement of walking, cycling and public transport**
- **Efficiency gains in operations, for instance making it easier to recruit and retain School Crossing Patrols**
- **Opportunities to capture private sector funding contributions as part of the development planning process**

2.1.2 *Sunderland Local Road Safety Strategy* and the *Tyne & Wear Local Transport Plan* make specific reference to the benefits of reducing speed as follows.

- Ensuring transport systems are safe whilst reducing the incidence and severity of transport-related accidents. The **road safety** strategy specifically refers to a concern for pedestrians in road safety planning.
- Maintaining and improving personal **accessibility** and linkages within Tyne & Wear
- Reducing the adverse **impacts of transport** on our environment

2.1.3 *The Manual for Streets* is supportive of lower vehicle speeds in order to encourage a sense of place. The lower speeds are to be achieved through sensitive design rather than unsympathetic vertical traffic calming. *Manual for Streets* encourages the creation of public realm where people feel secure to meet and interact. The encouragement of a sense of place supports the objective stated in the Community Strategy as The Most Liveable City. There is considerable benefit to be gained from relating transport policies and investment to wider policy objectives across the Council; for instance linking transport to wider initiatives for improving housing, health and well-being and contributing to the vision of making Sunderland “The Most Liveable” city.

2.1.4 Sunderland City Council has adopted a Supplementary Planning Guidance note on Urban Design - *Residential Design Guide (2008)* which provides guidance on the quality and layout of future developments across the City. Within this guidance, there is reference to the development of Home Zones –

creating shared spaces for all road users without the prevalence of highways infrastructure – road markings, kerbs, signs etc. Many local planning authorities aspire to these standards in modern new developments. Meanwhile there is a need to address existing road safety and traffic management in established residential areas. 20mph treatments – zones and limits – can be an effective means of achieving many of the outcomes of Home Zones within established areas of the City.

## **2.2 20 mph speed limits**

- 2.2.1 Department for Transport is nearing completion of a national review of policy on speed limits. This is due to report in March 2010. In the context of this review, DfT state the following;

*Research into signed-only 20 mph speed limits shows that they generally lead to only small reductions in traffic speeds. Signed-only 20 mph speed limits are therefore most appropriate for areas where vehicle speeds are already low. This may for example be on roads that are very narrow, through engineering or on-road car parking. If average speeds are already around 24 mph on a road, introducing a 20 mph speed limit through signing alone, is likely to lead to general compliance with the new speed limit. Early research from the area-wide 20 mph limit in Portsmouth suggests that greater reductions can be achieved through signed only limits where previous average speeds were significantly above 20 mph.*

*The implementation of 20 mph limits over a larger number of roads should be considered where the conditions are right. Highways authorities are already free to use additional measures in 20 mph limits to achieve compliance, such as some traffic calming measures and vehicle activated signs or speed cameras.*

### **2.2.2 Variable 20 mph limits**

Highway authorities have powers to introduce 20 mph speed limit that apply only at certain times of day. These variable limits may be particularly relevant where for example a school is located on a road that is not suitable for a regular 20 mph zone or limit, for example a major through road.

## **2.3 20 mph zones**

- 2.3.1 20 mph zones are areas subject to a 20 mph speed limit that is supported by appropriate orders, zone entry signs and if necessary physical measures within the zone to ensure that speeds driven are generally consistent with the 20 mph speed limit.
- 2.3.2 20 mph zones are very effective at reducing collisions and injuries. Research has shown that overall average annual accident frequency may fall by around 60%, and the number of accidents involving injury to children may be reduced by up to two-thirds. Zones may also bring further benefits, such as an overall reduction in traffic flow, where research has shown a reduction by over a quarter (Webster and Mackie, 1996), as well as a shift towards more walking and cycling.

- 2.3.3 20 mph zones are predominantly used in urban areas, both town centres and residential areas, and in the vicinity of schools. They may also be used around shops, markets, playgrounds and other areas with high pedestrian or cyclist traffic, though they should not include any major through roads. It is generally recommended that they are imposed over an area consisting of several roads.
- 2.3.4 There may be cases where a wider area is considered for a 20 mph zone, but contains small individual roads or stretches of road where average speeds are already so low that a signed-only limit would be appropriate to achieve compliance. However, the introduction of 20 mph zones and 20 mph limits bordering immediately on each other should be avoided where possible as this and the signing to indicate this may be confusing for road users. DfT recommends including these roads as part of the zone and use the available lighter touch traffic calming measures, such as overrun areas rather than more substantive engineering measures.

## 2.4 Policy Framework

- 2.4.1 Our review of the prevailing policy framework reveals a strong basis in legislation and national policy guidance for the adoption of 20mph in residential areas as a key policy within the highway and traffic management planning for Sunderland. Adoption of such a policy would address any residual uncertainty or lack of clarity in the Council's policy framework on this issue. Such a policy would sit well with the overall strategic framework for highways and traffic management in the City, with strong links to strategic implementation plans such as the Speed Management Strategy, the Traffic Management Plan and the Road Safety Strategy.
- 2.4.2 We recommend the adoption of an “*enabling policy*” as the most practical means of ensuring suitable revision to the current policy framework is achieved whilst managing any obligations placed upon the Council to react with local highways expenditure. An enabling policy coupled with a transparent and evidence-based prioritisation framework will also enable the Council to effectively manage public expectations. Meanwhile, an enabling policy can also assist in ensuring cost-effective and timely delivery of projects as part of a city-wide programme.
- 2.4.3 Further work will provide a number of possible “enabling” policy statements for further consideration by the Council. For illustration, the following policy statement is provided;

*TS1 : The Council may introduce speed reduction and traffic management measures, including 20mph speed limits and 20mph zones, on roads throughout the City where these contribute to the following outcomes;*

1. *Improving the safety of road-users – especially vulnerable roads users such as pedestrians, cyclists, children, elderly people or people with impaired mobility;*
2. *Improving access to local services and amenities such as shops, schools, community centres, health care facilities and recreational facilities, especially for pedestrians;*

3. *Reducing the incidence of through traffic in order to improve the amenity of residential areas through a reduction in traffic noise, air pollution, or other traffic-related nuisance*

*Such measures will be introduced in accordance with wider policies for management of the City's highway network to ensure that the roads network operates coherently and effectively for the movement of people, vehicles and freight. In this regard, particular attention will be paid to the impacts of such measures on pedestrians, public transport, goods vehicles and emergency vehicles.*

- 2.4.4 Other local authorities have taken similar measures to ensure that 20mph / traffic calming measures are well-founded in the Council's policy framework. As examples;

**North Tyneside Unitary Development Plan (2002-2007)** included Policy T10 of UDP stating:

*Traffic calming and local safety schemes will be carried out to reduce congestion, pollution and accidents, lessen conflict between vehicles and pedestrians, including people with disabilities and special needs, and improve the local environment.*

Also, **South Tyneside Council's Integrated Transport Strategy (2008-11)**, states;

*One of the overarching strategies of this document is the desire to "Reduce traffic speeds and rat running through residential areas through the implementation of traffic calming, 20mphs zones and Home Zones".*

3.1.1 A structured approach has been adopted when analysing the evidence base. This approach is designed to identify and prioritise 20mph zones in Sunderland. The approach is sequential and evidence-based, as summarised in the following

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**Planning framework for 20mph in residential areas**

<b>Is the area under consideration a residential area?</b>	<b>Housing density, population, schools, local shops/services, play areas?</b>
<b>Is there evidence of a road safety problem?</b>	<b>Analysis of accident history, severity, casualties?</b>
<b>Is there evidence of a speeding problem?</b>	<b>Network analysis of average speeds?</b>
<b>Which roads within the area are suitable for 20mph?</b>	<b>Emergency routes, bus routes, classified roads?</b>
<b>What are the characteristics of traffic flows along these streets?</b>	<b>Volumes, speeds, vehicle types, destinations?</b>
<b>Is 20mph likely to be acceptable to residents / politicians / public?</b>	<b>Requests to council, petitions, consultations</b>
<b>Is 20mph going to be cost effective?</b>	<b>Size of proposed scheme, extent of traffic calming and other measures, coincidence with existing measures, coincidence with planned maintenance, coincidence with new developments</b>
<b>Is 20mph going to be self-enforcing?</b>	<b>Average speeds before measures, 85<sup>th</sup> Percentile speeds before measures Physical measures as part of scheme</b>
<b>Is the project affordable?</b>	<b>What are the likely costs of the scheme? Is core funding (LTP) available? Is there a local (ward/neighbourhood funding contribution?</b>

## 4 Evidence Base

### 4.1 Sources of Data

4.1.1 The following sources of data have been mapped to inform analysis of the potential 20mph zones across residential areas in Sunderland.

Variable	Rationale	Data Source
Residential / household density	High household density to identify predominantly residential areas	Census data, Office of National Statistics
Levels of deprivation	High deprivation indices correlate with greater risk of child casualties	Indices of Multiple Deprivation published by Dept of Communities & Local Government
Proximity to schools	Proximity of local schools correlates with prevalence of child casualties. Also encourages greater levels of walk-to-schools	City-wide schools database
Road accident casualties	High incidence of casualties over 5-years gives opportunity for casualty reduction as result of 20mph	Tyne & Wear Traffic & Accident Data Unit at Gateshead Council
Child road accident casualties	High incidence of child casualties over 5-years gives opportunity for casualty reduction as result of 20mph	Tyne & Wear Traffic & Accident Data Unit at Gateshead Council
Road classification	20mph is more appropriate for local roads / residential streets, hence avoiding classified roads	Roads classification in OS National Land-use Database Sunderland Traffic Management Plan
Bus routes	20mph treatments (especially involving vertical traffic-calming) are more deliverable if they avoid core bus routes	Tyne & Wear Joint Transport Statistics Website Nexus

Our approach has been designed to make best use of available data to inform the analysis of the potential for 20mph treatments to make a contribution to strategic policy outcomes in Sunderland.

### 4.2 Analytical Approach

Our approach has been designed to be structured and incremental, enabling periodic review of outcomes and facilitating input from the City Council, both from Councillors and Officers. The Key stages in the approach were, as follows;

#### **4.2.1 Strategic Overview**

This stage considered evidence covering the whole of the City of Sunderland administrative area. The aim was to understand some of the fundamental geography of Sunderland – residential areas, schools and areas of deprivation – and ensure at the outset that all areas of the City were included for consideration.

The overview also looked at road traffic accidents throughout the City over a 5-year period (2005-2009). This analysis enabled the study to begin to focus in on areas with proven and persistent road safety problems.

Outcomes from the Strategic Overview are reported in Section 4.3 below.

#### **4.2.2 Initial Sift**

The initial sift aimed to identify key parts of the city where accident clusters were evident in residential areas. These clusters were considered to be potentially successful applications of 20mph treatments.

The initial sift identified 15 areas across Sunderland. The locations and characteristics of these areas are set out in Table 1 (Section 4.3).

Outcomes from the Strategic Overview and Initial Sift were reported to the Environment & Attractive City Scrutiny Committee at the City Council on 14<sup>th</sup> December 2009.

#### **4.2.3 Refinement**

This stage has looked in greater detail at the characteristics of the 15 areas derived through the Initial Sift. In particular, work has been completed to understand in each area;

- The nature of road accident casualties
- The speeds of traffic
- The prevalence of traffic calming features within the areas
- The level of public expectation / concern relating to traffic speeds

Outcomes from the refinement processes are reported later in this Section.

#### **4.2.4 Priority Assessment**

An assessment of the respective priorities for 20mph treatments in the 15 areas has been completed with reference to the outcomes of the refinement stage. The outcomes of this stage form the basis for our recommendations to the City Council at the end of this report.



