


## THE CABINET

### AGENDA








Meeting to be held in the Civic Centre (Committee Room No. 1) on  
Wednesday 13 March 2013 at 2.00 p.m.




#### Part I

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Information contained in this agenda can be made available in other languages and formats on request.


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#### **Local Government (Access to Information) (Variation) Order 2006**

The reports contained in Part II of the Agenda are not for publication as the Cabinet is considered likely to exclude the public during consideration thereof as they contain information relating to the financial or business affairs of any particular person (including the authority) and in respect of which a claim to legal professional privilege could be maintained in legal proceedings. (Paragraphs 3 and 5 of Part 1, Schedule 12A of the Local Government Act 1972). The public interest in maintaining this exemption outweighs the public interest in disclosing the information.

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 **Denotes Key Decision.**

**\* Denotes Regulation 10 Notice issues – item which is a key decision which is not included in the 28 Day Notice of Key Decisions.**

ELAINE WAUGH  
Head of Law and Governance

Civic Centre  
SUNDERLAND

5 March 2013

**CABINET MEETING – 13 MARCH 2013**  
**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

MINUTES, PART I

**Author(s):**

Head of Law and Governance

**Purpose of Report:**

Presents the minutes of the last meeting held on 13 February 2013 Part I.

**Action Required:**

To confirm the minutes as a correct record.



**At a meeting of the CABINET held in the CIVIC CENTRE (COMMITTEE ROOM NO. 1) on Wednesday 13 February 2013 at 2.00pm.**

**Present:-**

Councillor H. Trueman in the Chair

Councillors Blackburn, Gofton, Kelly, G. Miller, P. Smith and Speding.

**Also present:-**

Councillors Bonallie, Errington, Francis, Oliver, Tate, Wood and N. Wright.

**Part I**

**Minutes**

The minutes of the meeting of the Cabinet held on 16 January 2013 Part I (copy circulated) were submitted.

(For copy report - see original minutes).

1. RESOLVED that the minutes of the last meeting be confirmed and signed as a correct record.

**Receipt of Declarations of Interest**

There were no declarations of interest.

**Apologies for Absence**

An apology for absence was received from Councillor P. Watson.

## **Scrutiny Committee – Policy Review Final Reports**

The Scrutiny Committee, the Deputy Chief Executive and the Executive Director for Children's Services submitted a joint report (copy circulated) to set out the recommendations of the Scrutiny Committee following its scrutiny policy reviews into Reducing Re-offending; the Tell Us Once for Bereavement Service and Improvement, Admissions and Planning : Implementation of the Education Act 2011.

(For copy report – see original minutes).

The Chairman of the Scrutiny Committee, Councillor Tate, reminded Members that at the start of the year the Council reviewed and streamlined the structure of scrutiny by introducing a single Scrutiny Committee supported by six Scrutiny Panels. He advised that each of the Scrutiny Panels was Chaired by a Member of the Scrutiny Committee which has helped the Scrutiny Committee to focus on the issues of key importance for the Council while retaining the ability to help inform the development of Council policy through its Panels.

Councillor Tate explained that this report included the outcome and recommendations of three of the policy reviews undertaken by the Panels so far and a further 3 reviews would be brought forward to Cabinet the following month. He introduced the three Lead Members who led on the reviews to introduce their reports.

The Lead Member for the Children's Services Scrutiny Panel, Councillor Francis, reported that the aim of the Panel had been to look at some of the key implications raised by the Education Act 2011 in relation to school improvement and school place planning. He advised that the review recommendations would be the responsibility of the Children's Services Directorate and the action plan would monitor progress on the recommendations.

Cabinet Members were advised that the Review had sought evidence from a variety of stakeholders which had proved extremely beneficial in developing recommendations and their views were reflected in the report. From this evidence gathering, and more, the Panel formulated a number of conclusions and three recommendations.

Councillor Francis thanked the Panel Members who had taken part in the review and hoped that the Cabinet would agree with the Panel's findings and endorse this piece of work.

In response, Councillor Smith, thanked Councillor Francis and his Scrutiny Panel for the work which they had undertaken on the 'Implications of the Education Act 2011' on school improvement, school place planning and admissions.



Councillor Smith reported that the Education Act 2011 was a fundamental piece of legislation which had and would continue to make significant changes to the educational landscape and schools in Sunderland. She advised that the scrutiny panel review had concentrated on the changing role of the Local Authority in relation to school improvement, the statutory responsibilities for school place planning and in admissions policy and procedures, as more schools become academies. The review also looked at the requirement for local authorities to promote educational excellence by facilitating good school to school networks for school improvement.

Councillor Smith informed Cabinet Members that the review had come at a very opportune time and would support the Directorate's thinking in terms of the implications of the recent legislation and in shaping the new relationships with schools. She added that the recommendations were also welcomed in helping the Council to further improve the way it worked with schools and act as champion for children, young people and their families.

Councillor Smith reported that she, as Portfolio Holder for Children's Services, and officers had contributed to the action plan which set out actions in response to the recommendations and work had already begun on those actions.

Councillor Tate then introduced the Lead Member of the Responsive Services and Customer Care Scrutiny Panel, Councillor Errington, to present the findings of the Policy review into "Reducing Re-offending in the City."

Councillor Errington highlighted that the Scrutiny Panel had looked at some of the measures in place to reduce re-offending. He explained that the review had included seeking evidence from a variety of stakeholders which had been invaluable in enabling recommendations to be developed. He added that the review recommendations would be the joint responsibility of the Office of the Chief Executive and the Health, Housing and Adult Services Directorate and the action plan would enable progress to be monitored.

Councillor Errington thanked the Cabinet for considering the review and hope it would agree with the findings and recommendations. He also thanked the Panel Members, officers and those the stakeholders involved for making it such an interesting and worthwhile review.

Councillor Tate also reported that as part of the review, an agreement had been made with the Sunderland Armed Forces Network (SAFN) and the Regional Scrutiny Committee to put measures in place to support personnel coming out of the services and to facilitate information sharing on the needs of veterans.

Cabinet Members congratulated the work of the Panel and the recommendations proposed to highlight the Council's commitment to reducing re-offending with a range of services and initiatives in place and local joint working.

Councillor Tate then introduced Councillor Bonallie, the Lead Member for the City Services Scrutiny Panel to present the findings and recommendations of his Panel into the operation of the Tell Us Once for Bereavement Service in Sunderland.

Councillor Bonallie reported that the Tell Us Once for Bereavement Service had only been in operation for a little over a year therefore it was felt that it would be useful to see how it was progressing and whether there were any lessons to be learnt. He highlighted that during the course of the review, the Panel had spoken with the officers involved in introducing and operating the service and also gathered information on the views of those people using the service in order to get some feedback.

Councillor Bonallie advised Cabinet Members that this had also involved speaking to staff at Moorside who were responsible to taking client calls. He explained that he had sat in with staff answering calls and was most impressed with their professional approach. He added that all the members on the Panel were most impressed by the way the new service was operating and the enthusiasm and commitment shown by the Council's staff.

Councillor Bonallie reported that the Panel's recommendations focused on developing the profile and marketing of the service. He also referred to the potential for the lessons learnt to be adopted by other services the Council provided.

In conclusion, Councillor Bonallie thanked the members of the Panel, officers and partner organisations for their involvement in the review and their vital contribution.

Cabinet Members commended the work of the Panel and anticipated that the recommendations would drive the standard of service up to make even further improvements.

Following conclusion of the presentations, the Chairman, on behalf of the Cabinet, expressed thanks for the work of the Chairman of the Scrutiny Committee, the Lead Members and their Review Panels for their invaluable contribution to improving services in the Council.

Consideration having been given to the report, it was:-

2. RESOLVED that the recommendations of the Scrutiny Committee and the proposed Action Plans for their implementation be approved.

### **Transition of Public Health to the Council**

The Chief Executive submitted a report (copy circulated) to seek agreement to the transition arrangements for those elements of the public health system which were transferring into the local authority's responsibility at midnight on the 31 March 2013 and to delegate the final arrangements to the Assistant Chief Executive in consultation with the Leader and Portfolio Holder during the remainder of February and March 2013.

(For copy report – see original minutes).

Councillor Kelly in highlighting the report advised that as community leaders in Sunderland the Council wanted to help local people achieve the best life chances and to improve local peoples' health and wellbeing was part of this approach. He reported that the transition of public health back to the Council provided a great opportunity to strengthen this approach and to bring in new perspectives about how inequalities in Sunderland could be reduced.

Cabinet Members were reminded that public health was returning to the Council from the start of April 2013 and this report provided an overview of functions and working relationships that were proposed in this move.

Councillor Kelly reported that the Council had continued to work closely with public health to ensure a seamless transfer in April 2013. There was a good record of joint working to build upon, and by integrating public health into the Council; a better impact could be achieved on people's health through wider determinants such as early intervention, education, transport housing, social care and planning. He added that this would also build on the close working already existing between the Council and the Clinical Commissioning Group to help ensure close links with the NHS were retained.

Councillor Kelly referred to paragraph 10.3 of the report and clarified that the Director of HR&OD had been consulted on reports with employee implications including the TUPE-like transfer of staff from the Primary Care Trust to the Council rather than a TUPE process. He assured Cabinet Members that there was very little difference in the approach.

Councillor Kelly welcomed that public health was coming back to the Council and the great opportunities that the Council to think more creatively about how health inequalities could be reduced and improve local people's well being, especially with such challenging times ahead.

Consideration having been given to the report, it was:-

3. RESOLVED that:-

- (i) the transition arrangements for public health into the local authority be agreed,
- (ii) approval be given to the delegation of final arrangements to the Assistant Chief Executive in consultation with the Leader and Portfolio Holder during the remainder of February and March 2013, and
- (iii) it be noted that the Director of HR&OD has been consulted on reports with employee implications including the TUPE-like transfer of staff from the Primary Care Trust to the Council.

## **North East Local Transport Body Assurance Framework**

The Deputy Chief Executive submitted a report (copy circulated) to advise that the Department for Transport (DfT) intended to devolve funding for Local Major Transport Schemes to Local Transport Bodies from 2015 and as part of the devolution process the DfT required each Local Transport Body to produce and submit an Assurance Framework by 28<sup>th</sup> February 2013.

(For copy report – see original minutes).

Councillor Blackburn reported that agreement was sought for the Council to become a member of the North East Local Transport Body (“NELTB”) and to approve the Assurance Framework for the NELTB for submission to the DfT by the end of February. He explained that Local Transport Bodies were new groupings of local authorities based on LEP boundaries, which were being created to allow the DfT to devolve funding for Local Major Transport Schemes and initially this was for funding for major schemes in the 2015 - 2019 period.

Cabinet Members were advised that the main functions of the Local Transport Bodies would be to decide which major schemes should be prioritised within their geographic area, to review and approve individual business cases for those schemes, and to ensure effective delivery of the programme.

Councillor Blackburn highlighted that the North East Local Transport Body would cover the geographic area of the North East Local Enterprise Partnership with proposed full membership comprising the Councils of County Durham, Gateshead, Newcastle, North Tyneside, Northumberland and Sunderland and the Tyne and Wear Integrated Transport Authority. He added that this report sought confirmation of the Council’s membership of this Local Transport Body.

