

**SUSTAINABILITY APPRAISAL FOR THE LOCAL LIST OF BUILDINGS, STRUCTURES, PARKS, GARDENS AND OPEN SPACES OF SPECIAL LOCAL ARCHITECTURAL OR HISTORIC INTEREST SUPPLEMENTARY PLANNING DOCUMENT.**

**1 Strategic Environmental Assessment and Sustainability Appraisal**

1.1 EU Directive 2001/42/EC and subsequent UK regulations formally introduced what is commonly called Strategic Environmental Assessment (SEA) for plans or programmes with significant environmental effects. The Directive became operational in July 2004. At about the same time the UK government made the broader sustainability appraisal process a requirement for certain documents within the Local Development Framework (LDF) through the Planning and Compulsory Purchase Act 2005.

1.2 Alongside these mandatory processes, there have been strong moves on a voluntary basis to introduce a better appreciation of environmental, social and economic impacts into decision making of many sorts. Within this region the Regional Assembly and SUSTAINED (the regional roundtable on sustainable development) published in the summer of 2004 what is called the Integrated Regional Framework (IRF), with at its heart a form of sustainability appraisal.

**2 Sustainability Appraisal of Supplementary Planning Documents - Methodology**

2.1 The City Council is preparing a framework for dealing with SEA and Sustainability Appraisal (SA) in a consistent way, but recognising that strategic documents such as the city-wide Core Strategy will require a more elaborate treatment than, say, a site based Supplementary Planning Document (SPD). As a first step in defining the lower level approach to SPDs, a very simple application of the sustainability principles set out in the IRF is being used.

2.2 The full SEA and SA processes have five stages:

1. Setting the context and objectives, establishing the baseline and deciding on the scope
2. Developing and refining options
3. Appraising the effects
4. Consulting on the plan and SA report
5. Monitoring implementation of the plan

2.3 The process described below is essentially step 3, but the preparation of the SPD for the Local List of Buildings, Structures, Parks, Gardens and Open Spaces has in many respects followed steps 1 and 2 and the consultation on the preparation of the list since its inception in 2004, echo's step 4. This is considered adequate for this largely site specific Supplementary Planning Document.

2.4 The Sustainability Appraisal will test the SPD for the Local List of Buildings, Structures, Parks, Gardens and Open Spaces against these

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sustainability objectives. For each objective the appraisal will give an overall positive (++) or (+), neutral or negative (- or - -) value and then a short written assessment.

2.5 The Appraisal will also assess the option of introducing, as opposed to not introducing, the SPD.

2.6 The Appraisal will be made by the Historic Environment Section of the City Council with advice from landscape, urban design and planning policy professionals.

### **3. General and Planning Context**

3.1 The Supplementary Planning Document (SPD) relies on the UDP for the required policy context. A number of policies (see Appendix 1) inform the Local List of Buildings, Structures, Parks, Gardens and Open Spaces of Special Local Architectural or Historic Interest SPD. The enabling policy in the UDP for this SPD is policy SD2. The sustainability appraisal at paragraph 7.2 tests both the policy in isolation and the policy with the addition of the proposed SPD against the 16 sustainability objectives agreed for the Local Development Framework.

3.2 Local planning authorities are encouraged by central government to compile a non-statutory 'local list' of buildings, structures, parks and gardens of local architectural or historic interest. Paragraph 6.16 of Planning Policy Guidance Note 15 advises that: '...it is also open to planning authorities to draw up lists of locally important buildings and to formulate local plan policies for their protection, through normal development control procedures'.

3.3 During June 2004, 4500 leaflets and posters, promoting the initiative and offering the opportunity to nominate appropriate sites, were distributed to all Newcastle Tourist Information Centres, Customer Service Centres, all 20 libraries and staffed cultural attractions. Approximately 260 letters and leaflets were sent to a broad range of interested individuals, organisations, Conservation Advisory Committee, Newcastle Conservation Advisory Panel members and all Councillors.

3.4 The consultation period lasted from 1 July 2004 – 8 September 2004 during which 983 public nominations were made with 460 individual sites being nominated. Of the 460 sites nominated 86 were excluded as being either already Listed, outside the boundary of Newcastle upon Tyne or too large an area to be put forward for the local list.