4.3 Strategic Overview – Findings

Figure 1: Household density and school locations in Sunderland

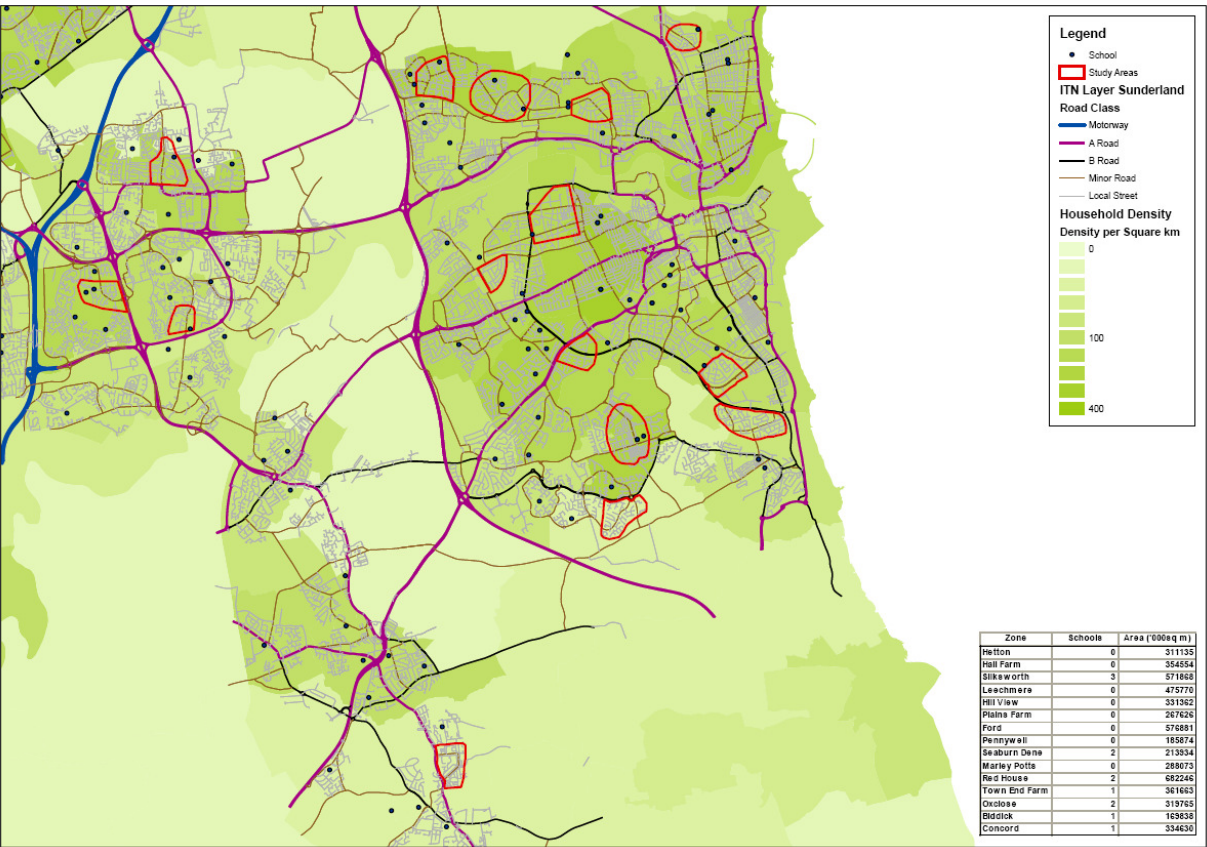
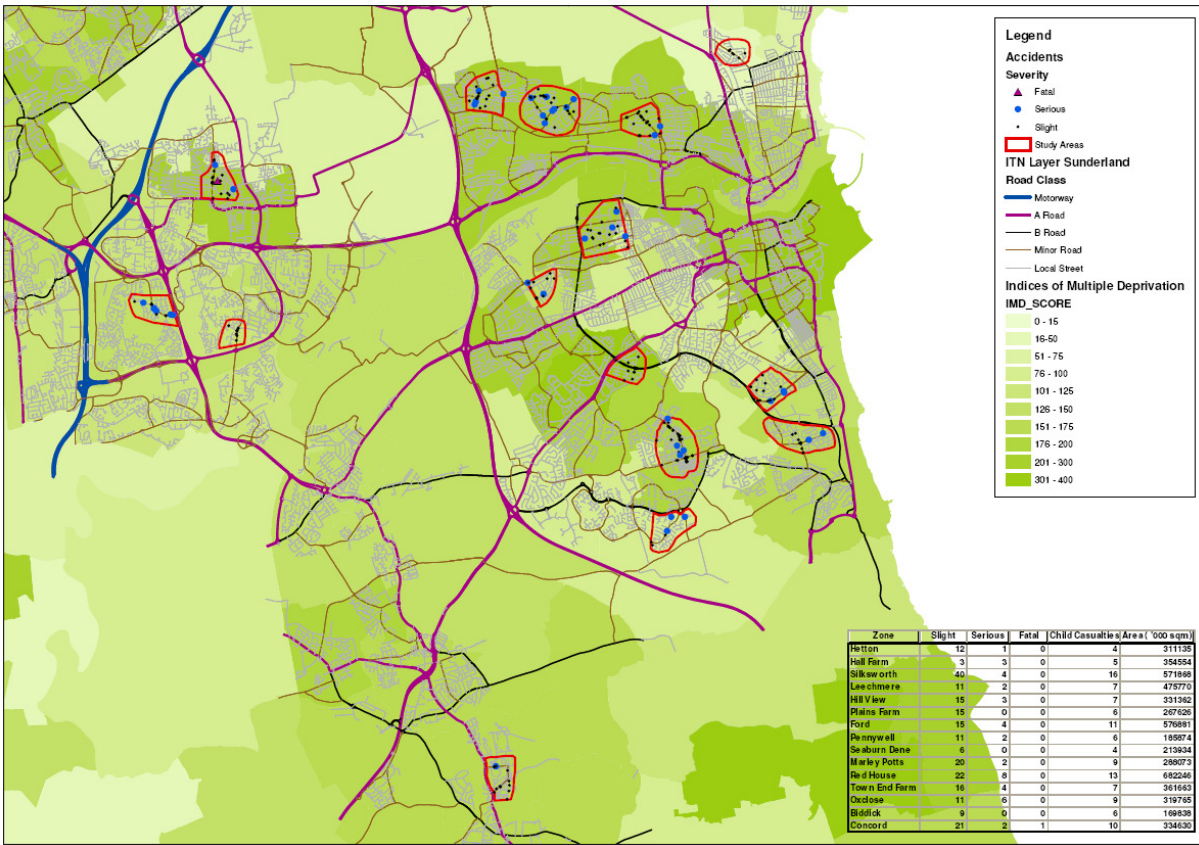


Figure 2: Road accident casualties and the index of multiple deprivation in Sunderland



#### 4.4 Initial Sift - Outcomes

The initial sift identified a set of 15 areas exhibiting the following characteristics:

- 1) High density distribution of households confirming their residential nature
- 2) Proximity to schools leading to high exposure to vulnerable (young) road users
- 3) Trend towards higher levels of deprivation (High IMD scores) correlating with increased risk of road accidents
- 4) Clusters of existing road accident casualties over past 5 years

Each of these zones is identified graphically in Figure 2, above as an area bounded in red. Summary statistics for each area are as follows:

Area	Area ('000sq m)	5-year casualties - fatal	5-year casualties - serious	5-year casualties - slight	5-year child casualties	Schools
Hetton	311	0	4	12	6	0
Hall Farm	355	0	5	3	4	0
Silksworth	572	0	16	40	9	3
Leechmere	476	0	7	11	3	0
Hill View	331	0	7	15	6	0
Plains Farm	267	0	6	15	8	0
Ford	577	0	11	15	9	0
Pennywell	186	0	6	11	8	0
Seaburn Dene	214	0	4	6	4	2
Marley Potts	288	0	9	20	12	0
Red House	682	0	13	22	8	2
Town End Farm	362	0	7	16	5	1
Oxclose	320	0	6	11	5	2
Biddick	170	0	0	10	5	1
Concord	335	1	2	21	4	1

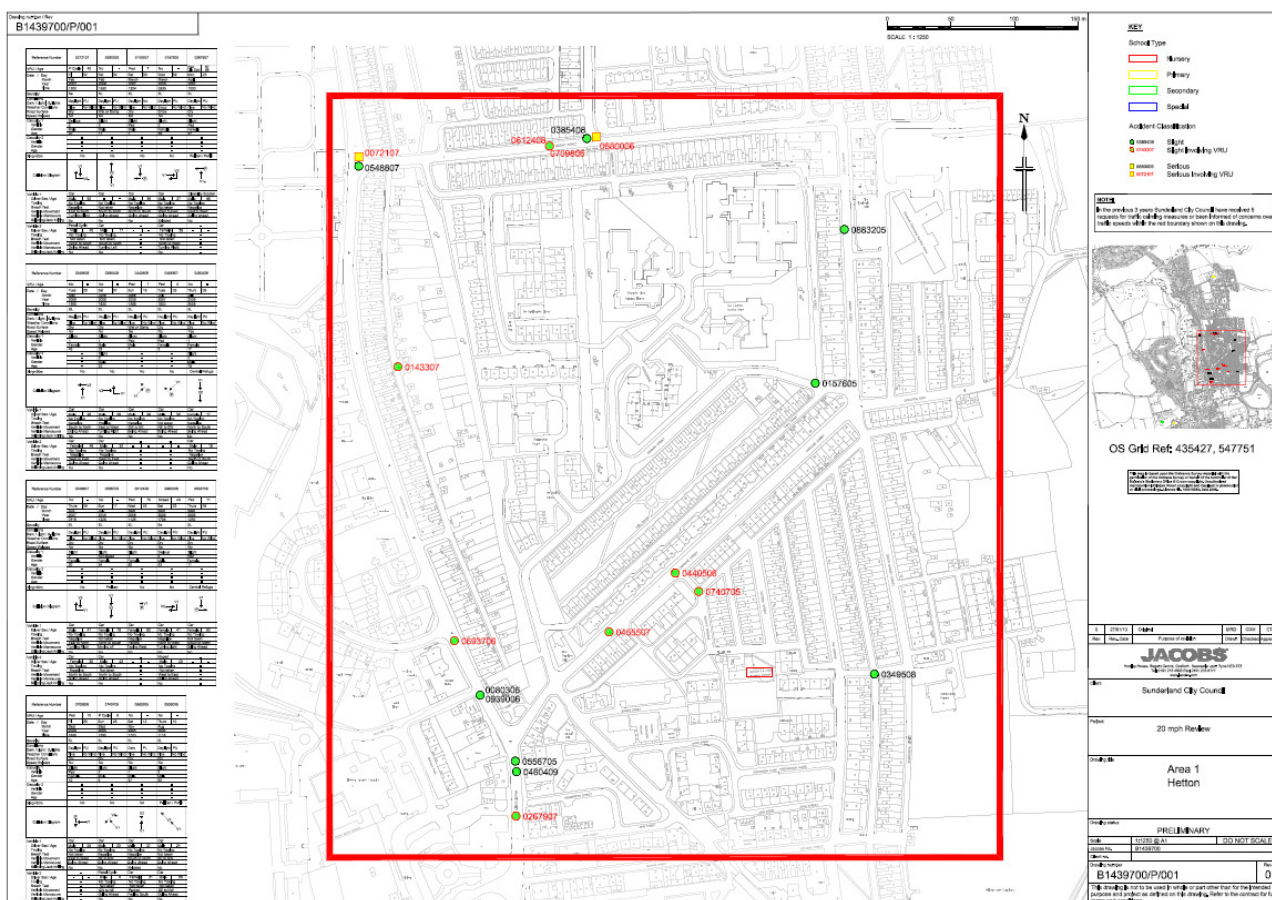
**Table 1: Outcomes from the Initial Sift**

#### 4.5 Road Accident Casualty Analysis

Comprehensive road accident casualty records have been used to analyse further the nature of each of the road accidents arising within the 15 potential pilot areas over the past 5 years. This information was supplied by the Tyne & Wear Traffic and Accident Data Unit based at Gateshead Council. It is compiled from analysis of the police records reported following each injury-accident.

In particular, we wanted to understand which of the accidents involved injuries to Vulnerable Road Users – pedestrians, cyclists, children, elderly people and motorcyclists. Also, the records assist in analysing for which accidents speed of traffic may have been a contributory factor. In these instances it is probable that 20mph treatments have a realistic potential to reduce the severity of injury or to prevent the accident occurring at all.

Map-based analyses, such as that below, have been completed for all 15 areas (included in the Technical Appendices). A summary of the statistics relating to Vulnerable Road Users is presented in Table 2.



**Figure 3: Example of Analysis of Vulnerable Road Users**

Area	Vulnerable Road Users									Total
	Pedestrians by Age Group				Pedal Cyclists by Age Group				Motor Cycles	Vulnerable
	<16years	16 - 65 yrs	> 65 years	All	<16years	16 - 65 yrs	> 65 years	All		Road users
Hetton	5	1	2	8	1	1	0	2	1	11
Hall Farm	1	0	1	2	3	0	0	3	0	5
Silksworth	4	2	2	8	5	4	0	9	1	18
Leechmere	1	0	0	1	2	1	0	3	3	7
Hill View	4	1	2	7	2	0	0	2	0	9
Plains Farm	6	1	0	7	2	0	0	2	2	11
Ford	4	3	1	8	5	1	0	6	1	15
Pennywell	6	2	0	8	2	1	0	3	1	12
Seaburn Dene	4	0	0	4	0	0	0	0	1	5
Marley Potts	7	2	0	9	5	1	0	6	4	19
Red House	6	0	0	6	2	0	0	2	3	11
Town End Farm	4	1	0	5	1	5	0	6	3	14
Oxclose	5	1	0	6	0	2	0	2	0	8
Biddick	4	2	0	6	1	1	1	3	1	10
Concord	2	4	1	7	2	0	0	2	5	14

**Table 2: Exposure of Vulnerable Road Users (Casualties 2005-9)**



As well as considering impacts on Vulnerable Road Users, it is also appropriate to consider the rate of incidence of casualties across the 15 areas. As each of the 15 areas is a different size, we have corrected for the size of each area by expressing this as a casualty rate – casualties per unit area, as below.

Area	Total casualties	Casualties / 1000 sq m
Hetton	16	0.051
Hall Farm	8	0.023
Silksworth	56	0.098
Leechmere	18	0.038
Hill View	22	0.066
Plains Farm	21	0.079
Ford	26	0.045
Pennywell	17	0.091
Seaburn Dene	10	0.047
Marley Potts	29	0.101
Red House	35	0.051
Town End Farm	23	0.064
Oxclose	17	0.053
Biddick	10	0.059
Concord	24	0.072

**Table 3: Severity of local accident history – Accidents per unit area**

#### 4.6 Road Traffic Speeds Analysis

TrafficMaster data is derived from a range of GPS devices (including SatNav systems) which accurately position vehicles using local roads. Though this information is primarily used for Driver Information and Navigation Systems, it provides a high volume sample of data from which speeds on local roads can be calculated. For some years, the Department for Transport has used this data to monitor the levels of local congestion as part of the Local Transport Planning process. We have used this dataset to derive speed data for the roads within our pilot areas.