Councillor Blackburn also reported that as part of the devolution process, the DfT required each Local Transport Body to put an Assurance Framework in place which was intended to provide appropriate safeguards for the use of public funds, ensure that the Local Transport Body was fit for purpose and the necessary arrangements were in place to ensure value for money and sound decision making.

Consideration having been given to the report, it was:-

#### **4. RESOLVED that:-**

- (i) approval be given for Sunderland City Council to be a member of the North East Local Transport Body (“NELTB”);
- (ii) approval be given, in principle, to the draft Assurance Framework for the NELTB (a copy of the current version was appended to the report) and authority be delegated to the Deputy Chief Executive, in consultation with the relevant Portfolio Holder, to agree the finalised Assurance Framework for the NELTB, so that it can then be submitted to the Department for Transport;

- (iii) authority be delegated to the Deputy Chief Executive and the Executive Director of Commercial and Corporate Services to conclude all documentation and enter into legal agreements with the NELTB and its accountable body to cover all requirements of the Assurance Framework; and
- (iv) the Deputy Chief Executive, in consultation with the Leader and the Portfolio Holder, be authorised to agree and submit local transport scheme proposals to the NELTB pursuant to the new arrangements.

### **Sunderland Business Improvement District (BID)**

The Deputy Chief Executive submitted a report (copy circulated) to provide an update on the progress of the proposed Sunderland Business Improvement District (BID) and to seek agreement on an allocation of funding to enable the further development of the proposal.

(For copy report – see original minutes).

The Chairman in highlighting the report explained that a Business Improvement District was a defined area within which businesses paid an additional tax or fee to fund improvements within the BID boundary. He reported that BID's required a Company to be established and to be run by the business community to address business community priorities and to identify where to invest in specific projects and additional services which were over and above the core responsibilities of the Local Authority.

The Chairman advised that the Sunderland Business Group was in the process of working up proposals to establish a BID which would cover the City Centre in Sunderland. He reported that Sunderland Business Ltd had been formed as the company to see through the proposal and to run the BID if a yes vote was secured and the Council's Business Investment Team had been working with the company, offering advice and support.

Cabinet Members were advised that the report recommended that the Council offered further assistance through a financial contribution of £40,000 to support marketing, business engagement business plan production. In addition the approval of the funding would allow the formal regulatory process of notifying the Secretary of State of the intention to ballot businesses to begin. There would be a 12 week activity period following this and ballot papers would be issued June 2013 with the result announced 28 days later.

The Chairman reported that BID delivery should commence within 2 months of an approval being granted.

Cabinet Members having welcomed this private sector-led initiative, it was:-

5. RESOLVED that:-

- (i) approval be given to a grant of £40,000 funding to support the development of the proposed Sunderland BID to be met from existing economic development budgets,
- (ii) approval be given for the estimated costs of £20,000 in respect of the ballot to be met from the Council's general contingency fund, and
- iii) a further report be submitted to Cabinet in due course in respect of the detailed proposals for the Sunderland BID.

### **Collection Fund 2012/2013**

The Executive Director of Commercial and Corporate Services submitted a report (copy circulated) on the estimated balance on the Collection Fund for 2012/2013 and the amounts available to the Council and its major precepting authorities for use in setting Council Tax levels for 2013/2014.

(For copy report – see original minutes).

Councillor Speding reported that, legally, an exercise must be carried out on the 15 January of each year to determine the estimated balance on the Collection Fund. He advised that where a surplus was projected on the Collection Fund, the Council had a legal requirement to return those surpluses to the Council and its Precepting Bodies so that they could be taken into account in calculating the Council Tax for the following year.

The attention of Cabinet Members was drawn to paragraph 5.3 of the report that it was estimated that there would be a projected surplus on the Collection Fund as at 31 March 2013 and that £566,124 would be used in 2013/2014. Accordingly, of this sum £500,000 was available to the Council to take into account when determining the Council Tax for 2013/2014. Councillor Speding was pleased to report that this was a very positive position and reflected the continued excellent performance of the Council in terms of Council Tax collection despite the increasingly difficult environment.

Councillor Speding also advised that there was a legal requirement that the Council must notify its Precepting Bodies of their share of the surplus to be used within 7 working days from the calculation date (15 January) and these amounts were detailed at paragraph 5.3 of the report. He assured Cabinet Members that this requirement had already been actioned.

Consideration having been given to the report, it was:-

6. RESOLVED that the overall positive position in relation to the Collection Fund for 2012/2013, and the surplus of £500,000 which will be taken into account when setting the Council Tax level for the Council for 2013/2014 be noted.

## **Capital Programme 2013/2014 and Treasury Management Policy and Strategy 2013/2014, including Prudential Indicators for 2013/2014 to 2015/2016.**

The Executive Director of Commercial and Corporate Services submitted a report (copy circulated) to provide an update on the level of capital resources and commitments for the forthcoming financial year and to seek a recommendation to Council to the overall Capital Programme 2013/2014 and the Treasury Management Policy and Strategy (including both borrowing and investment strategies) for 2013/2014 and to approve the Prudential Indicators for 2013/2014 to 2015/2016.

(For copy report – see original minutes).

Councillor Speding explained that this was quite a detailed and technical report mainly due to the complex nature of capital finance and the legal requirements involved. He referred to the Capital Programme for 2013/2014 which totalled over £110 million and explained that this was made up of new starts of £25.8 million and commitments relating to continuing schemes of £85.1 million. He highlighted that the Council was continuing to make a major commitment to regeneration of the area in 2013/14 and this was a positive and substantial capital programme despite ongoing reductions in grants.

Councillor Speding reported that it was testament to the Council's vision for the city and careful consideration of its resources that it could propose such a capital programme for future years, especially at a time when funding from the government had been cut across all service areas. The Council continued to support projects that benefited the most needy and had ensured that grants allocated to Children's Services, Transport, and Health and Housing Services were earmarked for priorities within these services. The approach would enable programmes such as disabled facilities grants and school modernisation, for example, to progress.

Councillor Speding then drew attention to the significant resources which had been earmarked to support key projects that would continue the Council's drive to support the economic regeneration of the City and would help to stimulate economic growth and improve job prospects for its residents. He reported that this included significant expansion of commercial opportunities at the Port of Sunderland, major transport infrastructure investment including the physical construction of the new Wear crossing which was planned to commence and which would help create thousands of new jobs throughout the region, as well as investment in service and community infrastructure.

Turning to the technical aspects of the report, Councillor Speding highlighted that the Prudential Indicators were in accordance with the Prudential Code of Practice which were set annually and monitored regularly to ensure that the Council's capital plans were affordable, sustainable and prudent.

Finally, Councillor Speding requested the Cabinet to reaffirm its Treasury Management Policy statement. He reported that the Council was not proposing any major changes to the overall Treasury Management Strategy in 2013/2014 which would, in these times of economic uncertainty, maintain the careful and prudent low risk approach adopted by the Council in previous years. The Strategy complied fully with the Treasury Management Code of Practice and observed best practice.

Consideration having been given to the report, it was:-

7. RESOLVED that it be recommended to Council to approve the:-
  - (i) proposed Capital Programme for 2013/2014,
  - (ii) the Treasury Management Policy and Strategy for 2013/2014 (including specifically the Annual Borrowing and Investment Strategies),
  - (iii) the Prudential Indicators for 2013/2014 to 2015/2016, and
  - (iv) the Minimum Revenue Provision Statement for 2013/2014.

### **Revenue Budget and Proposed Council Tax for 2013/2014 and Medium Term Financial Strategy 2013/2014 to 2015/2016**

The Chief Executive and the Executive Director of Commercial and Corporate Services submitted a joint report (copy circulated) on:-

- the overall revenue budget position for 2013/2014;
- the projected balances position as at 31st March, 2013 and 31st March, 2014 and to advise on their level;
- a risk analysis of the Revenue Budget 2013/2014;
- a summary of the emerging medium term financial position facing the Council from 2014/2015 to 2015/2016;
- any views received from the North East Chamber of Commerce and Trade Unions.

(For copy report – see original minutes).

Councillor Speding in highlighting the report referred to the notes of the budget consultation meetings held with the trade unions and Tyne and Wear Chamber of Commerce concerning the proposals for the budget and Appendix D, the Council tax determination report for 2013/2014 which had been tabled at the meeting.



Councillor Speding reported that this was, once again, a very difficult budget. He explained that the Council was again faced with significant Government grant reductions and cost pressures resulting in a savings requirement of £37million for 2013/2014. He added that this came on top of almost £100million of reductions which had been required in the previous three years and clearly this compounded impact was now making the protection of front line services increasingly difficult particularly given the outlook over the next three years and beyond.

Councillor Speding advised that Cabinet colleagues had of course worked in a positive and constructive way to identify proposals to address this very difficult and challenging position and in order to address the overall reductions required, savings had been identified as follows:

- £14million of savings coming from Directorate Improvement Plans;
- £7million of savings coming from the continued review of Strategic and Shared Services;
- £5million would be made available from the cessation of SWITCH and an updated approach to workforce planning;
- £3million could be met by utilising corporate resources including New Homes Bonus Grant and other savings
- £2million of savings would arise from the integration of public health arrangements with a further £1million savings from integrated working within children's, families, adults and Health;
- £0.5million of savings would be delivered through reviewing commissioning arrangements with the voluntary sector.

Councillor Speding reported that after taking account of these savings it was also proposed that £4.5m of one off funding was temporarily applied to enable phasing of proposals, which would be replaced with additional savings in 2014/2015.

Cabinet Members were advised that the proposals represented a robust approach to ensure a balanced budget whilst trying as far as possible to protect frontline services. Also it had been ensured that the Council maintained its financial resilience as part of its approach to setting the 2013/14 budget.

Councillor Speding believed that these proposals represented the most appropriate balance taking all factors into account.

Councillor Speding then drew the attention of Cabinet Members to Appendix D tabled separately at the meeting, which highlighted that the Council was proposing a council tax freeze. He reported that the Council was still awaiting confirmation of the precept proposals from the Police and Crime Commissioner and Tyne and Wear Fire and Rescue Authority and these might require an amendment to the final proposal to Cabinet in due course. He added that again by proposing a Council Tax freeze, the Council was recognising the harsh economic climate and the challenges facing the residents of the city and this Council would continue to do everything it could to try to mitigate the impact of these external challenges.

In conclusion, Councillor Speding reported that the Council was aware the future outlook was one of further Government funding reductions over the medium term and accordingly, and in accordance with best practice, a medium-term approach to financial planning had been adopted in order to ensure that next year's budget was as sustainable as possible. He drew attention to the medium term strategy set out at Appendix E which represented an important planning tool. He added that further work was ongoing in relation to 2014/15 and 2015/16 and further updates would be provided to Cabinet in due course and the MTFs would be refined and updated in parallel as this work progressed.

Councillor Speding then invited Cabinet Members to comment in relation to their own particular areas of responsibility.