3.5 Each of the remaining nominated sites was surveyed, photographed and researched. A core panel of independent experts, comprising Graham Bell (Director of the North of England Civic Trust) as Chairman, John Pendlebury

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(Lecturer in Town Planning and Conservation at the University of Newcastle upon Tyne) and Councillor Ronald Clark (the City Council Historic Environment Champion, representing Conservation Advisory Committee), was brought together to consider the 374 nominations' suitability for 'Local Listing'. The core panel were supported in the decision making process by six independent, recognised specialists and by a scoring system devised by the core panel that provided consistency across the varied nominations. From the Assessment Panel meetings 272 buildings, structures, parks, gardens or open spaces were put forward on to the 'Draft Local List'.

3.6 Since the Draft Local List was put forward by the expert panel, 6 sites have been dropped from the list due to either demolition, the site being given National Listed Building status or the site area being deemed too large for Local Listing and better recognised through other methods.

#### **4. Objectives of the Supplementary Planning Document**

4.1 The objectives of the SPD for the Local List of Buildings, Structures, Parks, Gardens and Open Spaces are to:

To encourage the retention and conservation of locally listed buildings and structures.

To avoid, wherever possible, in whole or in part the demolition of a locally listed building as a result of development proposals.

To ensure that proposals for extensions or alterations to buildings on the local list preserve their special local architectural or historic interest.

To preserve or enhance the special local historic interest and landscape character of locally listed parks, gardens or open spaces.

To seek to ensure that development proposals do not result in the loss of locally listed parks, gardens or open spaces as open designed landscapes.

#### **5. Baseline Information**

5.1 The baseline information will be the approved Local List which will be monitored on an annual basis and fully reviewed from time to time. The monitoring will consider the success of the SPD in achieving its objectives in relation to those sites on the Local List. The monitoring will entail the collection of information on the number of sites on the Local List which have been lost in whole or in part or insensitively altered. A register will also be kept of those sites which are deemed to be at risk of loss, decay or deterioration.

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**6. Sustainability Objectives And Indicators**

6.1 A key stage in the appraisal process is the development of a range of sustainability appraisal objectives and indicators against which provisional options and policies can be tested.

6.2 In the North East, a common definition of what sustainable development means within the region has been articulated in the Integrated Regional Framework (IRF), which sets out 17 broad objectives on economic, social and environmental issues. These objectives were identified and justified within the context of international, national and regional plans and programmes that affect the region. The North East Assembly have indicated that the 17 objectives of the IRF could therefore provide an appropriate basis for any SA/SEA in the region, including for the preparation of Local Development Frameworks, in establishing a relevant, robust Appraisal Framework, that covers the right issues and asks the right questions.

6.3 Using the IRF objectives as a starting point and considering these against the outputs from the review of plans and programmes, the City Council Scoping Report proposes the adoption of sixteen of the original IRF objectives with some minor amendments and one important addition. The main change, as part of the social objectives proposed, is the addition of 'strong and inclusive communities' to Sustaine Objective 16 (Proposed Objective 1).

6.4 The 17<sup>th</sup> objective of the IRF, 'To reduce adverse impacts on global communities' has been omitted as an objective in its own right for the sustainability appraisal of the Local Development Framework. The decision to omit this objective stems from the difficulty of establishing direct impacts of the LDF on global communities. We will still be measuring some of these impacts in an indirect way, such as our contribution to climate change and protection of the environment. This does not imply that this objective is rejected by the Newcastle City Council, on the contrary, it is retained as an objective for other Council strategies, such as the Newcastle Sustainable Charter and the Newcastle Environmental Policy.

6.5 The following are the proposed objectives for the Sustainability Appraisal of the Core Strategy. The SA Objectives were established by the Planning Policy Team, through consultation with Officers from NCC, especially the Sustainable Officer Group.

1. To promote strong and inclusive communities, involved in decision making for their area.
2. To improve health and well-being while reducing inequalities in health.
3. To ensure everyone has the opportunity of living in a decent and affordable home.

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4. To ensure good accessibility for all jobs, facilities, goods and services in the City.
5. To protect and enhance the City’s cultural heritage and diversity.
6. To raise educational achievement and improve skill levels across the City.
7. To reduce crime and the fear of crime.
8. To reduce the impacts of climate change and our contribution to the causes.
9. To make better use of our resources.
10. To reduce the amount of waste produced and increase the amount recycled.
11. To improve local air quality for all.
12. To protect and enhance the quality of the City’s ground and surface waters.
13. To protect and enhance the City’s biodiversity.
14. To protect and enhance the quality and diversity of the City’s rural and urban land and landscapes.
15. To ensure high and stable levels of employment so everyone can share and contribute to greater prosperity.
16. To achieve high and sustainable levels of economic growth.