For the successful introduction of 20mph zones, local traffic speeds need to average below 25mph. We have categorised speeds in bands, as follows

Below 25mph  
 25mph-30mph  
 30mph-35mph  
 35mph-40mph  
 Above 40mph

These banding have been calculated for all 15 areas, and for 3 time periods

Morning peak period – 7am to 10am  
 Inter-peak period – 10am to 4pm  
 Evening Peak period – 4pm to 7pm

**Figure 4: Assessment of Road Traffic Speeds using Traffic Master Data**



Figure 4 (above) illustrates the approach and the outcomes for one the 15 areas. Similar analyses have been completed for all 15 areas for the 3 time periods.

To inform the prioritisation assessment, it is important to consider the likelihood that prevailing speeds within each of the 15 areas are such that the 20mph speed limits will be routinely observed by drivers. Enforcement action (see Monitoring section) will only arise, if at all, if speeds routinely exceed 25mph. Hence, we have assessed the proportion of roads within each zones that record an average speed below 25mph, in each of the three time periods. The results are shown below.

**Table 4: Proportion of road links within the study area with average speeds below enforcement threshold**

Area	Proportion road with average speeds below 25mph		
	Morning Peak Period	Inter Peak Period	Evening Peak Period
	7am - 10am	10am-4pm	4pm-7pm
Hetton	100	100	80
Hall Farm	10	20	10
Silksworth	90	100	90
Leechmere	80	80	80
Hill View	60	70	<i>60</i>
Plains Farm	80	80	<i>50</i>
Ford	50	60	30
Pennywell	<i>90</i>	90	90
Seaburn Dene	80	80	80
Marley Potts	90	90	80
Red House	70	80	70
Town End Farm	<i>30</i>	50	<i>30</i>
Oxclose	50	60	30
Biddick	90	90	80
Concord	40	50	50

**Notes:** All values rounded to nearest 10%  
Values in italics based on smaller sample sizes

## 4.7 Other Prioritisation Criteria

Further criteria that are relevant to the prioritisation of 20mph zones in Sunderland are;

- Proximity to schools
- Likely costs of implementation
- Degree of integration with existing traffic calming
- Prospects for Public Acceptability

Analysis of the 15 prospective areas against these criteria is summarised in this section.

**Table 5: Proximity to Schools**

Area	Schools
Hetton	0
Hall Farm	0
Silksworth	3
Leechmere	0
Hill View	0
Plains Farm	0
Ford	0
Pennywell	0
Seaburn Dene	2
Marley Potts	0
Red House	2
Town End Farm	1
Oxclose	2
Biddick	1
Concord	1

Costs of Implementation are difficult to assess with any certainty at this stage, as they will be subject to the nature of specific traffic calming measures planned for each zone. For the purposes of the priority assessment, we have assumed that implementation costs will be proportional to the size of each zone, making allowance for the extent of existing traffic calming within each of the 15 areas, assuming that this is likely to be incorporated into any new scheme. The extent of traffic calming in each area has been assessed through site inspections, and is summarised in Table 6, below.



**Table 6: Extend of existing traffic calming in study areas**

Area	Existing Traffic Calming within Area	Commentary
Hetton	None	Chicanes and speed cushions in an adjacent area
Hall Farm	None	
Silksworth	Some coverage	Humps along Hawthorn Avenue, also humps in adjacent areas of Lilac Avenue and Redwood Grove
Leechmere	None	
Hill View	Some coverage	Speed cushions on Westheath Avenue
Plains Farm	Extensive coverage	Cushions / humps throughout except Premier Road
Ford	Some coverage	Speed tables at junctions along Fordfield Road, also adjacent to study area along St Lukes Terrace and Front Road
Pennywell	Some coverage	Cushions & build-outs on Portsmouth Road
Seaburn Dene	Some coverage	Humps on Bampton Avenue and Martindale Ave / Hawes Court entrance
Marley Potts	Some coverage	Cushions along Maplewood Avenue
Red House	Some coverage	Humps in Rotherham Road area and also extend out of study area along Ravenswood Road
Town End Farm	None	
Oxclose	None	
Biddick	Some coverage	Speed cushions on Biddick Lane
Concord	Extensive coverage	Except Heworth Road

Assessment of the prospects for public acceptability has been made through a review of Correspondence and Petitions on record with the City Council. We have recorded any request for traffic calming or representation raising concerns related to traffic speeds within each of the 15 areas. The outcomes of this assessment is summarised in Table 7 below.

**Table 7: Written Representations to Council regarding Traffic Speeds / Traffic Calming**

Area	No. of requests for Traffic Calming
Hetton	5
Hall Farm	3
Silksworth	9
Leechmere	3
Hill View	7
Plains Farm	9
Ford	5
Pennywell	2
Seaburn Dene	6
Marley Potts	6
Red House	2
Town End Farm	6
Oxclose	4
Biddick	15
Concord	6

An essential part of the delivery of future traffic calming / 20mph schemes will be Public and Stakeholder Consultation in each of the proposed project areas. Such consultation was impractical at this stage of the planning process. Accordingly, we have used representations to the City Council as an initial indication of prospective public acceptability.

**5**

## Prioritising Projects

### 5.1 Assessment of Priorities

Jacobs has applied the evidence base to compile a set of comparative criteria from the decision-making framework as a basis for identifying priority projects within Sunderland. The considerations for this prioritisation process have been, as follows;

- Severity of local accident history
- Exposure of vulnerable road users to accidents
- Likelihood of compliance given traffic speeds
- Proximity to schools
- Likely costs of implementation
- Degree of integration with existing traffic calming
- Prospects for Public Acceptability

The metrics used to assess these prioritisation criteria are summarised below;

Criteria	Assessment Metric
Severity of local accident history	Casualties per unit area for each zone of interest
Exposure of vulnerable road users	Incidence of accidents involving children, elderly people, pedestrians, cyclists and motorcyclists
Likelihood of compliance	Proportion of road links within the study area with average speeds below enforcement threshold
Proximity to schools	No of schools per unit area for each zone of interest
Costs of implementation	Initial estimate of scheme costs
Integration with existing traffic calming	On-site survey to assess current traffic calming provision
Public Acceptability	Number of representations to council relating to the zone of interest

Each of the 15 study areas has been ranked against these criteria, in turn, to inform decisions regarding relative priorities. These rankings work in the directions set out in the following table.

Criteria	Direction of Indicator
Severity of local accident history	Highest severity gives highest priority
Exposure of vulnerable road users	Highest exposure gives highest priority
Likelihood of compliance	Greatest likelihood gives highest priority
Proximity to schools	More schools give higher priority
Costs of implementation	Lowest cost gives higher priority
Integration with existing traffic calming	Greater integration gives higher priority
Public Acceptability	Greater acceptability gives higher priority

Priority Rankings for the 15 areas against the assessment criteria are reported in the following table.

	Severity of local accident history	Exposure of vulnerable road users	Likelihood of compliance	Proximity to schools	Costs of implementation	Integration with existing traffic calming	Public Acceptability	Combined ratings	Overall Ranking
Hetton	10.5	8	1	11.5	8	13	9.5	61.5	9
Hall Farm	15	14.5	15	11.5	10	13	12.5	91.5	15
Silksworth	2	2	2	1	11	6.5	2.5	27	1
Leechmere	14	13	6.5	11.5	14	13	12.5	84.5	14
Hill View	6	11	10	11.5	7	6.5	4	56	8
Plains Farm	4	8	9	11.5	2	1.5	2.5	38.5	3
Ford	13	3	11	11.5	12	6.5	9.5	66.5	12
Pennywell	3	6	3	11.5	3	6.5	14.5	47.5	6
Seaburn Dene	12	14.5	6.5	3	4	6.5	6.5	53	7
Marley Potts	1	1	4.5	11.5	5	6.5	6.5	36	2
Red House	10.5	8	8	3	15	6.5	14.5	65.5	11
Town End Farm	7	4.5	14	6	13	13	6.5	64	10
Oxclose	9	12	13	3	9	13	11	70	13
Biddick	8	10	4.5	6	1	13	1	43.5	5
Concord	5	4.5	12	6	6	1.5	6.5	41.5	4

**Table 8: Assessment of Priority Projects**

**Note:** Where areas share the same characteristics, they are ranked equally with the average of the relevant rankings awarded.  
The combined rating is derived by summing the rankings awarded to all criteria  
The overall ranking is awarded relative to the values of the combined ratings

6.1.1 National guidance is published to inform the design and implementation of 20mph zones, ensuring that local approaches are consistent with schemes elsewhere on the nation's road network. The relevant guidance is included in Traffic Signs and General Directions, DfT 2002 and Traffic Advisory Leaflet 09/99, DfT. These documents provide guidance on;

- The type and position of necessary road signs
- The nature and position of necessary road markings
- The nature and positioning of speed reduction (traffic calming) features
- Requirements for illumination of signs

Detailed interpretation of guidance is at the discretion of local design engineers and should be undertaken in the context of wider considerations about the nature of the streetscape and its operation including arrangements for parking, pedestrian crossings and public transport especially bus stops, and the overall appearance of the street in terms of materials. Schemes should be design with regard to the approaches included in Manual for Streets, which aims to ensure a more coherent design code for local streets, especially the avoidance of "street-clutter". Such considerations will be informed by factors including costs, public acceptability and potential misinterpretation by road-users. It is advisable that all designs are subject to a formal Safety Audit prior to construction.

### **Traffic Calming Measures**

Traffic calming involves the installation of specific physical measures to encourage lower traffic speeds. There are many measures available to traffic authorities to help reduce vehicle speeds and ensure compliance with the speed limit in force. Traffic calming measures are required at regular intervals in 20 mph zones and may be used in 20 mph limits.

A review of 20 mph zone and limit implementation (DfT, 2009) showed that the vast majority of calming measures in use are speed humps, tables, cushions or rumble devices, so called vertical deflections, but highway authorities will want to consider the full set of available measures.

The Highways (Road Humps) Regulations 1999, The Highways (Traffic Calming) Regulations 1999 and Direction 16 of TSRGD give details of the traffic calming measures that meet the requirements for a 20 mph zone.

It is important to consider fully which measures might be appropriate for the specific local requirements. These calming measures range from more substantive engineering measures to lighter touch road surface treatments and include for example:

- road humps
- road narrowing measures, including e.g. chicanes, pinch-points or overrun areas,
- gateways
- road markings
- rumble devices.

The DfT's does not currently advise the use of average speed cameras to enforce 20 mph zones. Transport for London is working with some London boroughs piloting the implementation of some 20mph zones where average speed cameras will play a role in enforcing the speed limit. The evaluation of these pilots will show whether this approach has any benefits over existing measures and whether highway authorities may want to consider whether it is appropriate for their own areas.

To illustrate the “typical” nature of a 20mph zone designed to comply with the standard guidance, a design template has been provided (see figure 5) below. Jacobs recommends that this is used for illustrative purposes – perhaps as a basis for discussion with stakeholders and as a basis for initial consultation – however the development of schemes within Sunderland should, as a matter of course, refer directly to the published guidance from Department for Transport as cited previously.