Consideration having been given to the report, it was:-

8. RESOLVED that it be recommended to Council to:-

- (i) approve the proposed Revenue Budget for 2013/2014 set out at Appendix I;
- (ii) note the Medium Term Financial Strategy 2013/2014 to 2015/2016 as set out in Appendix E,
- (iii) note that the proposed Council Tax Requirement for the Council for 2013/2014 for its own purposes is £76,012,920 (excluding Parish precepts) and represents a freeze to Council Tax for 2013/2014,
- (iv) note that at its meeting on 30th January 2013 the Council approved the following amounts for the year 2013/2014 in accordance with the amended regulations made under Section 31B(3) of the Local Government Finance Act 1992 (the 'Act'):
  - a) £64,094 being the amount calculated by the Council, in accordance with the above regulation of the Local Authorities (Calculation of Council Tax Base) Regulations 1992 as amended by Local Authorities (Calculation of Tax Base) (Amendment) (England) Regulations 2012, as its Council Tax Base for the year (Item T).
  - b) £ 3,122 being the amount calculated by the Council, in accordance with the Regulations, as the amount of it's Council Tax Base for the year for dwellings in the area of the Parish of Hetton Town Council.

- (v) that the Council Tax Leaflet be made available via the Council's website rather than enclosed with Council Tax bills which reflects a relaxation of the rules and that due to timings the final document be delegated to and finalised by the Executive Director of Commercial and Corporate Services in consultation with the Leader of the Council and the Cabinet Secretary.
- (vi) that the following amounts be now calculated by the Council for the year 2013/2014 in accordance with Sections 31 to 36 of the Local Government Finance Act 1992 as amended:
- |    |              |   |
|----|--------------|---|
| a) | £694,729,777 | being the aggregate of the amounts which the Council estimates for the items set out in Section 31A (2) of the Act taking into account all precepts issued to it by Parish Councils.  |
| b) | £618,675,928 | being the aggregate of the amounts which the Council estimates for the items set out in Section 31A (3) of the Act.   |
| c) | £76,053,849  | being the amount by which the aggregate at (vi) (a) above exceeds the aggregate at 3 (vi) above, calculated by the Council, in accordance with Section 31A (4) of the Act, as its Council Tax Requirement for the year including Parish precepts (Item R in the formula in Section 31A(4) of the Act)                                       |
| d) | £1,186.5986  | being the amount at (vi) (c) above (Item R) all divided by Item T ((iv) (a) above), calculated by the Council, in accordance with Section 31B (1) of the Act, as the basic amount of its Council Tax for the year (including Parish precepts).  |
| e) | £40,929      | being the precept notified by Hetton Town Council as a special item under Section 34 (1) of the Act.  |
| f) | £1,185.9600  | being the amount at (vi) (d) above less the result given by dividing the amount at (vi) (e) above by the Item T ((iv) (a) above), calculated by the Council, in accordance with Section 34 (2) of the Act, as the basic amount of its Council Tax for the year for dwellings in those parts of its area to which no Parish precept relates. |

g) £1,199.0699 being the amount given by adding to the amount at (vi) (f) above the amount (vi) (e) divided by the amount at (iv) (b) above, calculated by the Council in accordance with Section 34 (3) of the Act as the basic amounts of its Council Tax for the year for dwellings in the area of the Parish of Hetton Town Council.

h)

Valuation Bands	Parts of the Council's Area	
	Hetton Town Council	All other parts of the Council's Area
A	£ 799.38	£ 790.64
B	£ 932.61	£ 922.41
C	£ 1,065.84	£ 1,054.19
D	£ 1,199.07	£ 1,185.96
E	£ 1,465.53	£ 1,449.51
F	£ 1,731.99	£ 1,713.05
G	£ 1,998.45	£ 1,976.60
H	£ 2,398.14	£ 2,371.92

being the amounts given by multiplying the amounts at (vi) (f) and (vi) (g) above by the number which, in the proportion set out in Section 5 (1) of the Act, is applicable to dwellings listed in a particular valuation band divided by the number which in that proportion is applicable to dwellings listed in valuation band D, calculated by the Council, in accordance with Section 36 (1) of the Act, as the amounts to be taken into account for the year in respect of categories of dwellings listed in different valuation bands.

(vii) that it be noted that for the year 2013/2014, Tyne and Wear Fire and Rescue Authority and the Police and Crime Commissioner for Northumbria have supplied their best estimate of their proposed precepts, which have still to be approved by their respective Authorities. Consequently, the following amounts for both the Tyne and Wear Fire and Rescue Authority and the Police and Crime Commissioner for Northumbria represent the provisional precepts for 2013/2014, which may be issued to the Council, in accordance with Section 40 of the Local Government Finance Act 1992, for each of the categories of dwellings as follows:

Valuation Bands	Precepting Authority	
	Northumbria Police Authority	Tyne & Wear Fire and Rescue Authority
A	£ 57.74	£ 48.77
B	£ 67.36	£ 56.90
C	£ 76.99	£ 65.03
D	£ 86.61	£ 73.16
E	£105.86	£ 89.42
F	£125.10	£105.68
G	£144.35	£121.93
H	£173.22	£146.32

- (viii) that having calculated the aggregate in each case of the amounts at (vi) (h) and (vii) above but not having received confirmation of the precept in paragraph (vii), the Council, in accordance with Section 30 (2) of the Local Government Finance Act 1992, estimate the following amounts as the amounts of Council Tax for the year 2013/2014 for each of the categories of dwellings shown below at this point in time. The exact levels will only become known once formal notification of the precepts from the Tyne and Wear Fire and Rescue Authority and the Police and Crime Commissioner for Northumbria are received.

Valuation Bands	Parts of the Council's Area	
	Hetton Town Council	All other parts of the Council's Area
A	£ 905.89	£ 897.15
B	£ 1,056.87	£ 1,046.67
C	£ 1,207.86	£ 1,196.21
D	£ 1,358.84	£ 1,345.73
E	£ 1,660.81	£ 1,644.79
F	£ 1,962.77	£ 1,943.83
G	£ 2,264.73	£ 2,242.88
H	£ 2,717.68	£ 2,691.46

To note that under Section 52ZB of the Local Government Finance Act 1992, that the Authority's relevant basic amount of Council Tax for 2013/2014 is not excessive in accordance with the principles determined under Section 52ZC(1) of the Act.

(i.e. the proposed Council Tax freeze for 2013/14 means that the Council does not need to hold a referendum on its proposed council tax. The regulations set out in Section 52ZC of the Local Government Finance Act 1992 requires all billing authorities (councils and precept authorities (i.e. Fire and Police authorities)) to hold a referendum on their proposed level of basic Council Tax each year if they exceed government guidelines set out annually.

For 2013/14 the guideline increase for the council was 2.0%.

As the council is proposing a Council Tax freeze for 2013/14 then the above regulations have no impact for 2013/14).

- (ix) note the views expressed by the North East Chamber of Commerce and Trade Unions at Appendix C.

### **Local Welfare Provision – Crisis Support and Community Care Support**

The Executive Director of Commercial and Corporate Services submitted a report (copy circulated) to provide an overview of Government proposals to transfer funding for welfare provision to local authorities through the introduction of the Local Welfare Provision Scheme, to outline the proposed services to be provided by Sunderland City Council (Crisis Support and Community Care Support) and to seek approval for implementation of the scheme, that is to come into effect from 1 April 2013.

(For copy report – see original minutes).

Councillor Speding highlighted that the Welfare Reform Act legislated for the biggest change to the welfare system in decades and included the abolition of two elements of the Social Fund which was currently administered by DWP. He reported that from April 2013, funding for these two elements of the social fund, namely crisis loans and community care grants, would be transferred to Local Authorities.

Councillor Speding drew attention to the proposals outlined in the report for the administration and delivery of these two services locally within Sunderland including an overview, eligibility criteria to be applied, the financial and budgetary arrangements and the delivery options proposed. In particular he referred to the detail of the proposed local scheme for crisis support at Appendix A and for Community Care Support at Appendix B.

Cabinet Members were advised that the City Council would oversee and co-ordinate the new schemes which would be delivered locally with support from a network of partners, making the most of capacity within and across communities. They were assured that appropriate consultation had been undertaken and completed and a summary of feedback received was presented at Appendix C of the report.

Councillor Speding outlined that overall, comments had been largely positive with support for a community based approach as well as acknowledgement that the schemes would develop over time. He reported that given the adverse impact of Welfare Reform on the City and those most vulnerable, the Council remained concerned about the pressures there were likely to be in these and other service areas. He added that in this context, implementation of the new schemes would be kept under review.

Cabinet Members were advised that the report detailed that the scheme would be administered by the Executive Director of Commercial and Corporate Services. Councillor Speding therefore requested for clarification, that it be proposed that Cabinet should formally authorise the Executive Director of Commercial and Corporate Services to administer the scheme and determine applications.

Consideration having been given to the report, it was:-

9. RESOLVED that:-

- (i) the feedback received during the consultation period from the public, including representatives/representative groups of, voluntary organisations and community groups be noted,
- (ii) the Local Welfare Provision Scheme, developed locally as two separate services called Crisis Support and Community Care Support, be approved as outlined in the report, and
- (iii) the Scheme be published on the Council's website and in any additional manner determined by the Executive Director of Commercial and Corporate Services in consultation with the Leader of the Council and Cabinet Secretary.

### **Future Library Services**

The Executive Director of Health, Housing and Adult Services submitted a report (copy circulated) to provide an overview of library services in Sunderland and feedback from the recent engagement exercise together with outlining the new Vision for Future Library Services based on the engagement and to propose the approach for consultation to inform the future service offer.

(For copy report – see original minutes).

Councillor Kelly stressed that the proposed a new vision for the future was that the Library Service become a beacon of excellence in the community for reading, learning and information and that it was not just about making efficiencies. He explained that it was the aim that Library Services would support the development of confident individuals and communities who could realise their full potential and contribute to the broader vision of the city. He reported that implementing the new vision would mean services were taken to communities; in particular, those that needed the most support to engender reading and learning. He clarified that this would include targeting families and children to enable them to access high quality learning environments through reading material, training and education opportunities.

Councillor Kelly reported that the service model would provide for a number of static libraries or “Library Hubs”, some of which would provide a range of co-located services. These “Hubs” would support community outreach programmes, other local service provision and provide an extended offer over the current arrangements with for example extended opening hours. He advised that this new operating model would contribute to increased use of Library services across all sectors of the community and result in a range of positive outcomes including:

- Supporting improvements in literacy levels
- Supporting improvements in digital and information literacy
- Improving social confidence and skills
- Supporting improvements in employability skills
- Encouraging informal/formal learning

Councillor Kelly therefore requested Cabinet to agree the vision, the proposed service model and to a two stage detailed consultation process which would provide for every resident and stakeholder in the service to influence the future arrangements.

The Chairman reported that the use of libraries had changed over the years and more people were using e-readers. He added that it was appropriate to review the vision for libraries in the future and to look at smarter ways of the service being provided.

Consideration having been given to the report, it was:-

10. REOLVED that:-

- (i) the information with regard to the current Library service be noted,
- (ii) the proposed new Vision and approach to develop a new and modern future Library service be adopted, and
- (iii) a two stage consultation approach be implemented with residents – including children and young people, users and non-users, staff, partners, voluntary and community groups and Members to inform the future service design.

### **Sunderland Home Improvement Agency (HIA) – Procurement of a Handypersons and Minor Alterations (HPMA) Service**

The Executive Director of Health, Housing and Adult Services submitted a report (copy circulated) to seek approval to procure a HPMA Service for a period of 36 months with an option to extend for a further period of 12 months, at the sole discretion of Sunderland City Council, at an estimated cost of £198,500 per annum. The Home Improvement Agency (HIA) would act as the ‘hub’ for the service and would directly manage the service provider.