**7. The Appraisal**

7.1 The Sustainability Appraisal and Options Analysis below compares the alternative option of not introducing the SPD and relying on existing Unitary Development Plan (UDP) policies with that of introducing the SPD as proposed.

7.2

Positive		Neutral		Negative
++	+	0	-	--

Sustainability Appraisal Objectives	Option 1: Rely on Policy SD2	Option 2: Introduce SPD
1. To promote strong and inclusive communities, involved in decision making for their area	0	+
2. To improve health and well-being while reducing inequalities in	0	0

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health		
3. To ensure everyone has the opportunity of living in a decent and affordable home	0	0
4. To ensure good accessibility for all jobs, facilities, goods and services in the City	0	0
5. To protect and enhance the City's cultural heritage and diversity	--	++
6. To raise educational achievement and improve skill levels across the City	0	+
7. To reduce crime and the fear of crime	0	0
8. To reduce the impacts of climate change and our contribution to the causes.	0	+
9. To make better use of our resources	-	+
10. To reduce the amount of waste produced and increase the amount recycled	0	0
11. To improve local air quality for all	-	+
12. To protect and enhance the quality of the City's ground and surface waters	0	0

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13. To protect and enhance the City's biodiversity	0	0
14. To protect and enhance the quality and diversity of the City's rural and urban land and landscapes	-	++
15. To ensure high and stable levels of employment so everyone can share and contribute to greater prosperity	0	0
16. To achieve high and sustainable levels of economic growth	0	0

**Rationale**

**1. Sustainability Objective - To promote strong and inclusive communities, involved in decision making for their area**

Conserving the historic environment and treasured local elements of the landscape and townscape is seen as an important factor in establishing and retaining local character, distinctiveness, diversity and identity. This has been stressed strongly on a national level through Government strategy documents, such as 'Power of Place' and 'The Historic Environment: A Force for Our Future'. The retention of sites on the Local List, as proposed in the SPD, will help to achieve the promotion of strong local communities. The multi-faceted nature of the List's contents also promote inclusivity within communities, recognising the value of buildings and sites of different ages and cultures.

**5. Sustainability Objective - To protect and enhance the City's cultural heritage and diversity**

The Local List brings together those parts of the built and natural heritage, not statutorily protected but considered special by the population of the city, greatly adding to the City's cultural heritage. The public involvement in the selection of the sites has produced a wide range of site-types which reflect the diversity of the city's historic and modern townscape and landscape. The

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proposed policy will therefore go a long way to protect and enhance the City's cultural heritage and diversity.

**6. Sustainability Objective - To raise educational achievement and improve skill levels across the City**

The historical background material and contemporary landscape and townscape significance of these sites will be a valuable educational tool, available through the web and directly to students and members of the public through the holding of this information in the publicly accessible Historic Environment Record. The protection of the historic environment retains a valuable learning resource for future generations.

**8. Sustainability Objective - To reduce the impacts of climate change and our contribution to the causes.**

The conservation of buildings and the retention of green open space, both supported and promoted by the SPD will reduce the need for the high energy using production of building materials and retain valuable green spaces and vegetation.

**9. Sustainability Objective -To make better use of our resources**

The conservation of buildings and the retention of green open space, both supported and promoted by the SPD will reduce the need for high energy using production of building materials and retain valuable green spaces and vegetation.

**11. Sustainability Objective - To improve local air quality for all.**

The retention of open space, parks and gardens and the saving on manufacture of building materials will help to maintain better air quality across the city.

**14. Sustainability Objective - To protect and enhance the quality and diversity of the City's rural and urban land and landscapes**

This lies at the heart of the principle behind the Local List, protecting and enhancing the treasured and valued parts of the landscape, side by side with the protection offered to nationally recognised sites.

7.3 It is considered that the objectives of the SPD are neutral in relation to the other Sustainability Objectives within the City Council's. There are no negative effects to the sustainability of the environment or communities of the proposed SPD.

7.4 If the SPD is not introduced, its objectives could not be met, other than through voluntary means.

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7.5 Without the proposed SPD the adopted Local List would be a list of interesting and valued sites, gradually eroded by loss of sites from development pressure and unsympathetic alteration.

7.6 The clear, positive sustainability benefits will be lost if the sites on the Local List cannot be given the strength of the proposed SPD, with potentially negative impacts on the sustainability of the local environment and communities and on the heritage and cultural diversity of the city.