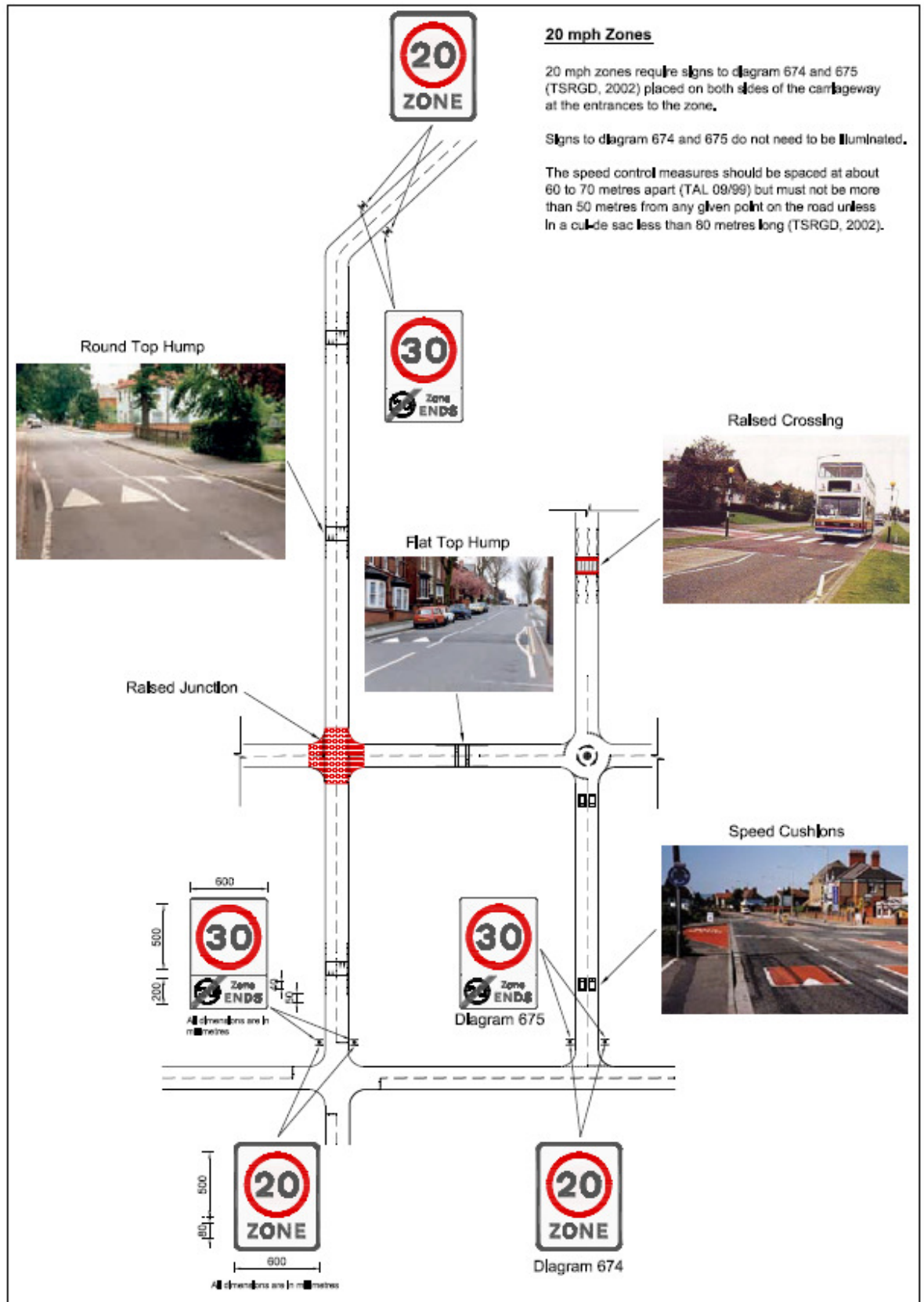


Figure 5: Design template for standard 20mph zone

### 7.1 Making the necessary Legal Orders

- 7.1.1 Traffic Regulation Orders are used to solve traffic problems and, in most cases, their effect is to impose a constraint on road users. Examples of such constraints are prohibitions of waiting, speed limits, No Entry etc. – including 20mph speed limits and 20mph zones. These Orders are made by Highway Authorities under the terms of the Road Traffic Regulation, 1984, and regulations exist which govern procedures that must be followed when such an Order is made. There is a need to answer the question “*How long does it take to implement a Traffic Regulation Order?*”
- 7.1.2 Unfortunately, it is not possible to give a single answer that will apply to all cases. Although many Traffic Regulation Orders are similar, each one is set in a different context which will determine the length of time of implementation. Indeed unresolved objections to some proposed traffic regulation orders are subject to Public Inquiry procedures. Having to resort to a Public Inquiry to resolve objections will place the timescale outside of the control of the local traffic authority. The authority’s delegation scheme may also influence the TRO lifecycle. The following table gives, where appropriate, best and worst case scenarios for each stage of the implementation process.

Stage		
Initiation	Very often, a Traffic Regulation Order (TRO) is eventually made in response to a query or complaint from a member of the public or a member of the council. It may be the case that a particular matter is raised by the Police or an officer of the council.	
	Best Case Scenario	Worst Case Scenario
Investigation	In some cases, the background information required, i.e. accident records and traffic flow data, will already be in the possession of the highway authority. Nevertheless this will have to be sourced. A site visit will normally be required in each case.	In many cases, the information required will have to be requested from third parties. On occasion, there may be a delay before surveys can be carried out. Where the site in question is near an educational establishment it may be necessary to delay any survey work to avoid the results being affected by holidays.
	<b>Best case</b>	



	<b>scenario : 1 week</b>	<b>Approximate time = 8 weeks</b>
<b>Formulation / Design</b>	<p>A simple TRO, e.g. a length of waiting restriction, can be designed in a short time but, again. Assuming no constraints of staff availability and workload.</p> <p><b>Best case scenario = 2 days</b></p>	<p>A more complex TRO will require more time to be designed. In some cases it may be that several options are considered before a final scheme is taken to the next stage.</p> <p><b>Approximate time = 4 weeks</b></p>
<b>Initial Consultation</b>	<p>There exists a statutory requirement to consult those likely to be affected by any TRO. In practice, this usually means sending letters and appropriate plans to members of the council, those residents and businesses affected by the proposals and other interested stakeholders including the emergency services and bus companies etc.</p> <p>The authority will need to take a view as to how to treat any objections received at this stage bearing in mind the appropriate regulations and the authority's delegation scheme.</p>	
	<p>In order to reduce the timescale this initial consultation may be carried out all at the same time, although this course of action does carry some risks.</p> <p><b>Best case scenario = 4 weeks</b></p>	<p>A less "risky" approach might be to phase the initial consultation process, consulting the emergency services first. The thought process behind this is that if the emergency services have a fundamental problem with a proposal it will be difficult for the proposal to be advanced to implementation stage without alteration.</p> <p><b>Approximate time = 10 weeks</b></p>

<p><b>Comments / Objections</b></p>	<p>If there are no objections to any aspect of the proposals then the TRO can proceed directly to the next phase.</p> <p><b>Best case scenario : negligible</b></p>	<p>The way in which objections are handled at this stage is of crucial importance to the time scale of TRO implementation. There are two methods that could be used.</p> <ol style="list-style-type: none"> <li>1) One way to deal with objections etc received at this time is to retain them and proceed straight to the “formal advert” stage of the process. This may save time initially but it does guarantee that the appropriate committee (or possibly a public enquiry in the case of some TROs) will have to consider the objections.</li> <li>2) The other way is to go back to objectors with a view to agreeing a proposal that will not attract any objections at the formal advert stage. This may be achieved by modifying slightly the original proposal but there is the real possibility that this will be time consuming.</li> </ol> <p><b>Approximate time = 6 weeks</b></p>
<p><b>Formal Advert</b></p>	<p>The statutory period for a formal</p>	<p>It may be that the legal department of the order</p>

	<p>advertisement of a TRO is three weeks. The draft order is advertised and objections, in writing, are invited. However, an instruction will need to be issued to the legal department of the order making authority since it is they who are responsible for this stage of the process.</p> <p>Best case scenario assumes that staff is available and that a draft TRO can be written and approved relatively quickly.</p> <p>Advertising space will need to be pre-booked with the local press.</p> <p><b>Best case scenario = 5 weeks</b></p>	<p>making authority cannot process the TRO immediately due to its own workload. The delay this will add to the four week statutory period of advertisement is, obviously, highly variable but, for a worst case scenario, an additional 42 days would seem to be a reasonable estimate.</p> <p><b>Approximate time 10 weeks</b></p>
<b>Formal Objections</b>	<p>If none are received then the process can move on to the next phase without delay.</p>	<p>In the case of most TROs, formal objections must be taken to the appropriate decision making body of the authority, which will depend on the authority's delegation scheme. This is a key stage in the progress of a TRO since there are several alternative outcomes.</p>

		<ol style="list-style-type: none"> <li>1) The objections can be set aside. This means that the TRO can be implemented without any further consultation.</li> <li>2) The objections can be upheld, in which case the TRO would either be abandoned or the process would be put back to the Formulation / Design stage.</li> <li>3) It may be decided that a Public Enquiry is needed.</li> </ol> <p>It is rare for a Public Enquiry to be held for TROs. Also, if we discount the abandonment of the TRO then the worst delay will come from item 2) above.</p> <p><b>Approximate time 24 weeks</b></p>
<b>Implementation</b>	<p><b>Best case scenario: negligible.</b></p> <p>All TROs require that the formal order has to be made, sealed and implemented on site by the installation of the requisite traffic signs and carriageway markings. The signs should be in place on the day the order is made.</p> <p>It is also the case that a "notice of making" is advertised. The purpose of this is to declare that the</p>	<p>Delays may arise, even at this last stage and it may be that the legal department and the works contractor have staff / programming issues.</p>

	TRO has been made and to invite objections its legality.	
	<b>Approximate time = 3 weeks</b>	<b>Approximate time = 12 weeks</b>

## Summary

Given the above, the following totals are arrived at:-

	<b>Best Case Scenario</b>	<b>Less Optimistic Scenario</b>
<b>Total time (weeks)</b>	14 (See Note 2)	68 (See Note 3)

## Notes

- 1) The above estimates are, as stated, only approximate and, ultimately, somewhat subjective since they are based upon the experience of the writer.
- 2) A best case scenario of 14 weeks assumes that all parties involved are fully resourced and no objections to the TRO are received. In practice, of course, this rarely the case.
- 3) This worst case scenario of 68 weeks represents the situation where almost “everything that can go wrong does go wrong”. Instances of this are, fortunately, rather uncommon.

7.1.3 The best case and worst case scenarios rarely occur and this, clearly, begs the question “What would be a reasonable timescale for the implementation of a TRO?” It is felt that a time of 30 weeks would, in normal circumstances, be sufficient for the completion of a Traffic Regulation Order.

It can be seen, from the above, that the time required to implement a TRO can vary substantially from case to case. There are several factors that influence this including:-

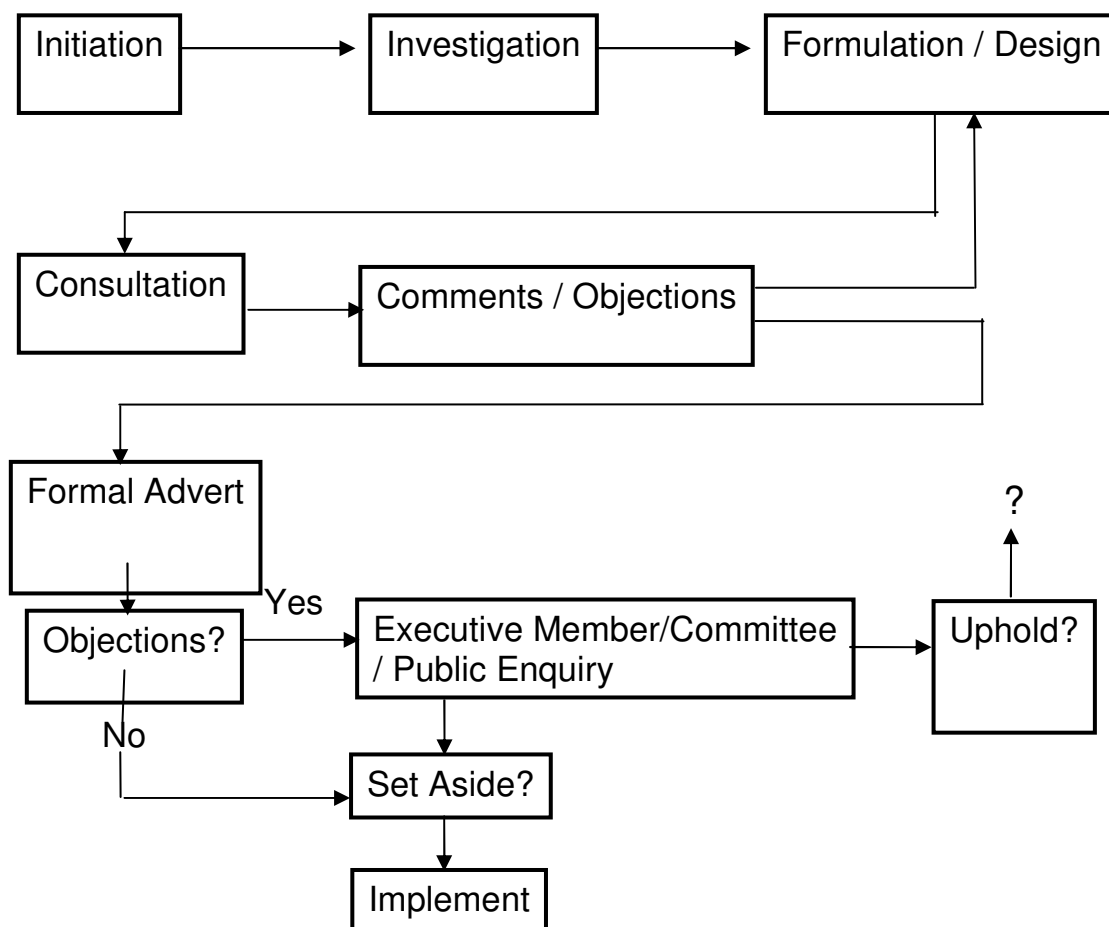
### *Staff Resources*

Each organisation involved in the making of a TRO must be fully resourced in order to minimise delays. If staff numbers are too low or workload is too high then delays are inevitable.

### *Objection Handling*

Although there are statutory obligations in the order making process, the detail of how objections are dealt with is determined by the order making authority. It is vital, therefore, that policies are in place that lay down exactly what these procedures should be. Clearly, such policies must satisfy the regulations but they must also be straightforward to operate within reasonable timescales.

**Figure 6: Life cycle of a typical Traffic Regulation Order**



### 8.1 Enforcement

**Appropriate speed limits** are one element in this. The Government encourages lower speed limits where these are appropriate in urban areas and in the vicinity of schools, including 20 mph zones. These have proved very successful in reducing collisions and injuries.