(For copy report – see original minutes).



Councillor Miller reported that the current contract had been in place since March 2009 with a locally based social enterprise called Sunderland Community Furniture Service (SCFS). He explained that the two services (handypersons and minor alterations) had merged under the contract in 2009 and this had allowed a degree of flexibility so that resources had been shifted to meet demand where appropriate. He added that statutory timescales for the delivery of minor adaptations had been consistently achieved and SCFS had also engaged in additional areas of the work as a by product of the contract such as winter warmth initiatives and falls prevention projects.

Cabinet Members having been advised that the current contract ended on 31 March 2013 and it was anticipated that the new contract could be in place by 1 April 2013, it was:-

11. RESOLVED that approval be given to the procurement of a HMPA service for a period of 36 months with an option to extend for a further period of 12 months, at the sole discretion of Sunderland City Council.

#### **Local Government (Access to Information) (Variation) Order 2006**

At the instance of the Chairman it was: -

12. RESOLVED that in accordance with the Local Government (Access to Information) (Variation) Order 2006 the public be excluded during consideration of the remaining business as it was considered to involve a likely disclosure of information relating to the financial or business affairs of any particular person (including the authority) (Paragraph 3 of Part 1, Schedule 12A of the Local Government Act 1972). The public interest in maintaining this exemption outweighs the public interest in disclosing the information.

(Signed) H. TRUEMAN,  
Chairman.

#### **Note:-**

The above minutes comprise only those relating to items during which the meeting was open to the public.

Additional minutes in respect of other items are included in Part II.



**CABINET MEETING – 13 March 2013**  
**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

Scrutiny Committee – Policy Review Final Reports

**Author(s):**

Report of the Scrutiny Committee, Deputy Chief Executive and the Executive Director for Health Housing and Adult Services

**Purpose of Report:**

To set out the recommendations of the Scrutiny Committee following its scrutiny policy reviews into Accessing Mental Health Services in Sunderland; the Role of the Local Authority in Health Issues and the Operation of the Work Programme in Sunderland.

**Description of Decision:**

To consider and approve the recommendations of the Scrutiny Committee and the proposed Action Plans for their implementation.

**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 scrutiny policy review recommendations are intended to inform the future development of policy and practice by Cabinet.

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

The Scrutiny Committee and its Scrutiny Panels have gathered detailed evidence and arrived at conclusions and recommendations which are intended to improve services. There are no alternatives to be considered.

**Impacts analysed;**

Equality  Non Privacy  Non Sustainability  Non Crime and Disorder  Yes

**Is this a “Key Decision” as defined in the Constitution?** Yes

**Is it included in the 28 day Notice of Decisions?** Yes

**Scrutiny Committee:**



**SCRUTINY COMMITTEE – POLICY REVIEW FINAL REPORTS**

**Report of the Scrutiny Committee and the Deputy Chief Executive and the Executive Directors for Health, Housing and Adult Services**

**1. Purpose of the Report**

- 1.1 To set out the recommendations of the Scrutiny Committee following its scrutiny policy reviews into Accessing Mental Health Services in Sunderland; the Role of the Local Authority in Health Issues and the Operation of the Work Programme in Sunderland.

**2. Description of Decision (Recommendations)**

- 2.1 The Cabinet is requested to consider the Scrutiny Committee's three policy review final reports and endorse the recommendations contained within the reports.
- 2.2 To assist the Cabinet in its consideration of the recommendations of the Scrutiny Committee, a proposed Action Plan for the implementation of these recommendations has been prepared in consultation with the appropriate Portfolio Holders.

**3. Background**

- 3.1 On 7 June 2012, the Scrutiny Committee identified a number of policy review topics based on issues highlighted by the Council's Annual Scrutiny Conference. Each of the Committee's six Scrutiny Panels were commissioned to undertake two short policy reviews during the municipal year.
- 3.2 Six of these reviews have now been completed and were agreed by the Scrutiny Committee on 17 January 2013. In order to balance the workload of the Cabinet, three of the reviews were submitted to the February meeting of the Cabinet. The remaining three reports are submitted to this meeting for consideration and approval.

**4 Current Position**

- 4.1 The three reports, together with an Action Plan for the implementation of the recommendations, are attached as an appendix as follows:-
- (a) Accessing Mental Health Services in Sunderland (**Appendix 1a and 1b**);
  - (b) The Role of the Local Authority in Health Issues (**Appendix 2a and 2b**); and
  - (c) The Operation of the Work Programme in Sunderland (**Appendix 3a and 3b**)

**5. Reasons for the Decision**

- 5.1 The recommendations are intended to support the future development of policy and practice by the Cabinet.

## **6. Alternative Options**

- 6.1 The Scrutiny Committee and its Scrutiny Panels have gathered detailed evidence and arrived at conclusions and recommendations which are intended to develop policy within the Council. There are no alternatives to be considered.

## **7 Impact Analysis**

### Equalities

- 7.1 Equality issues were addressed during the evidence gathering process and this is reflected in the focused recommendations.

### Privacy Impact Assessment

- 7.2 The proposals have no immediate additional implications for the protection of privacy of the public. Any privacy issues which arise will be addressed through the delivery of the action planning process.

### Sustainability

- 7.3 The proposals have no immediate implications for sustainability. Sustainability issues will be considered and addressed as part of the delivery of the action plan by Members and officers.

### Reduction of Crime & Disorder – Community Cohesion / Social Inclusion

- 7.4 Any crime and disorder issues will be addressed as part of the delivery of the action plan by Members and officers.

## **8. Relevant Considerations / Consultations**

- 8.1 The findings in the report are the result of consultation and evidence gathering by the Scrutiny Committee.

## **9. Background Papers**

Final reports of the Scrutiny Panels.

**Health, Housing and Adult Services Scrutiny Panel  
Spotlight Policy Review 2012 – 2013**

**Accessing Mental Health Services in Sunderland**

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# 1 Foreword from the Scrutiny Lead Member for Health, Housing & Adult Services

It gives me great pleasure to be able to introduce the very first spotlight policy review carried out by the Health, Housing and Adult Services Scrutiny Panel around mental health pathways.



We often hear the phrase mental health, but what does that really mean to us? In truth, mental health is something that concerns everyone one of us and has a major influence on our lives. The importance of making the most of all life's chances be that with family, friends, in the workplace or community is in part down to mental wellbeing. It is the one of the key attributes to a fulfilling life.

Sunderland is well served by a number of organisations that provide services and support for people with varying degrees of mental health issues. In undertaking this review Members were able to see first hand the dedication and passion that many organisations and individuals have for mental health. It is important that there is a range of support options for people that are provided and delivered in a variety of ways to suit the individuality of need, which is further emphasised by the personalisation agenda.

The Government has also set out a vision for improved mental health and better support for individuals through the 2011 strategy, No health without mental health, which has gathered widespread support. The strategy focuses on the fundamental areas around mental health and comes with a commitment for substantial funding to expand the Improved Access to Psychological Therapies programme.

However, throughout the evidence gathering for this review the economic situation and welfare reform changes were recognised as influencing factors for both mental wellbeing and the delivery of mental health services in the future. The reductions in both public spending and other funding streams to organisations have added extra pressure to providers delivering support services across the city. The Council and its partners need to work together to ensure that these resources are used and supported by our communities and that those in need know where to go to get the support that can help them back to mental wellness.

Finally I would like to take the opportunity to thank my colleagues on the Health, Housing and adult services Scrutiny Panel for their support and involvement in this piece of work. It is through their commitment together with contributions from officers and key stakeholders that has helped to produce this report.

Councillor Christine Shattock, Scrutiny Lead Member for Health, Housing and Adult Services



## **2 Introduction**

- 2.1 The Scrutiny Conference provided a variety of scrutiny topics for potential review during the coming year. The Health, Housing and Adult Services Scrutiny Panel, commissioned by the Scrutiny Committee, agreed to undertake a spotlight review around mental health pathways.

## **3 Aim of the Review**

- 3.1 To understand and evaluate how people access and are signposted to mental health services and the impact of spending reductions on choice and availability of services.

## **4 Terms of Reference**

- 4.1 The title of the review was agreed as 'Accessing Mental Health Services in Sunderland' and its terms of reference were agreed as:
- (a) To understand what is meant by pathways to mental health;
  - (b) To gain perspectives of both service providers and users to the access and availability of mental health services;
  - (c) To evaluate the effect of the recent spending reductions on access, choice and availability of mental health services.

## **5 Membership of the Panel**

- 5.1 The membership of the Health, Housing and Adult Services Scrutiny Panel during the Municipal Year is outlined below:

Cllrs Christine Shattock (Scrutiny Lead Member for Health, Housing and Adult Services), Ellen Ball, Rosalind Copeland, Ronny Davison, Daryl Dixon, Alan Emerson, Jill Fletcher, Barbara McClennan, Lisa Smiles and Dorothy Trueman.

## **6 Methods of Investigation**

- 6.1 The approach to this work included a range of research methods namely:
- (a) Desktop Research;
  - (b) Use of secondary research e.g. surveys, questionnaires;
  - (c) Evidence presented by key stakeholders;
  - (d) Evidence from members of the public at meetings or focus groups; and,
  - (e) Site Visits.
- 6.2 Throughout the course of the review process the panel gathered evidence from a number of key witnesses including:
- (a) Neil Revely – Executive Director Health, Housing and Adult Services;
  - (b) Sharon Lowes – HHAS Lead Commissioner;
  - (c) Ann Dingwall - Strategic Commissioning Manager;
  - (d) Philip Foster – Head of Care and Support;
  - (e) Phil Hounsell - Service Development Manager;

- (f) Lynden Langman – Services for Older People Team Manager;
- (g) Hilary Cowburn - Assistant to the Deputy General Manager;
- (h) Kathy McKenna – Washington MIND;
- (i) Dorothy Gardiner – Sunderland MIND;
- (j) Tricia Doyle – Sunderland Headlight;
- (k) Christine Ritchie – Salvation Army;
- (l) Wendy Armstrong – Salvation Army;
- (m) Victoria Brown – Age UK;
- (n) Joanne Barraclough – Mental Health Matters;
- (o) Pauline Temple – Care and Support: Team Manager;
- (p) Julie Coxon – Residential Services Manager;
- (q) John Grabham – Fulwell Day Centre Manager;
- (r) Michelle Meldrum – Gentoo Living.

6.3 All statements in this report are made based on information received from more than one source, unless it is clarified in the text that it is an individual view. Opinions held by a small number of people may or may not be representative of others' views but are worthy of consideration nevertheless.

## **7 Findings of the Review**

Findings relate to the main themes raised during the panel's investigations and evidence gathering.