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**Appendix 1:**

- C1 THE CITY'S BUILT HERITAGE WILL BE PRESERVED, PROTECTED AND RESTORED, AND WHERE NECESSARY, THE PLAN'S POLICIES WILL BE APPLIED FLEXIBLY TO ACHIEVE THIS.**
- SD2 THE CITY'S NATURAL ASSETS AND BUILT HERITAGE WILL BE PROTECTED, MANAGED AND PROMOTED TO INCREASE THEIR VALUE AND THEIR CONTRIBUTION TO ACHIEVING SUSTAINABLE DEVELOPMENT.**
- SD2.1 THE CITY'S NATURAL ASSETS AND BUILT HERITAGE WILL BE REVIEWED REGULARLY. PROTECTION WILL BE EXTENDED WHERE APPROPRIATE.**
- SD2.2 MANAGEMENT OF THE CITY'S NATURAL ASSETS AND BUILT HERITAGE WILL BE PROMOTED IN ORDER TO CONSERVE AND ENHANCE THEIR VALUE. MEASURES WILL INCLUDE:**
- A. PREPARING STRATEGIES FOR BROAD AREAS OR CATEGORIES OF ENVIRONMENTAL RESOURCE;**
  - B. PREPARING MANAGEMENT PLANS FOR SPECIFIC SITES OR BUILDINGS CONTROLLED BY THE CITY COUNCIL;**
  - C. ENCOURAGING AND ASSISTING OTHER OWNERS OR OCCUPIERS OF LAND AND BUILDINGS TO PREPARE STRATEGIES AND MANAGEMENT PLANS; AND**
  - D. PROVIDING, WHERE APPROPRIATE, TECHNICAL GUIDANCE AND PRACTICAL ASSISTANCE**
- SD2.3 PUBLIC AWARENESS OF THE VALUE OF THE CITY'S NATURAL ASSETS AND BUILT HERITAGE AND THEIR IMPORTANCE TO THE CONCEPT OF SUSTAINABLE DEVELOPMENT WILL BE PROMOTED IN CO-OPERATION WITH OTHER AGENCIES. MEASURES TO BE TAKEN INCLUDE:**
- A. PREPARING AND DISSEMINATING INTERPRETATIVE INFORMATION;**
  - B. SUPPORTING EDUCATIONAL AND PRACTICAL PROJECTS IN SCHOOLS AND IN THE COMMUNITY; AND**
  - C. IMPROVING ACCESS TO AND WITHIN PROTECTED AREAS, WITH PRIORITY TO SITES ACCESSIBLE BY FOOT, BY CYCLE OR BY PUBLIC TRANSPORT.**
- EN1.1 ALL DEVELOPMENT WILL BE REQUIRED TO MEET HIGH STANDARDS OF DESIGN IN ACCORDANCE WITH THE FOLLOWING PRINCIPLES:**
- A. RETAINING THE BEST BUILDINGS;**
  - B. TAKING FULL ADVANTAGE OF LANDFORM, LANDSCAPE AND OTHER SITE FEATURES;**
  - C. INTEGRATING DEVELOPMENT INTO ITS SETTING WITH REGARD TO THE SCALE AND PATTERN OF SURROUNDING BUILDINGS AND SPACES, AND LINKS IN THE PEDESTRIAN ROUTE NETWORK;**
  - D. RELATING TO THE MATERIALS AND DESIGN CHARACTERISTICS OF SURROUNDING BUILT DEVELOPMENT;**

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- E. FACILITATING SAFE PEDESTRIAN MOVEMENT;**
- F. DESIGNING FOR EQUAL ACCESSIBILITY FOR ALL USERS REGARDLESS OF AGE OR DISABILITIES, AND MINIMISING OPPORTUNITIES FOR CRIME;**
- G. ENSURING NEW BUILDINGS ARE ADAPTABLE TO USE FOR OTHER PURPOSES;**
- H. A COMPREHENSIVE AND CO-ORDINATED APPROACH TO NEW DEVELOPMENTS OF MORE THAN ONE BUILDING;**
- I. INCORPORATING HARD AND SOFT LANDSCAPING AS AN INTEGRAL PART OF DESIGN, MAXIMISING TREE PLANTING WHERE APPROPRIATE, AND PROVIDING FOR ITS LONG TERM MAINTENANCE;**
- J. MINIMISING ADVERSE IMPACTS ON NEARBY LAND USES;**
- K. MINIMISING IMPACTS ON ACTIVITIES ON NEIGHBOURING OPEN LAND AND COUNTRYSIDE; AND**
- L. MAXIMISING THE USE OF BUILDINGS, STRUCTURES AND LAND FORMS TO SCREEN NOISE SENSITIVE DEVELOPMENT AND SPACES.**