**Effective enforcement** is also important, including the safety camera programme, where the independent review carried out by University College London and PA Consulting Group and published on 15 June 2004 concluded that the programme reduced the number of people killed or seriously injured at camera sites by 40%, over and above the general downward trend.

There must also be **effective follow-up action** on people who break speed limits. But legal penalties are not necessarily the right solution for every offender. Various police forces in the UK have been developing and offering drivers the option of **speed awareness courses** as an alternative to formal legal processes. At the national level, the Association of Chief Police Officers in England and Wales plans to work with forces to put in place a national programme of speed awareness courses. These would be offered, as a voluntary alternative to a fixed penalty, to offenders for whom the police felt this was the most productive option. Courses would not be open to offenders who had already been on a course within the previous three years.

But for other offenders - including repeat offenders who have already been on a speed awareness course - **legal action** will continue to be the appropriate action.

But the **level of the penalty** needs to fit the crime, and be regarded as doing so, for maintaining public confidence in and respect for the legal process.

For the speeding offences which the police and the Crown Prosecution Service (the Crown Office and Procurator Fiscal Service (COPFS) in Scotland) judge to be serious enough to consider a **court hearing** to be warranted, the system provides a significant degree of flexibility. Magistrates or judges may deal with speeding offenders in a number of ways, according to their judgement of the seriousness of the offence. They may endorse by between three and six penalty points, or disqualify outright, and may additionally fine up to £1,000 (or £2,500 for a motorway offence).

But the great majority of speeding offences are dealt with through the **fixed penalty procedure**. Here, the penalty is at present a flat rate of three penalty points and a £60 fine, regardless of the degree of speeding. The figure of three penalty points is determined by the minimum of the range of penalty points specified for the offence in Schedule 2 of the Road Traffic Act Offenders 1988.

The **level of speeds at which speed limits are enforced** in England and Wales is an operational matter, at individual police forces' discretion. But the Association of Chief Police Officers *Speed Enforcement Guidelines* suggests the following **minimum** speeds at which enforcement action is taken, and at which cases should be referred for court action. But the ACPO Guidelines note emphasises that policy is

for individual police forces' discretion, and that exceptional circumstances may apply to individual cases:

**Northumbria Safer Roads Initiative** (formerly Northumbria Safety Camera Partnership) states their position to be as follows;

20mph Zones are expected to be self-enforcing through use of traffic-calming measures. Enforcement action is unlikely as the signing of zones is less than that stipulated in the Highway Code i.e. in the absence of repeater signs road with street lighting are 30mph, leading to unlikely success from any prosecutions.

20mph speed limits are enforceable through the Safer Roads Initiative using appropriate type-approved cameras subject to the following criteria;

- All necessary signing – entry / exit signs and repeater signs – is in place
- There is a proven history of road traffic accidents within the speed limit area
- 85<sup>th</sup> percentile speeds are at or above the defined national threshold for enforcement (see below).

Speed limit (mph)	ACPO Speed Enforcement Guidelines suggested minimum speed for enforcement action (mph)	ACPO Speed Enforcement Guidelines suggested minimum speed for court proceedings (mph)
20	25	35

## 8.2 Performance Reviews

The Council will wish to monitor the performance of 20mph treatments following implementation. An appropriate monitoring regime will take account of the nature, scale and timing of potential impacts after implementation. For any scheme, the following monitoring arrangements would be informative in both reviewing implemented schemes and in guiding future scheme delivery.

Timescale	Impacts	Monitoring Arrangements
3 months after implementation	Public Acceptability	Review any representations to Council post implementation of scheme Elicit feedback from local Ward committees on impacts and residents views
12 months after implementation	Traffic speeds Traffic flows	Local traffic speed surveys Traffic counts on road within and adjacent to the scheme to assess re-routing effects
3 years after implementation	Accident reductions	Review post implementation accident trends to assess road safety impacts of the scheme



9.1.1 20mph zones and speed limits can play an important role in improving roads safety, whilst contributing to the effective management of urban road networks when they are well integrated into an overall Network Management Plan. National evidence suggests that 20mph can make a meaningful reduction to traffic speeds in the short term, and longer term improvements in road safety. Our review of the evidence for Sunderland leads us to make the following recommendations;

1. The Council should consider adopting an enabling policy as part of its corporate policy framework to signal that 20mph and traffic calming measures are an integral part of its strategic approach to road safety and traffic management. Development of the Council's Local Development Framework Core Strategy provides a good opportunity to adopt such a policy.
2. There is strong evidence to suggest that 20mph treatments will be an effective means of improving road safety in residential areas within Sunderland. We have examined 15 prospective areas against a series of criteria and derived a set of priorities as a result. We recommend that the Council considers the outcomes of this exercise, especially with regard to the assessment criteria used. The Council should consider whether it considers additional criteria to be needed. Should this not be the case, then there is strong evidence to pilot 20 mph treatments in the priority areas identified in this report.
3. The Council should consider developing a small set of pilot projects from within the 15 areas identified in this report. The pilot areas would provide a means of verifying the impacts of 20mph in Sunderland and also in refining the delivery processes. We have set out the likely timescales for development of schemes involving Traffic Regulation Orders. The Council should also make provision for detailed design and formal consultation processes as part of the design phase. Actively engaging residents and stakeholders in the design process will engender buy-in to the schemes and minimise the risk of formal objections to the TRO. One approach would be to develop a clear Communications Plan for the delivery of the programme of schemes.
4. The Council should develop arrangements for monitoring schemes both before and after implementation. Local traffic speed surveys are advisable to inform the detailed design process and provide a benchmark for post-implementation monitoring. Robust arrangements for monitoring accidents are already in place through the Tyne & Wear Traffic and Accident Data Unit.
5. The Council should seek to deliver 20mph treatment through the development planning process by encouraging developers to build these treatments into development plans. The adopted Supplementary Planning Guidance on Urban Design provides a basis for these discussions. We consider that there is an effective hierarchy of approaches that can be discussed with developers – Home Zones, 20 mph Zones, 20mph Speed Limits respectively. Commitment to any of these will be determined by the

overall value of the development and any other requirement the Council may place on developers. Each development will need to be handled on a case-by-case basis but the Council has some discretion to increase the priority of speed management treatments within these processes.

6. Consideration of enforcement issues is important. We recommend further dialogue with the Northumbria Safer Roads Initiative to confirm their policies relating to enforcement of 20mph limits. We consider that this policy has become rather more receptive to enforcement action recently, offering greater potential for 20mph limits as a solution. Nevertheless, it is clear that 20mph limits will only be enforced if there remains a proven history of accidents and speeding after implementation. Given that 20mph zones are effectively self-enforcing, we believe they offer greater certainty of speed reduction and resultant safety benefits at this time relative to 20mph speed limits, admittedly at greater capital costs for implementation of traffic calming.

**ENVIRONMENT AND ATTRACTIVE CITY SCRUTINY COMMITTEE  
15 MARCH 2010**

**ALLOTMENTS PROVISION IN SUNDERLAND TASK AND FINISH GROUP  
FINAL REPORT**

**Report of the Allotments Provision Task and Finish Group**

**STRATEGIC PRIORITIES: SP5: Attractive and Inclusive City**  
**CORPORATE PRIORITIES: CIO1: Delivering Customer Focused Services,**  
**CIO4: Improving Partnership Working to Deliver 'One City'.**

**1. Purpose of Report**

- 1.1 To receive the draft final report on the work of the Committee's Task and Finish Group on allotment provision in Sunderland.

**2 Introduction**

- 2.1. The Environment and Attractive City Scrutiny Committee, at its meeting on 18 June 2009, agreed that a Task and Finish Group be established to undertake an investigation into allotment provision in Sunderland.
- 2.2. The Scrutiny Committee also agreed for the Task and Finish Group to establish its own terms of reference and to report back to the Environment and Attractive City Scrutiny Committee as appropriate.
- 2.3. The Task and Finish Group's working method for this piece of work was seen to have the advantage of:
  - (a) Progressing the investigation more quickly and outside of the confines of the Committee's formal meetings; and
  - (b) Allowing for greater investigation of the issue by Members.

**3. Aim of the Task and Finish Working Group**

- 3.1. The overall aim of the scrutiny review was to explore Sunderland City Council's approach to allotment provision within the City.

#### **4. Terms of Reference**

4.1. The agreed terms of reference for the review were:-

- (a) To examine the current criteria, take up and process of renting an Allotment plot within Sunderland;
- (b) To examine financial resources, rental income arrangements and support available to the provision of allotments;
- (c) To examine the maintenance provision for Allotments; and
- (d) To examine the role allotments play in meeting the national agenda, with a particular focus on community cohesion and healthy living.

#### **5. Membership of the Task and Finish Working Group**

5.1. The membership of the Group consisted of Councillors Wakefield (Chair), Howe, Kelly and Stephenson.

#### **6. Methods of Investigation**

6.1. The following methods of investigation were used for the review:

- (a) Desktop research (including consideration of best practice);
- (b) Site Visit to Allotment Sites in Sunderland;
- (c) An Audit of current Allotment Provision in Sunderland;
- (d) Evidence from the City Council's Officers; and
- (e) Evidence from Allotment Users in Sunderland.

#### **7. Setting the Scene**

##### *Legislative Framework and the National Agenda for Allotments*

7.1 An allotment plot is a piece of land, usually referred to as a plot, around 250 square metres in size, which can be rented for cultivation, i.e. for the use of growing flowers, fruit and vegetables.

- 7.2 The demand for allotments peaks and troughs on a cyclical basis. Currently there is a marked increase in demand for allotment plots, not seen since the 1970s. It is thought the increased awareness of the need for a healthy lifestyle has contributed to this significantly as more people use gardening as a way of keeping fit as well as cultivating their own supply of organic fruit and vegetables.
- 7.3 The economic downturn has also contributed to the rise in the popularity of allotments, as people look to produce their own food cheaply. Recently there has been increased media interest in the changing age demographic of allotment holders. Traditionally a past time for the semi-retired or retired, it is acknowledged that more young people are applying for and taking on allotment plots.
- 7.4 Television programmes such as Gardeners World, Jamie at Home and Riverview Cottage promote the 'grow your own' and self sufficiency ethos.
- 7.5 The Department for Communities and Local Government (DCLG) is responsible for policy on allotments at a national level. The aim of government is to promote allotments, provide protection for allotment holders and ensure that there is sufficient provision to meet demand.
- 7.6 It is recognised that allotments play an important role in communities and contributes to a healthy diet and exercise; a source of growing food cheaply and organically and the development of social activity, thus adding to the community cohesion agenda.
- 7.7 There are several pieces of legislation relating to allotments;
- (a) The **Small Holdings and Allotment Act 1908** – Placed a duty on authorities to provide sufficient allotments due to demand. It also made it possible for local authorities to purchase land compulsorily in order to provide allotments.
  - (b) The **Allotments Act 1922** – Provided allotment holders with security of tenure and greater compensation should their tenancy be terminated. It also specified that plots should be mostly cultivated and used for growing sources of food.
  - (c) The **Allotments Act 1925** – Established the need for local authorities to incorporate allotment provision into town planning.
  - (d) The **Allotments Act 1950** – Made changes to rental charges and further increased security for allotment holders by introducing a

minimum period of notice to quit of 12 months and compensation payable to allotment holders should the land be used for other purposes by local authorities.

- 7.8 Other legislation which impacts upon the provision of allotments is the **Local Government Act 1972**, which amended various detailed contained within previous allotments legislation and in regards to planning, the **Town and Country Planning Act 1990**, the **Acquisition of Land Act 1981** and the **Local Government Planning and Land Act 1980**.

## 8. Findings of the Task and Finish Group

### *Provision and Condition of Allotments in Sunderland*

- 8.1 The Task and Finish Group found there are 92 allotment sites in Sunderland, owned by Sunderland City Council, with a total 2773 plots. The size of allotment sites ranges from 1 – 340 plots. The table below provides further detail:

Area	No. of Sites	Excellent - Good	Adequate	Poor	Total Plots
<b>Coalfields</b>	<b>41</b>	<b>5</b>	<b>31</b>	<b>5</b>	<b>779</b>
Copt Hill	-	-	-	-	128
Hetton	-	-	-	-	252
Houghton	-	-	-	-	178
Shiney Row	-	-	-	-	221
<b>North</b>	<b>11</b>	<b>7</b>	<b>4</b>	<b>0</b>	<b>753</b>
Castle	-	-	-	-	0
Fulwell	-	-	-	-	350
Redhill	-	-	-	-	238
Southwick	-	-	-	-	164
St. Peter's	-	-	-	-	1
<b>East</b>	<b>9</b>	<b>3</b>	<b>6</b>	<b>0</b>	<b>441</b>
Doxford	-	-	-	-	271
Hendon	-	-	-	-	85
Millfield	-	-	-	-	19
Ryhope	-	-	-	-	66
St. Michael's	-	-	-	-	0
<b>Washington</b>	<b>20</b>	<b>11</b>	<b>9</b>	<b>0</b>	<b>339</b>
Washington Central	-	-	-	-	55
Washington East	-	-	-	-	99
Washington North	-	-	-	-	143
Washington South	-	-	-	-	42

Washington West	-	-	-	-	0
<b>West</b>	<b>11</b>	<b>5</b>	<b>5</b>	<b>1</b>	<b>461</b>
Barnes	-	-	-	-	119
Pallion	-	-	-	-	59
Sandhill	-	-	-	-	0
Silksworth	-	-	-	-	226
St. Anne's	-	-	-	-	57
St. Chad's	-	-	-	-	0
<b>Total:</b>	<b>92</b>	<b>31</b>	<b>55</b>	<b>6</b>	<b>2773</b>

Table 1: Breakdown of Allotment Provision per Area

- 8.2 Guidance from the Allotment Regeneration Initiative states that local authorities should aim to provide 15 allotment plots per 1000 households. The Task and Finish Group established that when these guidelines are applied in Sunderland, overall there is good allotment provision. Suggested provision for the City is 1,859 plots, whilst actual provision is 2773.
- 8.3 The geographical spread of allotments is good (**Appendix 1**), however there is an over supply of allotment plots in some areas of the City. The Coalfields area, for example, has more than double the suggested plot provision. This appears to be due to the purchase of allotment sites from the National Coal Board by the Local Authority. In other areas provision appears to be balanced however there are a total of five wards within the North, West and East areas of the City that have no allotment provision at all.