### **7.1 National and Local Perspectives**

- 7.1.1 It is estimated that approximately 450 million people worldwide have a mental health problem, with 1 in 4 families worldwide likely to have at least one member with a behavioural or mental disorder. The picture in the UK is very similar with one in four people in the UK suffering a mental health problem in the course of a year. Mixed anxiety & depression are identified as the most common mental disorders in Britain, with almost 9% of people meeting criteria for diagnosis. It is also worth noting that between 8-12% of the population experience depression in any given year<sup>1</sup>.
- 7.1.2 The cost of mental health problems to the economy in England have recently been estimated at £105 billion, and treatment costs are expected to double in the next 20 years. Mental health is high on the government's agenda, with a new strategy, 'No Health without Mental Health', published by the Department of Health in 2011. The strategy takes a cross government approach with a focus on outcomes for people with mental illness.
- 7.1.3 The Sunderland Community Mental Health Profile 2012 highlights that Sunderland is significantly worse than both the north east and national averages in terms of the wider determinants of health including working age adults who are unemployed. A similar situation exists in terms of the levels of mental health and illness, with Sunderland again being significantly worse than both the north east and national averages and in particular to the percentage of the population aged 18+ with depression. It is also worth noting at this point that the allocated average spend for mental health per head in Sunderland is not significantly different to both national and local levels.

### **7.2 The Policy Context**

- 7.2.1 There have been a range of policies which have had significance to mental health and wellbeing. The 10 year National Service Framework for mental health<sup>2</sup>, which ended in 2009, identified mental health promotion as a key element. This was succeeded by New Horizons: Towards a shared vision for mental health<sup>3</sup> and formed actions based on improving the mental health of the population as well as improving the quality and access to services for people with poor mental health.
- 7.2.2 The Government's 2011 mental health strategy, No Health Without Mental Health, published in February 2011, received widespread support; setting out a vision for both improved mental health for all and better support for people with mental health problems. This strategy sets out six shared objectives to improve the mental health and well-being of the nation, and to improve outcomes for people with mental health problems through high quality services. It supports the Government's aim of achieving parity of esteem between physical and mental health. The interconnections between mental health, housing, employment and

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<sup>1</sup> The Office for National Statistics Psychiatric Morbidity report, 2001

<sup>2</sup> Department of Health National Service Framework for mental health. 1999

<sup>3</sup> Department of Health. New Horizons: A shared vision for mental health. 2009

the criminal justice system are also emphasised. **Appendix 1** provides an overview of the strategy.

- 7.2.3 According to the Kings Fund the strategy focuses on the right areas in relation to Mental Health. It captures issues of long-standing concern for people with mental health problems – such as the harmful effects of stigma – and also reflects the research evidence, for example, on the profound interconnectedness of mental and physical well-being.
- 7.2.4 The biggest commitment in the strategy, however, is the announcement of £400 million over four years to expand the Improved Access to Psychological Therapies programme to three new groups of people: children and young people; people with long-term conditions; and people with severe mental illnesses. However, there is considerable scepticism about the capacity of the proposed new health infrastructure and funding regime to deliver the strategy. In particular, the claim that £400 million is to be invested in psychological therapies has been questioned, as it appears that this money is already part of PCTs' budgets. Some doubt has been expressed, including by doctors' organisations, about the ability of GPs to commission for specialist mental health services. It will be important for local Health and Wellbeing Boards to monitor and ensure that the funding for increased IAPT services is used as intended.
- 7.2.5 The emphasis in the strategy on early intervention and early years support for young people with mental health problems, court diversion services and psychological therapies have also been broadly welcomed by mental health professionals and campaigning organisations.
- 7.2.6 The strategy is generally well regarded. It is widely agreed that it is important that there is a strategy, and the objectives are broadly supported. Knowledge of the strategy, however, varied with, for example, commissioners of services being less aware than providers. There is little evidence, as yet, that the strategy is being used systematically to guide local decision making; this is currently dominated by cost reduction, leading to reorganisation and cuts in service. In most areas priorities are not been driven by the strategy, among commissioners in particular. While there are examples of innovative thinking, in some areas the focus on cuts appears to be hindering work done to achieve the objectives set out in the strategy.
- 7.2.7 In determining the success of the strategy, much will depend on how well the NHS Commissioning Board, the Public Health Service and GP commissioning work and how responsive the latter are to the joint strategic needs assessments developed by health and wellbeing boards, to which the mental health strategy appears to assign a central role. Monitoring the strategy's effectiveness will depend on the ability of the new outcomes frameworks for health, public health and social care to capture improvements in mental health in sufficient detail.

### 7.3 What do we mean by Mental Health Pathways?

- 7.3.1 The Centre for Mental Health defines a pathway as, 'being the movement a patient makes from service to service on their way to eventual maximum mental health and social wellbeing'.<sup>4</sup> Based on national policy direction the city and its agencies are committed to support a range of people with mental health needs in daily living, often as part of recovery and rehabilitation pathways to improve their ability to live lives as independently as possible.
- 7.3.2 As part of the work undertaken by the Mental Health Strategy and Pathways Group, a diagrammatic representation of the 'Person Centred Pathway' has been developed. Figure 1 sets out the stages of the client journey from the point of early intervention and prevention to the formal process of reviewing and monitoring the needs of the individual against the outcomes that have been identified. A partnership way of working when supporting people with poor mental health is in place with statutory, private and Third Sector agencies and this is essential to success and is a strong theme of the evidence gathered.
- 7.3.1 In Sunderland a number of initiatives have been progressed that aim to develop and provide clear understandable pathways for people to ensure they can receive the most appropriate care and support at the most beneficial times. These initiatives include:

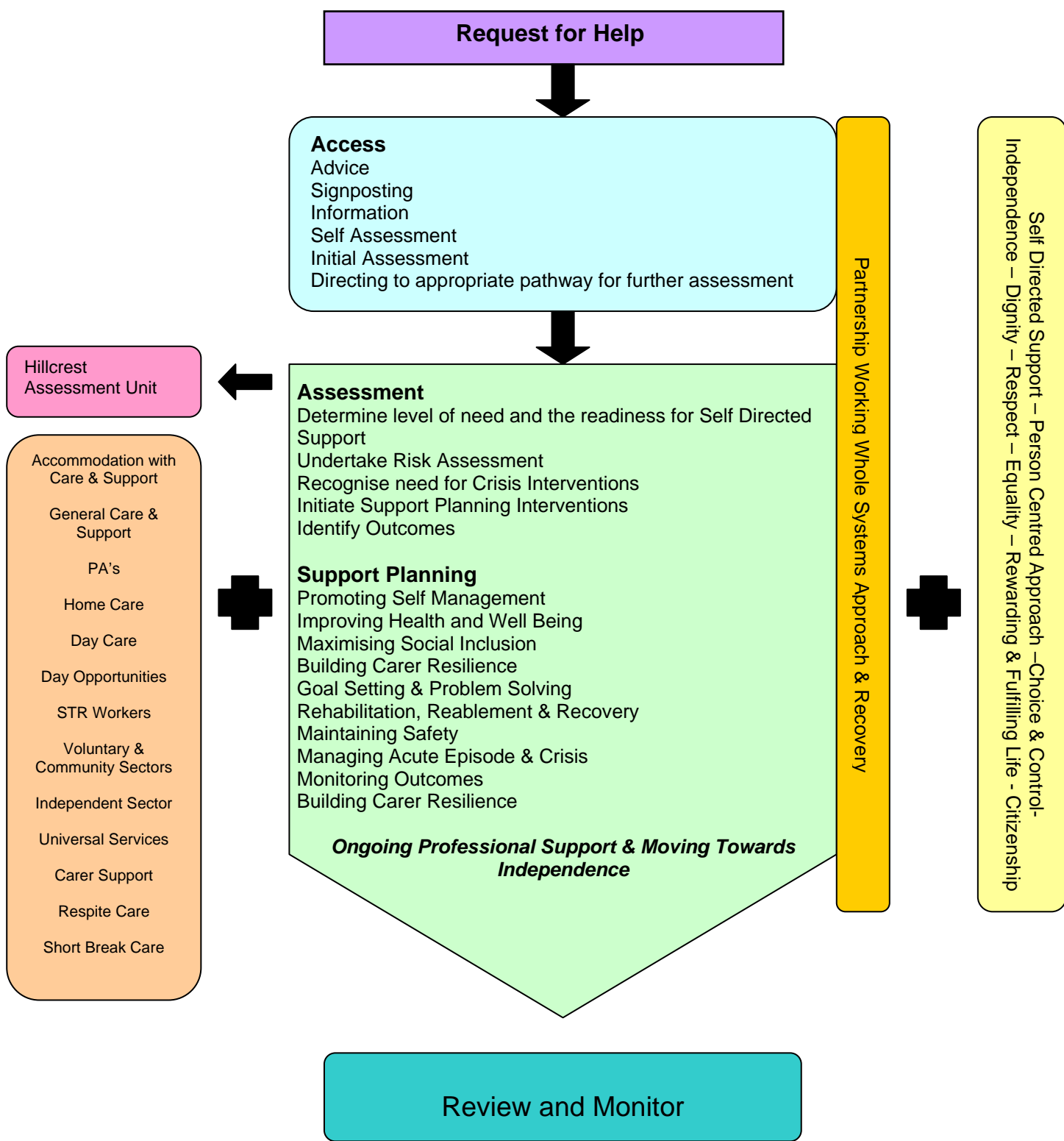
*Mental Health Model of Care Group* – this group brings together representatives from the NHS and Local Authority statutory bodies, GP's, independent providers and third sector organisations, professionals, individuals and their carers to re-design the delivery of mental health care across the South of Tyne and Wear area.

*Mental Health Strategy and Pathways Group* – was established within the Health, Housing and Adult Services Directorate to articulate the Mental Health Strategy in the context of personalised care and support. The group also looks at the customer journey both now and for the future and works with services users and the wider public of Sunderland in the development of the strategy and service model.

*New Horizons Partnership* – is a multi-agency mental health focused group, which is currently operated and chaired by the PCT, that looks to ensure the Emotional Health and Wellbeing Strategy & Action Plan is implemented in Sunderland.

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<sup>4</sup> Centre for Mental Health, 2011



**Figure 1:** Person Centred Pathway  
**Source:** Health, Housing and Adult Services

**7.4 Choice and Availability of Support and Services**

7.4.1 During the review Members recognised the importance of a partnership ethos across all sectors in supporting people through their journey. The council commissions a range of services, as well as signposting to provision available across Sunderland and also provides a number of in-house services and support. It was recognised that such services and resources play a crucial role in the pathway of individuals to mental wellbeing.

**Fieldwork & Assessment Teams**

7.4.2 The first point of contact can often be the most important and crucial to ensuring that a person receives the right support, advice or signposting at a very early stage. The Customer Service Network (CSN) is that first point of contact for many people who may be distressed or in crisis. CSN staff follow an authorised script which details a set of specific questions designed to assist with any decision for signposting to the third or private sector, offer advice or recommend referral to the mental health fieldwork and assessment team for further support. It was noted that the intervention timescales for someone being referred through the call centre was approximately 48 hours from contact to the call centre to allocation by a manager through to a social worker if required. A more urgent response would result in a shorter timescale.

7.4.3 CSN staff are also supported by a Senior Social Worker. Members were also informed that a social work duty system continues to be in place to deal with queries and support issues. Calls from the CSN team can be triaged to the Duty Social Worker who, through allocated timeslots, will respond to the caller and progress the issue that has been raised. It was noted that the current way of providing this initial response is under review as it has been identified that the customer journey could be improved by the Council streamlining the process, making better use of resources and ensuring people receive the right response in the most appropriate manner.

7.4.4 The structure of the mental health fieldwork and assessment teams is outlined in **Appendix 2** of this report. The team, with support from partners, work with people who have poor mental health through a rehabilitation and recovery model. This model represents a set of principles and a range of specific services. The principles of the team focus on the assessment of the needs of the person including a person’s social, spiritual and cultural environment to achieve the best possible clinical and social outcomes for that individual.