### Allotments Audit

- 8.4 As part of the study, the Group requested an audit of the condition of every allotment site across the city (**Appendix 2**). This was conducted during January/February 2010 and has proved an invaluable contribution to the scrutiny investigation. Each allotment site was assessed against a scoring matrix developed by officers. The matrix took account of access, water, perimeter fence, internal pathways and parking. Points were allocated based on whether provision for each category was excellent, good, adequate, poor or very poor. The maximum score was 30 points. The Audit showed that allotment sites across the City range in condition, from good to excellent (31 sites) and adequate (55 sites), through to poor (6 sites). The majority of sites are in an adequate condition. Of the five areas of the City, only two areas are deemed to contain poor sites, in the East (1 site) and Coalfields (5 sites).
- 8.5 The Washington area of the City contains the most sites deemed to be good to excellent; possibly due to Washington being a relatively new area

where more consistent planning has been applied to allotment site development.

- 8.6 On the sites assessed as poor, there are often issues with allotment holders using plots to keep livestock, such as horses. All new tenancy agreements stipulate that allotment plots should not be used to keep livestock, with the exception of hens and rabbits, however many tenants held existing agreements. In addition to this, there are issues of fly tipping; anti-social behaviour and criminal activity. Where the Local Authority is informed of such problems, detailed procedures are in place to instigate eviction proceedings. The Allotments Officer regularly works with the Police and other agencies to evict tenants and deal with issues where criminal activity is suspected.
- 8.7 Of the 2773 plots in Sunderland approximately 4% are in a condition which means they cannot be let and 6% are short term vacant.
- 8.8 The waiting list for allotment plots stood at 1609 in December 2009, however, the actual number of applicants is around 800, each applicant giving a first and second choice of allotment sites. Waiting lists are higher for the better sites in the City, whilst demand is low for poorer sites, which is often where vacant plots are located. It is estimated that applicants can expect to wait approximately 4 years and 3 months for an allotment, however this is extremely difficult to predict due to tenancy agreements being life-long unless an allotment holder either chooses to give up their plot or they are evicted. Applicants on the waiting list are mostly unwilling to take on those plots that are deemed to be unlettable, due to the amount of work involved in bringing the plot to a usable standard.
- 8.9 Due to the cyclical nature of the demand for allotments, and the fact that provision in Sunderland is already good, the Task and Finish Group found there was a need to focus on bringing existing sites to a consistent standard in the first instance rather than developing new sites. This will ensure that if demand reduces in the future the Local Authority are not left with high numbers of vacant plots.

### ***Visits To Allotments***

- 8.10 As part of its study, the Task and Finish Working Group visited a number of sites within the city to view examples of the best and less satisfactory sites. The Group found strong evidence of informal but also locally coordinated community activity on allotment sites including community gardens utilised by organisations such as Age Concern, and the Oxclose Multi-Purpose Centre, a services for people with disabilities.



### ***Ayton Site in Washington – An Example of Good Practice.***

*Although this site is directly managed by the Council, allotment holders, particularly the Allotment Secretary, play an active role in developing the site, by applying for funding to have proper pathways and fencing. The site played an active role in the community, for example there was a community garden being developed for use by Age Concern, as well as an allotment used by the Oxclose Multi-Purpose Centre, a centre for people with disabilities. The allotment holders have developed 'Growing Clubs' with four local schools; St Joseph's; St John Boste; Lambton Primary and Glebe Wessington School. In addition to visiting these schools to offer advice and practical support to promote the growing of organic vegetables, the site was successful last year in bidding for funding to obtain a cabin for use as a classroom. School children are invited onto the site and are given practical demonstrations on all aspects of growing vegetables, from seed sowing to planting and looking after crops.*

- 8.11 The Growing Clubs developed by the Ayton site in Washington were found to be well co-ordinated approaches to involving and educating local school children by bringing them onto the site to learn about planting and caring for crops. These approaches however are not wide spread across the City and are dependant upon the initiative of individual allotment holders and allotment committees rather than being coordinated by the Council.
- 8.12 There are five leased sites and nine self-managed sites. The results of the Allotment Audit demonstrated that the majority of these sites were of good to excellent standard. The Group found that self-managed and leased sites are thought to hold many advantages for allotment holders such as; promoting and developing small communities of people with a common interest; better awareness of the issues faced within the individual allotment sites and also a point of contact for allotment holders to raise issues. Self-managed and leased sites also appear to be successful in accessing funding.
- 8.13 The self management of sites can provide people with a greater sense of ownership. However, there has been limited public interest in the development of self-managed and leased sites within the City. The Task and Finish Group have learned this may be due to a lack of confidence in allotment holders that they have the appropriate skills to take on the responsibility of a self-managed or leased site. There is currently no skills development for allotment holders and no opportunity for allotments holders to share issues and good practice. The Group also found that whilst some allotment associations want more autonomy in the

management of sites, others rely on the support given to them by the Local Authority.

***Britannia Terrace Fence Houses – An example of an unsatisfactory site***

*An ex National Coal Board (NCB), which came into the Local Authority's possession. The site is large and has no proper walkways or roads to negotiate between the allotments. Plot layout for the site is inconsistent. There are issues of people keeping live stock. All new tenancy agreements stipulate the prohibition of using allotments for live stock except hens and rabbits, however many allotment holders held existing tenancy agreements. Fly tipping and litter are also issues faced at the site as well as anti-social behaviour and criminal activity. A number of the plots have high fencing, meaning the plot cannot be viewed. All of these factors make the effective management of the site very difficult. There is a staged process in place to evict those tenants who are not using the allotment for the stipulated purpose, however this can be lengthy. The Allotments Officer also works with the Police and other agencies to evict people and deal with issues where there is suspected criminal activity.*

- 8.14 Self-managed and leased sites retain 25% and 50% of the rental income generated for the site in recompense for the collection of rents and other matters dealt with by the Allotment Committee.
- 8.15 The Allotments Officer has good relationships with site contacts and, for those that have them, site Secretaries and a meeting is held twice a year to discuss issues and any updates.

***Shields Road, Newcastle Road – An example of Good Practice.***

*This site was considered to be a success story for the City. At 340 plots, it is one of the largest sites in the country and was recently taken over as a self-managed site by a newly formed Allotment Committee. The Committee meet monthly and keep in contact with allotment holders through the production of a newsletter which is sent out via email. They have created an improvements list with associated costs and will use this to apply for funding through Community Chest. The Chair of the Group was shown some of the most improved areas of the site, as well as the areas still needed to be improved and were informed about issues allotment holders faced, such as vandalism and theft. The Chair of the Group was advised that the Allotment Committee saw many advantages to being a self-managed site as it allowed for more close management and developed a community feel to the site. The Committee have developed their own rules, supported by the Council, which tenants have to agree to before they take a plot. They appreciated the support of the Allotments Officer as they felt they were not capable of resolving some issues, for example, legal issues.*

### ***Support, Rental Income and Financial Resources***

- 8.16 Sunderland currently employs one Allotments Officer who is responsible for 94 sites across the City. There is limited capacity to manage the directly managed sites and offer support to those sites that would like, or could be encouraged to become self-managed or leased.
- 8.17 The Task and Finish Group found that the revenue generated from the collection of rents for allotments was received directly by the Treasurer and the allotments service was allocated a yearly improvement budget of £32,890. To develop new plots and improve existing plots would cost approximately £3,500 per plot, highlighting the shortfall of the existing improvements budget.
- 8.18 The Task and Finish Group found that Sunderland's rental charges are lower most neighbouring authorities. In a report to the Culture and Leisure Review Committee on 16<sup>th</sup> September 2008, the following information was given with regard to the allotment charges for neighbouring local authorities for 2008/2009:

<b>Local Authority</b>	<b>Type/Size of Plot</b>	<b>Charge</b>	<b>Sunderland's Comparative Charge (as at 2008)</b>
Newcastle City Council	Individual Plots (per 250 sqm)	£37.51	£28.18
South Tyneside Council	Medium (226-250 sqm)	£71.90	£28.18
Middlesbrough Council	Standard plot (252 sqm)	£31.00	£28.18
Gateshead Council	Medium (up to 300sqm)	£26.50	£28.18

Table 2: Allotment Charges for Neighbouring Authorities 2008/2009)

- 8.19 Traditionally the rental charges for allotments have been low in order to maintain accessibility for all, however, Sunderland City Council's rental charges are substantially lower than neighbouring authorities. If rental charges were raised slightly they would still be low comparatively.

## **9. Conclusions**

- 9.1 The Task and Finish Working Group concluded:-

- (a) That it should be recognised the benefits allotments can bring to the community, the environment and the healthy eating agenda;
- (b) That there is a statutory duty to ensure the provision of allotments in the City under the Small Holdings and Allotments Act (1908);
- (c) That the Allotment provision in Sunderland is good, and more plots are available per population than is prescribed in guidance, however, some areas are better provided for than others;
- (d) That there are a relatively low number of poor allotment sites in the City, although these appear to be mainly concentrated in one area of the City;
- (e) That self-managed and leased sites are generally better maintained and are preferable to directly managed. The development of skills may play a role in encouraging allotment holders to form allotment committees and become self-managed or leased;
- (f) That the focus for the City should be to bring existing sites to a consistent standard rather than seek to develop new plots;
- (g) That the provision of the Allotments Service may be improved by examining the role that Area Committees have in the provision, management and funding of allotment sites in their areas. This could be explored by including allotments within the scope of the Responsive Local Services programme at the appropriate time;
- (h) That Allotments should be financially accessible to residents of the City, and there is no doubt the rent should reflect this, however a small increase of rental charges would generate the revenue needed to make some of the improvements to allotments if it were ring fenced to the service; and
- (i) That financial resourcing is a considerable issue and in recognition of the current financial climate, an innovative approach should be taken to ensure the funding available to the Allotments Service is adequate.
- (j) That it is important not to lose the momentum and to ensure the report drives future improvement to allotment provision.

## **10. Recommendations**

10.1 The Environment and Attractive City Scrutiny Committee's Task and Finish Group has taken evidence from a variety of sources to assist in the formulation of a balanced range of recommendations. The Group's key recommendations to the Cabinet are as outlined below:-

- (a) That a rolling programme be established to bring the City Council's existing Allotment Sites up to an acceptable and consistent standard;
- (b) That the practicalities of raising revenue through the land sale of under utilised Allotment sites, where appropriate, be further explored;
- (c) That consideration be given to rationalising the existing waiting list along with the introduction of a points system to prioritise future allotment applications;
- (d) That in order to bring the City Council's yearly rental charges for Allotments in line with those of neighbouring local authorities, a small increase be made to the yearly rental charge for 2010/11 which is ring fenced to the service for re-investment;
- (e) That the City Council encourages the take-up of self-managed and leased sites and provides appropriate training and support to interested parties;
- (f) That consideration be given to the positive contributions that City Council's Area Committees could play in the sourcing and allocation of resources for allotments across the city; and
- (g) That the City Council's current Allotments Strategy be reviewed and revised accordingly and incorporates recommendations (a) to (f) above.

## **11. Acknowledgements**

11.1 The Group is grateful to all those who have presented evidence during the course of our review. We would like to place on record our appreciation, in particular of the willingness and co-operation we have received from the below named:-

Les Clark, Head of Street Scene, Sunderland City Council

Peter High, Project Director – Strategic Waste, Sunderland City Council

Ian Coburn, Parks Development Officer, Sunderland City Council

Ethel Wilson, Allotments Officer, Sunderland City Council

Tim Wright, Red Machine Allotment Site

Mike Havelock, Ian Hornsey, Kenny Turnbull, Chris Howe and Peter Nicholson from the Shields Road Allotment Committee

## **12. Background Papers**

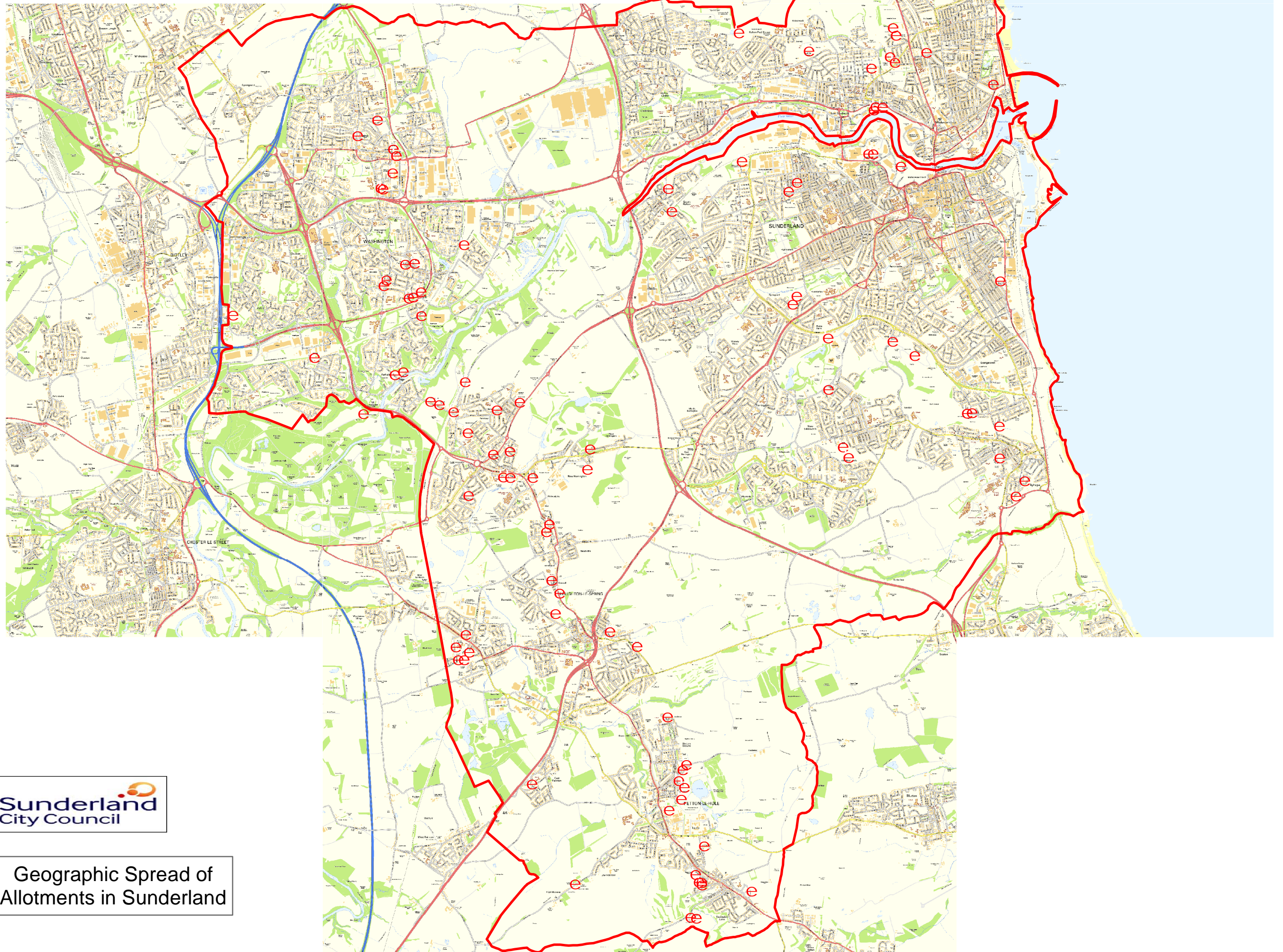
12.1 The following background papers were consulted or referred to in the preparation of this report:

- (a) DCLG's 'Allotments – A Plot Holders Guide' 2007 (Revised Edition)
- (b) Allotment Regeneration Initiative 'Growing in the Community'

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## APPENDIX 2

### ALLOTMENT SITE AUDIT SUMMARY MAXIMUM SCORE IS 30 POINTS FOR AN EXCELLENT SITE

#### COALFIELDS

SITE	LOCATION	NO.OF PLOTS	SCORE
ELEMORE VALE	EASINGTON LANE	40	24
RITCHIES GARAGE	HETTON LE HOLE	19	23
PENSHAW	CHESTER ROAD	30	22
ST MATTHEWS TERRACE	PHILADELPHIA LANE	20	21
HUNTER STREET	SHINEY ROW	26	21
LOW DOWNS	HETTON	15	20
LYONS AVENUE	HETTON	1	20
MORLEY TERRACE	FENCE HOUSES	12	20
SOUTH VIEW	SHINEY ROW	20	18
NEW STORE TERRACE	EASINGTON LANE	11	18
OLD STORE TERRACE	EASINGTON LANE	22	18
WALTER TERRACE	EASINGTON LANE	16	18
GIRVEN TERRACE	EASINGTON LANE	14	18
KITCHENER TERRACE	NEW HERRINGTON	4	17
LOW MOORSLEY	LOW MOORSLEY	19	17
PERCY TERRACE	PENSHAW	9	17
SURREY STREET	NEW HERRINGTON	6	17
RAILWAY STREET	GRASSWELL	1	17
FLETCHER CRESCENT	NEW HERRINGTON	11	17
JAMES TERRACE	EASINGTON LANE	10	16
ALLENDALE CRESCENT	PENSHAW	1	16
URWIN STREET	HETTON	65	16
HUTTON STREET	HETTON	19	16
DURHAM STREET	FENCE HOUSES	35	16
SCHOOL ROAD	EAST RANTON	16	16
VICTORY STREET	HETTON	4	16
BEST VIEW	SHINEY ROW	1	15
JOHN STREET	FENCE HOUSES	18	15
SOUTH MARKET STREET	HETTON	3	15
HENRY STREET	SHINEY ROW	7	14
HERRINGTON WELFARE	NEW HERRINGTON	6	13
GRAVEL WALKS	HOUGHTON	25	13
COXGREEN ROAD	PENSHAW	19	12
GRASSWELL	GRASSWELL	47	12
GLADSTONE TERRACE	PENSHAW	33	12
LAMBTON TERRACE	PENSHAW	37	12
SOUTH STREET	FENCE HOUSES	8	10
SEAHAM ROAD	HOUGHTON	41	9
BURNSIDE	HOUGHTON	47	9
WHITEFIELD COTTAGES	PENSHAW	2	8
BRITANNIA TERRACE	FENCE HOUSES	48	7



## APPENDIX 2

### ALLOTMENT SITE AUDIT SUMMARY

MAXIMUM SCORE IS 30 POINTS FOR AN EXCELLENT SITE

#### EAST

SITE	LOCATION	NO.OF PLOTS	SCORE
SILKSWORTH CHURCHSIDE	OPP.HEALTH CENTRE	88	25
SIMPSON STREET	DEPTFORD	10	24
WELLINGTON LANE	DEPTFORD	9	22
CORPORATION ROAD	HENDON	63	20
DINSDALE STREET	RYHOPE	33	19
SILKSWORTH TUNSTALLSIDE	BEHIND HEALTH CENTRE	190	18
RIDLEY AVENUE	RYHOPE	9	17
MARIVILLE	RYHOPE	17	16
FEATHERBED LANE	RYHOPE	5	16

## APPENDIX 2

### ALLOTMENT SITE AUDIT SUMMARY MAXIMUM SCORE IS 30 POINTS FOR AN EXCELLENT SITE

#### WEST

SITE	LOCATION	NO.OF PLOTS	SCORE
HIGH NEWPORT	SILKSWORTH LANE	50	28
TUNSTALL HILL NORTH	LEECHMERE ROAD	85	25
RED MACHINE	ETTRICK GROVE	96	24
POTTERY LANE	SOUTH HYLTON	55	23
PLAINS FARM	PREMIER ROAD	32	23
MORTIMER STREET	PALLION	16	20
FORD QUARRY	EUROPEAN WAY	35	18
CANAL FARM	ETTRICK GROVE	23	18
MIDMOOR ROAD	PALLION	10	16
TUNSTALL HILL EXT.	TUNSTALL HOPE ROAD	26	14
DENE VIEW CRESCENT	SOUTH HYLTON	2	10

## APPENDIX 2

### ALLOTMENT SITE AUDIT SUMMARY MAXIMUM SCORE IS 30 POINTS FOR AN EXCELLENT SITE

#### WASHINGTON

SITE	LOCATION	NO.OF PLOTS	SCORE
AYTON	EMERSON ROAD	42	27
DON GARDENS	CONCORD	40	25
SHEPHERD WAY	FATFIELD	24	25
HEWORTH ROAD	CONCORD	14	24
ALBERT PLACE	COLUMBIA	11	24
SPOUT LANE	CONCORD	10	23
WOODLAND TERRACE	CONCORD	19	22
DERWENT TERRACE	COLUMBIA	10	22
MANOR VIEW EAST	CONCORD	9	21
URBAN GARDENS	CONCORD	13	21
BIDDICK LANE	BIDDICK	16	21
RAEBURN AVENUE	BIDDICK	5	20
HARRATON SCHOOL	FIRTREE AVENUE	7	19
WORMHILL TERRACE	FATFIELD	8	19
NELSON STREET	COLUMBIA	9	19
HOLLINHILL ROAD	CONCORD	38	18
CHARTERSHAUGH	CHARTERSHAUGH	3	17
THE PARADE	BIDDICK	7	17
THE POPLARS	BIDDICK	7	17
BARMSTON ROAD	BARMSTON	56	16

## APPENDIX 2

### ALLOTMENT SITE AUDIT SUMMARY MAXIMUM SCORE IS 30 POINTS FOR AN EXCELLENT SITE

#### NORTH

SITE	LOCATION	NO.OF PLOTS	SCORE
PRIMROSE	THOMPSON ROAD	34	28
DOWNHILL	ROCKINGHAM ROAD	65	24
FULWELL MILL	NEWCASTLE ROAD	92	23
SUMMERBELL	REDCAR ROAD	170	23
SHIELDS ROAD/ WATERWORKS FIELD	SHIELDS ROAD	340	23
FEATHERSTONE STREET	ROKER	1	21
ROKER SIDINGS	LABURNUM RD FULWELL	10	21
CORNHILL DOCK	KIER HARDIE WAY, SOUTHWICK	11	20
RIVERSIDE	KIER HARDIE WAY, SOUTHWICK	5	18
THOMPSON ROAD	THOMPSON ROAD	1	16
HIGH SOUTHWICK	NEWCASTLE ROAD	21	14

## Appendix

### ALLOTMENT SITE AUDIT

#### ACCESS

**Excellent** – Pedestrian and vehicle access onto site from adopted highway.

**Good** – Either pedestrian or vehicle access onto site from adopted highway.

**Adequate** – Access via un-adopted road.

**Poor** – Access via un-adopted road in excess of 100 metres.

**Very Poor** – Access via poor condition un-adopted road in excess of 100 metres.

#### WATER

**Excellent** – 1 standpipe to 4 gardens or less.

**Good** – 1 standpipe to 10 gardens.

**Adequate** – 1 standpipe to 20 gardens.

**Poor** – 1 standpipe to 50 gardens.

**Very Poor** – No water supply.

#### PERIMETER FENCE

**Excellent** – Secure good condition less than 3 years old.

**Good** – Secure good condition over 3 years old.

**Adequate** – Secure and adequate condition.

**Poor** – Unsecured and poor condition.

**Very Poor** – No perimeter fence.

#### INTERNAL PATHWAYS

**Excellent** – Suitable surface to all gardens.

**Good** – Suitable surface to majority of gardens.

**Adequate** – Main path accessible and adequate condition.

**Poor** – Main path only but unsuitable condition.

**Very Poor** – No internal pathways.

#### PARKING

**Excellent** – Dedicated parking.

**Good** – Public parking within 100 metres.

**Adequate** – On street parking within 100 metres.

**Poor** – Parking facilities more than 100 metres.

**Very Poor** – No Parking.

**ENVIRONMENT AND ATTRACTIVE CITY SCRUTINY COMMITTEE**  
**15 MARCH 2010**

**PROVISION AND MANAGEMENT OF CEMETERIES**

**Report of the Director of City Services**

**Strategic Priorities: Attractive and Inclusive City and Prosperous City**  
**Corporate Performance Objectives CI01**

**1. PURPOSE OF THE REPORT**

- 1.1 To advise Members of the current position with regards to provision and capacity of burial space within the City's cemeteries.

**2. DECISION**

- 2.1 Members are request to note the report for information.

**3. BACKGROUND**

- 3.1 In setting its work programme for 2009/10, the Committee requested an update report on the provision and management of cemeteries in the city and the major issues facing the service.
- 3.2 The Council provides Bereavement Services via the Sunderland Crematorium and 10 Municipal Cemeteries within the city boundaries. The preferred method of disposal is cremation. In 2008/09 a total of 2393 (78%) clients chose this option. A further 656 (22%) clients chose to have their loved ones buried. The burial figure also includes the interment of cremated remains.
- 3.3 The death rate within the City over the last 4 years appears to be fairly constant at around 3000 per year.