7.4.5 It is also interesting to identify and understand the numerous parties who seek advice or support from the Council in relation to mental health services. It can be seen from the data below that the principle contact source is a relative on both counts, interestingly the police are a strong presence too. It maybe that the police are called when there is no local family support network or the person has become distressed and their actions have raised concerns with the public. This highlighted to Members the importance of making people more aware of the signs of MH issues which supports the No Health Without Mental Health strategy around increasing the public understanding of MH issues.

Contacts for MH Clients		Contacts for MH Clients that progress to referral	
Contact Source Type	Total	Contact Source Type	Total
Relative	69	Relative	20

Police	54	Self	12
Not Recorded	48	Carer	10
Self	34	Health, Geriatric	9
Carer	30	Not Recorded	7
Other SSD Team	20	External Agency	6
Gentoo	19	Health, other	6

**Figure 2:** Source Contact Data for MH Enquiries 1<sup>st</sup> April 2012 – 17<sup>th</sup> July 2012  
**Source:** Health, Housing and Adult Services

7.4.6 The data above also illustrates the importance of a broad citywide agenda that ensures the council, key partners and stakeholders can provide advice, information and signposting that can lead to streamlined and improved access to MH services within the City. Members were also keen to see a multi-directorate approach to provide ‘triggers’ within the council’s own systems to enable access to further services. Members highlighted the potential to be able to identify the signs of isolation or MH issues in their own communities as part of their frontline councillor role.

### ***Day Care***

7.4.7 Day care, day opportunities and social activity groups for people with severe mental health needs are designed to provide opportunities to promote recovery in the community, including via access to cultural, social and leisure universal services, to prevent social isolation or exclusion.

7.4.8 As part of the review Members visited Fulwell Day Centre which provides access to activities and learning, with the focus on the inclusion of people with various disabilities within their local community. Members were informed that there had been a number of changes to mental health services over the past year including the integration of service users from centres in Bog Row and John Street into Fulwell, Washington and Grindon Centres respectively.

7.4.9 In terms of attendance across the three centres it was reported that there were approximately 60 to 62 people with mental health needs accessing centre services. Fulwell Centre staff work with those service users and the community to promote recovery and independence, as well as breaking down some of the barriers and stigmas associated with mental health issues.

7.4.10 It was highlighted that access to services at Fulwell Day Centre was by referral from a social worker following an initial assessment of their needs. With the varying complexity of need from people with mental health issues there are a range of interventions available from short course treatments to courses over longer periods. This variety in access to the centre very much depends on levels of need and the fluctuating nature of each individual’s illness.

7.4.11 It was acknowledged that there had been a decline in the number of referrals being made to the day centres. Research indicated that recent changes and options on offer, through the introduction of the personalisation agenda, could account for the decline with people opting for different resources available within the community. One emerging trend was seeing people seeking voluntary work or employment opportunities that were not offered in the current day service model. It was stressed that this current offer was being looked at and that services needed to fulfil service user demand and need. It was also highlighted that Fulwell Day Centre was costly and one of the harsh realities of personalisation and managing a budget was that



many individuals will look to maximise their financial resource through seeking out the cheapest or most cost effective options available.

- 7.4.12 Members enquired to current trends with the centres users and it was reported that users have increasingly complex needs that require more intensive one-to-one help and support. Other increasing trends include users who are suffering from drug psychosis and alcohol misuse. People suffering from milder mental health issues are being signposted to organisations such as Headlight and Mind.
- 7.4.13 The day centre model also promotes community engagement and this was evidenced on the panel's visit to Fulwell Day Centre. The centre's gym was used by both service users and the local community, along with the fitness room being used by various groups running classes such as Pilates and children's dance classes. This is all fits to the centres ethos to be part of the community and breakdown some of the barriers and stigmas associated with mental health issues. The centre looks to engage with the public and create a hub that does go some way to creating that feeling of community and belonging.
- 7.4.14 Social isolation can have a significant effect on people's physical and mental health and day centres can provide that social support that many mental health sufferers require. These services should be valued by health professionals with people be encouraged to try them, as they support the vulnerable and isolated often taking over the support role provided by hospitals. There is the danger that mental health day services will lose its service user base who will become, through personalisation, service commissioners operating in an unpredictable manner with perhaps no sense of commitment to the day centre model. The panel supported the evolving day centre model and stressed the importance of keeping services at Fulwell and Grindon. As already explored it will be important that day centres offer the types of support and service that users are looking for and it will be for centres and commissioners to stay current with the service demands and trends of its users.

#### ***Supported Accommodation & Social Landlords***

- 7.4.15 Hillcrest Assessment Service is based within the city centre and accommodates up to 7 individuals. Its aim is to assess people leaving long term hospital wards around their skills to maintain independent living within the community and to support those people to develop appropriate skills. Most cases involve people with serious mental illness rather than those with low level issues. Referrals are received from either the hospital or the community i.e. a primary service whereby a G.P would refer an individual to social services and a referral would come via a social worker. It would be the assessment that would highlight the requirement for supported accommodation.
- 7.4.16 Hillcrest provides a 24hr supported accommodation resource with an aim of looking at phased and planned programmes to move individuals into local communities and independent living. It was noted that staff were able to identify the triggers with residents to potential relapses or a decline in their mental health. Hillcrest provides a multi-disciplinary team around each individual due to the complex nature of need. It was important that people progressed in a timely manner, and the average stay was acknowledged as between 6 and 12 months.
- 7.4.17 Members were informed that it was often easy to find accommodation for residents, but the issue was more around the reasonableness of that housing offer. The importance of the environments that these potentially vulnerable people were put into needed to provide a feeling of safety and comfort. It was noted that there was a

strong commitment to ensuring that the residents of Hillcrest were enabled to live independently with their own tenancy in the local community. The importance of mental health awareness training was also highlighted and how this can help to create community capacity as well as breaking down barriers around stigma.

- 7.4.18 Members also visited Bodmin Square one of 3 'Core and Cluster' schemes across the city (others being located at Rennie Road and Torquay Road respectively). These are 24 hour staff based schemes supporting individuals within the core house and within properties within the local area (cluster properties). Bodmin Square has 10 apartments, of which 1 is the staff office/accommodation. Everyone living in Bodmin Square has a support plan and unlike Hillcrest there are no timescales and individuals can live here as long as they desire.
- 7.4.19 The aim of facilities like Bodmin Square is to provide independence and allow individuals to follow their own pathway to recovery ensuring a good quality of life. Again the importance of housing and independent living for people with mental health issues was highlighted. It was also noted that the community around Bodmin Square was very supportive and helped to make living there easier. The importance of the community and the surrounding environment cannot be underplayed in ensuring individuals are able to benefit from independent living.
- 7.4.20 In speaking with Gentoo Living it was noted that there were 160 properties distributed to a number of agencies to provide supported accommodation across the city. An issue for Gentoo was the often high turnover of such properties and the lack of information on tenancy moves or changes.
- 7.4.21 Gentoo as the largest social landlord in the city interacts with a large proportion of the residents and people of Sunderland. The biggest issues that Gentoo highlighted, linked to anti-social behaviour, are around alcohol, drugs and mental health. Gentoo has developed a support service with 2 dedicated support officers to assist with issues around mental health. It was also noted that frontline staff have all received mental health awareness training from the MIND organisation.
- 7.4.22 In speaking with Gentoo it was clear to Members that the organisation was very aware of the issues facing their tenants and communities and acted in a proactive way to address many of these, including mental health matters. Gentoo have developed an Australian initiative 'Men's Shed's', funded through the PCT, to bring together groups of single men who have disengaged from communities or live in social isolation. This would be through a single common interest and the aim would be to develop social relationships through the group and prevent or improve many of the low level mental health issues associated with social isolation including depression.

#### ***Direct Payments and Personalised Budgets***

- 7.4.23 Many of the opportunities available to people with mental health issues can be self-directed through Direct Payments, a means of people accessing finance to choose their own support, or through a Managed Budget, in which the council commissions this support. It was highlighted that 39% of people aged 18-64 with mental health needs and ongoing care plans had personal budgets (as at February 2012).
- 7.4.24 It is worth noting that the Government's Strategy clearly indicates that personalised budgets for long-term conditions are a way of giving people more choice and control over how their support needs are met. *A Vision for Adult Social Care: Capable communities and active citizens* makes it clear that personal

budgets, preferably delivered as direct payments, should be provided to all eligible people<sup>5</sup>.

7.4.25 It was highlighted through the panel's investigations and discussions that a personal budget was allocated as a direct result of an assessment of an individual's needs with the amount of money based on the 'eligible needs' of an individual. Members explored the term 'eligible needs' and it was defined as those needs which the local council's policy identifies as having a duty to support an individual with. It was noted that Sunderland City Council was one of only a very small number of councils nationally who continued to operate a 4 tier Fair Access To Care system of assessment. People's needs are assessed within four criteria of low, moderate, substantial and critical. By April 2013, all councils will be offering personal budgets to those eligible to receive support and that includes people with mental health needs.

7.4.26 Mind have identified some of the ways in which people using mental health services have chosen to use their Personal Budgets as the following:

- getting help with cooking, shopping and cleaning;
- having short breaks or a holiday;
- leisure activities, e.g. an art class or a walking group;;
- having driving lessons;
- buying specialist or computer equipment to make life easier;
- buying membership of a gym or sports club;
- finding a job or learning new skills; and
- having an aromatherapy massage or other alternative therapy.

7.4.27 Personal budgets cannot be used for anything that is not directly related to meeting an eligible social care need as well as anything the local council has prohibited i.e. gambling, alcohol, tobacco or anything illegal. The personal budget also does not replace the responsibilities that are the sole domain of the NHS, such as the provision of medication.

7.4.28 It was also acknowledged that all personal budgets were very closely monitored and reviewed on an ongoing basis to ensure the desired need was being met, and perhaps more importantly to ensure that they become independent and not dependent.

#### ***NTW NHS Trust***

7.4.29 The Northumberland, Tyne and Wear NHS Foundation Trust (NTW) is one of the largest mental health and disability trusts in the country, employing over 6,500 staff with an income of approximately £300 million of which £50 million is allocated to Sunderland. NTW is the major provider of mental health services in Sunderland providing adult mental health services, older peoples mental health services, memory protection service (1<sup>st</sup> April 2012), learning disability services, children and young people's services and a range of regional and national services that are also available to residents in Sunderland but are based outside of the city.

7.4.30 The panel recognised that Sunderland Primary Care and Wellbeing Service was delivered by NTW in partnership with Sunderland Counselling Service, Washington MIND and Sunderland MIND. This integrated model of Primary Care Mental Health and Improving Access to Psychological Intervention (IAPT) service, which is a newer development, are delivered by both statutory and third sector staff. This has

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<sup>5</sup> HM Government. No health without mental health. 2011

brought together the strengths of statutory and non-statutory providers in mental health provision.

- 7.4.31 Training for the new IAPT service has been delivered through Newcastle University and was noted as a very protocol driven piece of training. It was highlighted as a positive initiative that the team would include an Employment Support Advisor and Carer Support Advisor. Key features of the service included the referral to a single point and the improvement of access through self referral (approx. 30%) as well as the more traditional routes through GP's (approx. 70%). The triage facility, available by telephone, provided assessment and prompt therapy. It was noted that from triage to low level intervention was between 1 and 20 days, this can take the shape of guided self-help over the telephone or face-to-face support.
- 7.4.32 The Initial Response Team service has been in place since April 2012 and had received very positive feedback. It was noted that there were now 6 lines for incoming calls to be answered from the Cherry Knowle site and that this provided the facility to directly contact a Band 6 qualified nurse.
- 7.4.33 The 'Universal' Crisis Team incorporates a range of professionals and caters for the young, old and learning disabled who require urgent mental health support. In Sunderland, NTW provides all of these services, which works well as a whole system approach and eliminates the bouncing of referrals. It was confirmed in response to a query that information about the service was available from a number of traditional sources including doctors surgeries, the police, the wellbeing directory and through the website. It was felt important that this information should also be imparted to local leaders including members of the council. The service receives approx. 250-450 calls per week. Members acknowledged the marked difference that this service had made in Sunderland.
- 7.4.34 A range of low intensity (Step 2) interventions including psycho-education classes (depression, panic, sleepwell, relaxation and wellwoman workshop), computerised Cognitive Behavioural Therapy (CBT) and guided self-help were available to provide support to many mental health sufferers. It was highlighted that a GP referral was not required and individuals could contact NTW directly and sign up themselves. Also available were more intensive treatments including 1:1 CBT with a trained or Primary Care MH Worker with expert supervision. It was reported to Members that CBT therapists help fill the gap and address the paucity of clinical psychologists. It was highlighted that GP's were fairly selective in making referrals to access these services. It was explained, by a GP interviewed by the panel, that a number of patients require a series of consultations with a GP before they were willing to access CBT, this can often be 2/3 appointments. It is frequently about the patient understanding what CBT involves and what to expect.
- 7.4.35 In providing step 2 interventions it was recognised that one size does not fit all and it was important to provide a suite/menu of services. It was acknowledged that some people were still unaware of the range of services and support available and it was recognised that some people can be very hard to reach. The NTW Trust felt that the partnership arrangement with the voluntary and community sectors would be really important in looking to reach and develop relationships with these individuals. This was acknowledged as still a relatively new aspect of the service for Sunderland and the trust were still working on raising awareness.

### ***The Third Sector***

- 7.4.36 The third sector plays a pivotal role in the delivery of advice, information, support and rehabilitation to people suffering from mental health issues. Often these

services are delivered through people who have recovered from mental illness themselves and this can help to develop or maintain positive social networks and practical support as a key part of recovery.

- 7.4.37 The Director of Health, Housing and Adult Services reported to the panel that the Council was very keen to work with communities around strengthening and building resilience into communities. It was noted that the Council's operating model was built around prevention, as prevention leads to better outcomes for individuals and supports a more economic model. One key area for the Council and partner organisations is enabling and supporting local people to spot those early mental health signs in individuals to create more efficient pathways that can ultimately lead to a better use of resources in appropriate community settings.
- 7.4.38 The voluntary sector provides a real sense of community through working together and provides the opportunity for people to be able to use a variety of services and support groups. The issue is around how these voluntary services can interact with the statutory provision. Many of the voluntary organisations provide self referral systems which can eliminate the barriers to access and make it more likely for individuals to walk through their doors, as opposed to statutory services. It was also stressed that just the action of walking through the door was a big step for many people.
- 7.4.39 The Health Champions programme was highlighted as a good model to help and educate frontline workers to spot early signs and signpost people to services and support. This was recognised as a key issue around building that community capacity and resilience already mentioned, as well as helping to battle the stigma so often associated with mental health. It was also reported by key stakeholders that a lot of people were unaware of what services, advice or support was available. The review revealed that there was a new generation of people coming through who only recognise that they are struggling. Debt and the forthcoming changes to the welfare system were highlighted as major areas of concern for those working in the voluntary and community sectors.
- 7.4.40 The question was raised around GP's general awareness of what is available in the voluntary sector and if they signpost people to those services that can support and assist? It was noted that there was some close working with GP's in the Washington area that had established that GP's don't always know the assets that are available in the local area. It was identified as important to develop these links in moving forward and press the message to GP's around the range of local Mental Health services and support.
- 7.4.41 Sunderland and Washington MIND provide advice, information, support and counselling for those coping with or recovering from mental ill health. The organisations are funded by the Local Authority (Community Mental Health Partnership) for financial assistance, as well as funding from Charitable Trusts and other relevant funders to sustain the organisation. There was an average of 26 service users and clients per day attending and using the services. A high proportion of these people are homeless, living in basic accommodation or simply alone.
- 7.4.42 Sunderland and Washington MIND were both looking to work with employers to introduce Mental Health awareness sessions into the workplace as part of building community capacity and resilience. However MIND had contacted a number of employers to the possibilities of awareness training for their organisations, but employers are reluctant to take up offers even if there are no associated fees. Many

employers buy in their health care packages which covers all aspects of health including Mental Health, but only at a very superficial level. This was viewed as a barrier in trying to get employers on board and it was suggested that the Council had the potential to lead by example on this issue.

- 7.4.43 Headlight, a user led community organisation which operates a self-referral policy provides support through access to an array of services where service users feel safe, understood and supported to develop their skills to enable them to be productive in the community and in their day to day living. Members visited the Headlight organisation and recognised the fundamental ethos that underpins the service was one of community where people supported one another to develop coping strategies. Members saw how Headlight developed and nurtured its own staff through people progression from service user, to volunteer, to paid employee. It was clearly seen on the visit that service users have created a community within a community and a sense of belonging.
- 7.4.44 Headlight, like many organisations, were witnessing more clients requiring counselling services and in September 2012 offered 44 sessions; an increase of 175% over the previous 6 month period. There was also an influx of service users accessing the Advice and Advocacy service and again in September 2012, 75 sessions were offered which was a 226% increase over the previous 6 month period. The changes to welfare benefits were identified as having a major impact on MH service users and Headlight indicated that there was often a reluctance from MH service users to access traditional advice services.
- 7.4.45 The voluntary and community sectors do work well in conjunction with one another and this was typified when speaking with the Salvation Army who signpost and refer individuals to MIND and Headlight. The importance of continued partnership working was stressed by the Salvation Army particularly as budget and resources continue to decrease. The Salvation Army also highlighted to Members the importance of mapping the range, type and locality of services as well as visiting such services to gain a greater understanding and ultimately strengthening the commissioning process.
- 7.4.46 Mental Health Matters highlighted that those without a critical need are often getting left behind and it should be recognised that such individuals often need only minimal support to keep them well and avoid reaching or escalating to a crisis point. The Samaritans highlighted to the panel that there are a lot of lonely people living in the city who have no-one to help them, and that isolation is a big problem for many people facing Mental Health issues.

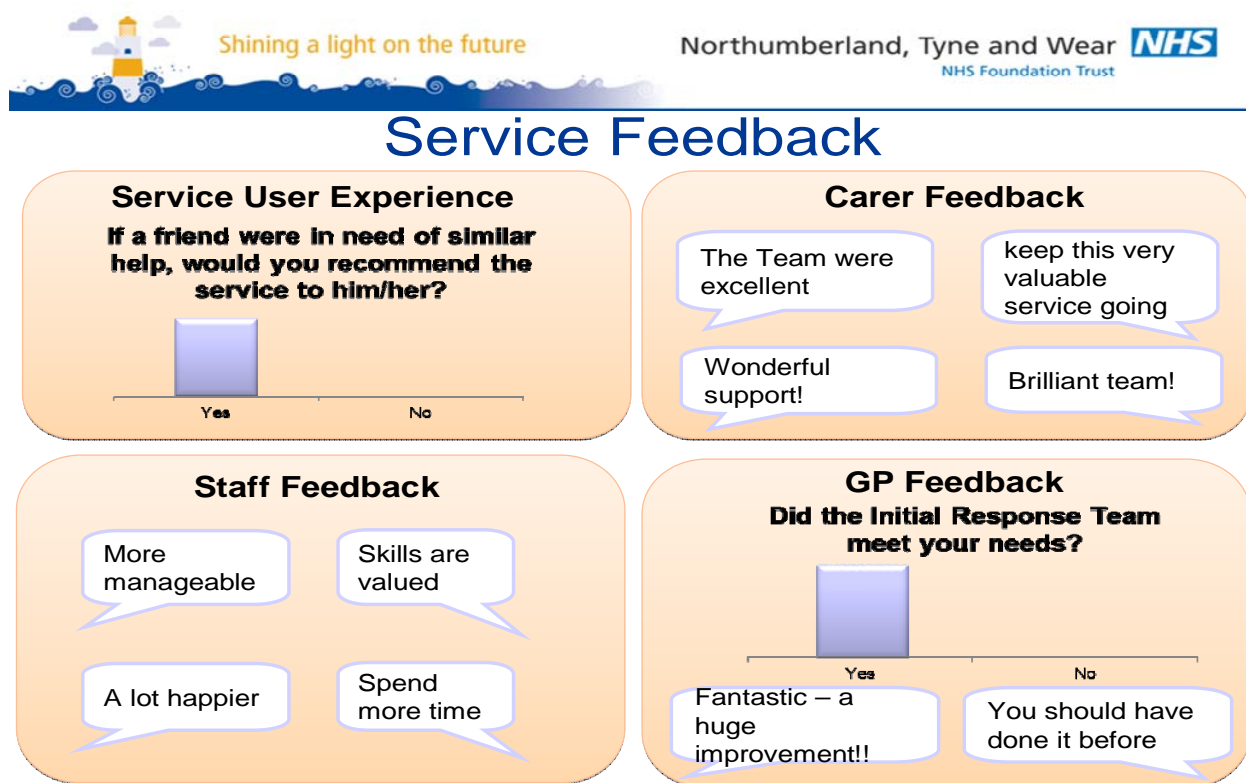
## **7.5 The User Experience and Engagement**

- 7.5.1 The views of individuals, their carers and close family networks are important in assessing the mental health services in the city. It helps to inform the Joint Strategic Needs Assessment which aims to provide an insight into the needs and preferences of people with varying forms of, and degrees of, mental health needs in terms of recovery or maintenance from illness. Engagement mechanisms employed to gather user views include surveys, user forums and 1:1 feedback sessions.
- 7.5.2 It is worth noting that high proportions of people reported that they were treated with dignity and respect across a range of individual services within the city. It was interesting to note that the majority of people already known to services would know where to turn for help in a crisis. Whereas long-standing engagement groups for

people with mental illness highlighted the need for more meaningful information about who to contact in the first instance.

7.5.3 Feedback from NTW service users highlighted that there was a relatively short wait time to access many of the services provided. It was also noted that the average drop out rate on the low level intervention courses was approximately 35%. NTW were proactive in contacting those who had dropped out to ascertain the reasons for this, it was noted that other options or more suitable courses of action were always offered.

7.5.4 NTW reported that in redesigning access to urgent care services the organisation had taken into account views from a number of key stakeholders around a number of issues and experiences. The redeveloped service for access to urgent care had received extremely positive feedback across a range of stakeholders including service users, carers, staff and GP's.