**4. CEMETERY PROVISION, USAGE AND CAPACITY**

- 4.1 There are currently 10 municipal cemeteries within the City. The Council also provides grave digging services at 3 churchyards.
- 4.2 It is estimated there are approximately 7,100 grave spaces remaining in the existing cemeteries. The council provided 380 new graves in 2009 therefore based on this rate of usage there is sufficient burial space for at least 18 years. Details of current estimates are shown in Table 1 below:-

**Table 1**  
**Municipal Cemeteries - Estimated**  
**space 2009**

Cemetery	Acreage	Area m2	New Graves available	Usage grave/year	Life (years)
Sunderland	26.5	10725	800	54	14.8
Bishopwearmouth	86	34804	2390	89	26.9
Mere Knolls	28	11332	770	43	17.9
Southwick	15	6071	1250	45	27.8
Ryhope	6	2428	160	14	11.4
Castletown	3	1214	320	10	32.0
Houghton	7	2833	510	38	13.4
Hetton	6	2428	500	17	29.4
Washington	5	2024	0	60	0.0
Easington Lane	3.8	1538	430	10	43.0

- 4.3 Whilst overall there is sufficient burial space within the city there are specific areas of concern. The cemetery located in Washington Village has no new graves available for purchase. There are significant numbers of reserved graves where the Exclusive Right of Burial has been purchased by a resident for their future use. Whilst these graves are currently empty, burials can only be carried with the permission of the purchaser.
- 4.4 There are a number of graves available in Harraton Churchyard, however the availability of these graves is controlled by the Church of England.
- 4.5 An extensive search for suitable land on which to site a new cemetery in the Washington area has been unsuccessful. A number of potential sites have been investigated, but have been found unsuitable for use as burial ground. In the majority of cases this was due to the area's industrial and mining heritage.
- 4.6 Two areas of land have been reserved for use future use as burial grounds. These are adjoining Sunderland (Grangetown) Cemetery (1 Hectare) and Ryhope Cemetery (0.5 Hectare). Based on 1600 graves per Hectare, this would provide space for 2400 graves which at the current rate of usage would extend the availability of burial for a further 6 years.
- 4.7 Including the areas identified in (4.6) and based on current usage there is sufficient space within the city to provide burial services for approximately 25 years.

## **5 Cemetery Roads and Footpaths**

- 5.1 Concerns have been raised about the deteriorating condition of the paths and roadways in some of the city's cemeteries. Property Services have carried out survey work in Sunderland, Bishopwearmouth, Houghton and Hetton Cemeteries. Orders have been placed with Northumbrian Roads to carry out substantial repairs by the end of the current financial year.
- 5.2 Repairs to the pathways at other sites such as Mere Knolls and Southwick Cemeteries will be carried out when funding has been identified.

## **6 Memorial Safety**

- 6.1 Following release of the Ombudsman's report on this subject, the guidelines for memorial safety testing have been reviewed. The testing regime is now to be based on an assessment of the risk presented by a memorial, taking into account its size, construction and the probability of visitors being present in the area.
- 6.2 The initial testing was carried out 5 years ago. The guidelines suggest that memorials are tested on a 5 yearly basis, therefore re-testing of the memorials is due to commence later this year.
- 6.3 The preferred method for dealing with an unstable memorials involved 'pocketing' i.e. partially burying the headstone in a vertical position with as much of the inscription visible as possible. Memorials were only laid down where pocketing was impractical.
- 6.4 This method of stabilisation has given rise to very few complaints, and should ensure that the memorial remains stable long to medium term, hence it is predicted that the number of unstable memorials identified during re-testing will be very small.

## **7. Recommendation**

- 7.1 Members are asked to consider the evidence received.



## **ENVIRONMENT AND ATTRACTIVE CITY SCRUTINY COMMITTEE**

**15 MARCH 2010**

### **VISIT TO FAWCETT STREET - FEEDBACK**

#### **Report of the Chief Executive**

**Strategic Priorities: Attractive and Inclusive City and Prosperous City  
Corporate Performance Objectives CI01**

#### **Report of the Chief Executive**

##### **1. Why has the report come to the Committee**

- 1.1 To consider the issues raised during the members tour of the Fawcett Street area undertaken on 12 March 2010.

##### **2. Background**

- 2.1 On 11 November 2009, the Committee agreed to include an additional item on its work programme on the condition of buildings at Fawcett Street and the general environment.
- 2.2 It was also agreed that consideration of this issue await the completion of a baseline study.
- 2.3 At the meeting of the Committee on 15 February 2010, Members were informed that the baseline study had now been completed. It was also suggested that a short tour of the area should be arranged for members.

##### **3. Current Position**

- 3.1 The visit has been arranged for Friday 12 March 2010 at 2.30pm. In view of the timescales involved, Keith Lowes, Head of Planning and Environment will present a verbal update on the issues raised during the visit.

##### **4. Recommendation**

- 4.1 The Committee is asked to consider feedback report arising from the visit and any further action it wishes to take.

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# **ENVIRONMENT AND ATTRACTIVE CITY SCRUTINY COMMITTEE**

**15 March 2010**

## **WORK PROGRAMME 2009-10**

### **REPORT OF THE CHIEF EXECUTIVE**

**Strategic Priority : CIO1, CIO4**

#### **1. Why has this report come to the Committee?**

- 1.1 The report attaches, for Members' information, the current work programme for the Committee's work during the 2009-10 Council year.
- 1.2 The work of the Committee in delivering its work programme will support the Council in achieving its Strategic Priorities of Prosperous and Attractive City, support delivery of the related themes of the Local Area Agreement, and, through monitoring the performance of the Council's services, help the Council achieve its Corporate Improvement Objectives CIO1 (delivering customer focussed services) and CIO4 (improving partnership working to deliver 'One City').

#### **2. Background**

- 2.1 The work programme is a working document which Committee can develop throughout the year. The work programme allows Members and Officers to maintain an overview of work planned and undertaken during the Council year.

#### **3. Current position**

- 3.1 The work programme reflects discussions that have taken place at the Scrutiny Workshop and at the meeting of the Committee on 18 June 2009. The current work programme is attached as an appendix to this report.

#### **4. Conclusion**

- 4.1 The work programme developed from the meeting will form a flexible mechanism for managing the work of the Committee in 2009-10.

#### **5 Recommendation**

- 5.1 That Members note the information contained in the work programme and consider the inclusion of proposals for the Committee into the work programme.

## 6. Glossary

n/a

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	<b>JUNE 18.6.09</b>	<b>JULY 13.7.09</b>	<b>SEPTEMBER 21.9.09</b>	<b>OCTOBER 19.10.09</b>	<b>NOVEMBER 16.11.09</b>	<b>DECEMBER 14.12.09</b>	<b>JANUARY 18.1.10</b>	<b>FEBRUARY 15.2.10</b>	<b>MARCH 15.3.10</b>	<b>APRIL 26.4.10</b>
<b>Policy Review</b>	Proposals for policy review (JD)	Scope of review – Highways and Network Management (Jim Diamond)	Baseline Report (JD)	Evidence Gathering	Evidence Gathering	Evidence Gathering	Evidence Gathering	Evidence Gathering	Draft report (JD)	Final Report
<b>Scrutiny</b>		Lisburn Terrace Triangle Development Framework – Cabinet Consultation (Keith Lowes)  Highways Maintenance Contingency- Prioritisation (Burney Johnson)	Parking Enforcement (B Johnson)	Civil Parking Enforcement (B Johnson)  Holmeside Triangle Development Framework (K Lowes)  Sunnyside Conservation Area (K Lowes)	Public Transport Issues/Bus Network Redesign (NEXUS)	Local Development Framework – Progress Report (Neil Cole)  Flood Planning (Barry Frost)  Local Development Framework – Annual Report (Neil Cole)	Waste Management and Recycling (Peter High)  Seafront Masterplan (Keith Lowes)  Flood Planning (Barry Frost)  Silksworth Conservation Area (Mark Taylor)	Bus Network Redesign - Consultation (NEXUS)  Stadium Development Village Development Framework (K Lowes)	Cemeteries (Les Clark)  Fawcett Street Visit – Cllr Wood Item (Keith Lowes)  LDF Core Strategy (Neil Cole)  Allotments – Task and Finish Group (Helen Lancaster)	Streetlighting (Aurora)  Legible City – Better Signposting of the Gateways (Graeme Farnworth)  Public Toilets (Les Clark)
<b>Scrutiny (Performance)</b>			Performance Q1 (Mike Lowe)				CAA and Performance Update (Mike Lowe)  Strategic Planning Process (Jon Beaney)	LAA Agreement Delivery Plan (Sal Buckler)		Performance Monitoring Report (Mike Lowe)  Policy Review – Progress Report on Previous Study
<b>Ref Cabinet</b>										
<b>Committee Business</b>	Work Programme 2008/09 (JD)		Overview and Scrutiny Handbook (J Diamond)				Review of Councillor Call for Action Mechanism (J Diamond)		End of Year Report – Draft (Jim Diamond)	
<b>CCFA/Members items/Petitions</b>					Cllr P Wood – Condition of Fawcett Street		Cllr R Vardy – Gritting of Roads in Winter Weather			

Information										
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# ENVIRONMENT AND ATTRACTIVE CITY SCRUTINY COMMITTEE

## FORWARD PLAN – KEY DECISIONS FOR THE PERIOD 1 MARCH 2010 – 30 JUNE 2010

REPORT OF THE CHIEF EXECUTIVE

15 MARCH 2010

### 1. Purpose of the Report

- 1.1 To provide Members with an opportunity to consider the Executive's Forward Plan for the period 1 March, 2010 – 30 June, 2010.

### 2. Background

- 2.1 The Council's Forward Plan contains matters which are likely to be the subject of a key decision to be taken by the Executive. The Plan covers a four month period and is prepared and updated on a monthly basis.
- 2.2 Holding the Executive to account is one of the main functions of Scrutiny. One of the ways that this can be achieved is by considering the forthcoming decisions of the Executive (as outlined in the Forward Plan) and deciding whether Scrutiny can add value in advance of the decision being made. This does not negate Non-Executive Members ability to call-in a decision after it has been made.
- 2.3 The Forward Plan for the period 1 March, 2010 – 30 June, 2010 is attached marked **Appendix 1**. As requested by members at the last meeting, only those items which are under the remit of the Committee have been included. The remit of the Committee covers the following themes:-
  - Building Control, Unitary Development Plan, Place Shaping, Local Transport Plan, Coast Protection, Cemeteries and Crematorium, Grounds Maintenance, Management and Highways Services, Allotments.
- 2.4 In the event of Members having any queries that cannot be dealt with directly in the meeting, a response will be sought from the relevant Directorate.

### **3. Recommendations**

- 3.1 To consider the Executive's Forward Plan for the period 1 March, 2010 – 30 June, 2010.

### **4. Background Papers**

None

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**Forward Plan: Key Decisions from - 01/Mar/2010 to 30/Jun/2010**  
**Items which fall within the remit of the Environment and Attractive City Scrutiny Committee**

No.	Description of Decision	Decision Taker	Anticipated Date of Decision	Principal Consultees	Means of Consultation	When and how to make representations and appropriate Scrutiny Committee	Documents to be considered	Contact Officer	Tel No
01293	To agree St Peter's Riverside & Bonnersfield Planning Framework draft Supplementary Planning Document for public consultation.	Cabinet	10/Mar/2010	Strategic partners, Portfolio Holders and Chief Officers	Meetings, briefings and email	Via contact officer by 19 February 2010 - Environment and Attractive City Scrutiny Committee	Cabinet report and St Peters Riverside and Bonnersfield Planning Framework: draft Supplementary Planning document.	David Giblin	5611540
01365	To adopt the amended Stadium Village Development Framework as a Supplementary Planning Document.	Cabinet	10/Mar/2010	Statutory Consultees, businesses property owners, occupiers, Sunderland arc, Members and Portfolio Holders	Meetings, Briefings, letters and memos, exhibition, <a href="http://sunderland.gov.uk">sunderland.gov.uk</a>	In writing to the contact officer by 19 February 2010. Environment and Attractive Scrutiny Committee.	Cabinet report, amended stadium village supplementary planning document and sustainability appraisal.	David Giblin	5611540
01369	To approve the Local Development Framework Core Strategy Preferred Option for public consultation.	Cabinet	10/Mar/2010	All Council Directorates	Circulation of draft Cabinet paper	To contact Officer by 19 February. Environment and Attractive City Scrutiny Committee	Core Strategy Preferred Option	Neil Cole	5611574



No.	Description of Decision	Decision Taker	Anticipated Date of Decision	Principal Consultees	Means of Consultation	When and how to make representations and appropriate Scrutiny Committee	Documents to be considered	Contact Officer	Tel No
01353	To approve the Highway Maintenance Programme for 2010/11.	Executive Director City Services	15/Mar/2010	Member with Portfolio for Attractive and Inclusive City	Meetings	To contact Officer by 26th February 2010 - Environment and Attractive City Scrutiny Committee	Report ; Work Programme	Graham Carr	5611298
01375	To approve the procurement of a combined heat and power unit for Washington Leisure Centre.	Cabinet	14/Apr/2010	Director of City Services, Director of Financial Resources	Meetings	Environment and Attractive City	Cabinet Report	Andrew Atkinson	5612728
01090	Approve submission document & sustainability appraisal for development in the Hetton Downs area to form part of the Council's Local Development Framework.	Cabinet	09/Jun/2010	Local residents, stakeholders, service providers, community reference group, Members	Meetings, briefings, letters, email, public exhibition, <a href="http://sunderland.gov.uk">sunderland.gov.uk</a>	Via contact officer by the 20 May 2010 - Environment and Attractive City Scrutiny Committee	Cabinet report, report on preferred option consultation responses, submission document for Hetton Downs Area Action Plan, formal sustainability report.	Dave Gilblin	5531564