**Figure 3:** Access to Urgent Care Service Feedback  
**Source:** Northumberland, Tyne and Wear NHS Foundation Trust

7.5.6 In speaking with Headlight service users emphasised that there was a dependence on GPs signposting clients to services and it sometimes felt like a lottery in relation to the outcome. It was identified as important to look at how all GPs can be made aware of the variety of resources available across Sunderland, as they are often the first point of contact for the majority of people with mental health issues.

7.5.7 In discussing the experience encountered by young people with GP's research conducted in Brighton and Hove indicates that young people valued a GP who was friendly, approachable, caring, interested and above all listened. Interestingly the research also reported that young people valued a GP who offered a step by step process, alternative solutions and options, and a holistic approach to emotional and mental health. This is weighed against some of the negative views expressed

through the study that young people saw GPs as patronising and judgmental, with practice nurses frequently identified as being more caring<sup>6</sup>.

## **7.6 The Provider Awareness of the Mental Health Pathway**

- 7.6.1 The Health, Housing and Adult Services Directorate recognises the importance of maintaining relationships with providers and managing the market not just in a commercial sense but with the sharing of information about current provision and the council's ways of working.
- 7.6.2 The Strategic Commissioning Team, in partnership with operational colleagues meet with providers, those with contractual arrangements with the local authority, via formal contract management meetings. The agenda for such meetings extends wider than the discussion about service delivery against the contract and includes information about changes within the Council and the roles and responsibilities of the different teams within the Directorate. This forum also provides the opportunity for providers to raise issues, seek clarification about process or discuss ways of working within the Council. Members also understood that providers were aware that any queries could be directed to the Commissioning Team who would provide support to solve any query or issue.
- 7.6.3 Other forums in place for sharing information with providers include 1:1 meetings arranged with the Strategic Commissioning Team and provider forums. Providers are also often invited to the fieldwork and assessment team meetings to give presentations on the services and support they provide and to gain a better understanding of the customer journey once they reach the fieldwork and assessment teams.
- 7.6.4 The Directorate also has an important relationship with key partners such as NTW and the PCT to ensure that messages about the mental health pathway are communicated effectively to all providers offering services within the city.

## **7.7 Spending Reductions**

- 7.7.1 Evidence exists that cuts have been made to support for people with mental health problems across both the statutory and voluntary sectors. However, there is little evidence to suggest that mental health services are being reduced disproportionately, nor that they are being protected. The overall picture across the country appears to be inconsistent with severe reductions in some areas and additional investment being made in others<sup>7</sup>.
- 7.7.2 IAPT services do continue to receive extra funds from government as a result of which total psychological therapy investment is still rising. It is worth noting that people with mental health issues often use a number of different support services and it is the cumulative effect of reductions over a range and variety of services that could result in the biggest impacts. There is already anxiety from a number of voluntary organisations are the reduced availability of services to offer basic community support resulting in mental health service users needing to access more intense therapy.

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<sup>6</sup> Right Here Brighton and Hove. Young people's views and experiences of GP services in relation to emotional and mental health. 2011

<sup>7</sup> Centre for Mental Health, Mental Health Foundation, Mind and Rethink Mental Illness. The Mental Health Strategy, system reforms and spending pressures: what we know so far? 2012



- 7.7.3 Research gathered during this review indicates that cut backs are impacting on the voluntary and the statutory sector. Changes in the funding climate are proving difficult for the voluntary sector and the work they can deliver, resulting in some organisations in the community folding. In discussions with voluntary organisations it was further highlighted that the negative economic environment was impacting on all services, which creates a knock on effect on other organisations like the police who are identifying that they are working increasingly with individuals who have mental health issues. The impact on all services was noticeable, however the impact on the very core of communities, it was felt, could result in mental health service users not having their needs met as proactively, resulting in a decline in their mental well being and a potential increase in demand for Crisis Intervention.
- 7.7.4 A number of organisations have conducted individual surveys that illustrate the potential impact of spending pressures on services including:
- The Royal College of Nursing's Frontline First campaign has estimated the loss of 40,000 nursing posts (over 10%) across the UK across all specialities over next three years.
  - The National Housing Federation surveyed members about cuts to Supporting People in January 2011. Although investment in Supporting People is being reduced by 12% in real terms respondents to the survey suggested that nearly three quarters of local authorities were planning cuts greater than 12%. They estimated that over 40% of local authorities were planning cuts greater than 20%. Respondents believed that the clients most at risk from cuts were older people with support needs, people with drug and alcohol and mental health problems and offenders.
  - MIND carried out a "Cutswatch" phone survey of 95% of its members in February 2011. There was still a great deal of uncertainty at this time with a reduction overall of at least 4% anticipated.
  - The British Psychological Society has undertaken a survey of managers of NHS psychology services, 56% reported reductions in staff and 47% downgrading of posts<sup>8</sup>.
- 7.7.5 One of the biggest concerns raised by a number of organisations and stakeholders through this review was around the impact of planned reductions in benefits and welfare reform for mental health service users and their families. A number of changes to the benefits system will affect claimants with mental health problems; including changes to incapacity benefits, housing benefit and Disability Living Allowance. This view was supported by Gentoo who are receiving feedback from their own Income Teams that welfare reform and under occupancy rules are beginning to take prominence in tenants. Gentoo have visited all tenants who are potentially under threat from new legislation around occupancy rules to begin to manage this issue.
- 7.7.6 Although when Members of the panel visited the Core and Cluster scheme at Bodmin Square it was reported that all residents paid their rent to Gentoo directly and were responsible for paying their own bills. The welfare reform changes would have an impact on the residents but it was reported that they would still be able to pay their rent and bills. All residents also had access to support in relation to money management matters. A similar situation was reported at Hillcrest where all residents pay a contribution from benefits to their rent and this is assessed on an

individual basis. The welfare reform changes were reported as being of concern and the staff are working with residents around the potential changes.

- 7.7.7 In conversation with NTW representatives the issue of Payment by Results (PBR) as a way of funding MH services was discussed. The Government is developing a system of Payment by results for adult mental health services. Initially the rates of payment or tariffs will be determined locally, although over time these will be determined nationally. Payment by results for children's mental health services will also be introduced, and a national CAMHS dataset is in development for collecting and analysing information that is already recorded at local level. The aim is that payments will progressively reflect the quality of the service as demonstrated through outcomes and other indicators. Payment by results, it is argued, will provide a much stronger incentive to maintain and raise quality of care<sup>8</sup>.
- 7.7.8 It was noted that the NTW Trust was currently conducting work on this issue and it was reported that the recovery in MH terms was very different to traditional recovery rates e.g. breaking an arm is a very physical injury that has a clear end result, the arm is repaired. It was identified that NTW was leading national work in this area, and supported the principles underpinning the care packages and pathways methodology.

## **8 Conclusions**

The Panel made the following overall conclusions:-

- 8.1 The term mental health pathways relates to an array of services, support and advice available from a number of public, private, voluntary and community sector groups. The source, availability and access may be bewildering but one thing is constant and that is at the centre of all these pathways is an individual with mental health needs. This is echoed by work conducted by the Mental Health Strategy and Pathways Group through the 'person centred pathway' which illustrates this very well.
- 8.2. A citywide agenda that allows the local authority and its key partners to improve access to services, advice and guidance in relation to mental health services is clearly important. As is developing and improving multi-directorate triggers within our own systems to ensure that mechanisms exist that allow services to link in to mental health services and support for individuals who may benefit from such access. It is also important that the Council's own website provides a fundamental overview of mental health issues and clear signposting and links to many of the services and support available not only in the council but across the city. Members undertaking this review also identified their frontline councillor role as a potential area for development to enhance their abilities to identify signs in their own communities.
- 8.3 Supported accommodation and the day centre facilities across the city provide a safe and community focused environment for people with mental health issues. These resources work throughout the city to help integrate people with mental health issues back into communities to live independently and reduce some of the stigmas associated with mental illness.
- 8.4 NTW is the biggest provider of mental health services across the city and offers an array of support, advice and resources to help people through all levels and states

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<sup>8</sup> HM Government. No health without mental health. 2011

of mental illness. There are also numerous public, private and voluntary sector organisations providing a range of resources that enhance and compliment NTW services. The information relating to many of these services and interventions is widely promoted across the city through a variety of mediums and the added collaboration between NTW and the Third Sector can only enhance this. However it was also felt that some of this information could be imparted to local councillors, community leaders and key local stakeholders to further augment the ability to signpost people to these services.

- 8.5 The panel acknowledged that the Mental Health Champions programme was a good point of reference. The Health and Wellbeing Strategy for the city, an asset based approach, and Mental Health training for key workers and community representatives would help to enable and get people thinking differently across the city.
- 8.6 Mental health awareness across the city was also highlighted as an important issue in developing awareness to the signs and issues associated with mental illness. Many of the Third Sector organisations struggle to engage with employers in order to introduce mental health awareness sessions in their workplaces. This is perhaps something that the local authority could look to lead upon through the development of awareness raising sessions for council members, employees and local communities.
- 8.7 The Voluntary and Community Sector have a huge knowledge and experience of working within their local communities. Many of these groups are well respected and have fostered excellent relations and reputations which have allowed them to work with groups often considered the most excluded or hardest to reach. Such groups and organisations can provide support to local people and help them to manage their mental health through peer support, user led groups and mentoring services. The Coalition Government's strategy also supports this view by stating that empowered and cohesive communities foster better mental health, and through greater choice, control and increased social action such services have a positive impact on mental wellbeing<sup>9</sup>.
- 8.8 Spending reductions and welfare reform changes are impacting on the voluntary and statutory sectors and there is clear unease among service providers that this will ultimately lead to reductions in support as organisations streamline operations, offer limited services or simply cease operation due to budgetary demands and pressures. Many of the organisations the panel contacted acknowledged the increased demand for counselling and advice services and the rise in depression rates related to financial and welfare reform issues.
- 8.9 The Government, through its own strategy, recognises the importance of mental health and through funding arrangements looks to expand the IAPT services across the country. While there are arguments around the nature and source of this 'new' funding panel Members agreed that the Health, Housing and Adult Services Directorate was well placed to monitor this situation, on behalf of the Scrutiny Committee, and evaluate the extent of additional funding to the IAPT service.
- 8.10 Access to the services and support offered is through a variety of means from the traditional routes of a G.P. or social worker to a variety of care and support packages through to self referral to a voluntary organisation that can provide peer, emotional and practical support as well as social activities for individuals.

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<sup>9</sup> HM Government. No health without mental health. 2011

However it is important that the knowledge around referral pathways is improved and that individuals can clearly understand the ways and means to access support and how this support promotes individual wellbeing. After all, as stated earlier, mental health pathways are all about the individual and their journey to improved mental health.

## **9 Recommendations**

9.1 The Health, Housing and Adult Services Scrutiny Panel has taken evidence from a variety of sources to assist in the formulation of a balanced range of recommendations. The Committee's key recommendations to the Cabinet are as outlined below:-

- a) To develop the frontline councillor role to enable elected members to identify the signs associated with mental illness within their own communities and enhance their understanding of the mental health pathway and services available for people with mental health problems in their own wards.
- b) To develop and implement an awareness-raising strategy to ensure that all stakeholders across the city understand the services available to people with mental health problems, including health practitioners, voluntary and community sector organisations and the Local Strategic Partnership.
- c) To look at raising the awareness of the signs and symptoms of mental illness among local authority employees through mental health awareness sessions, held in partnership with VCS organisations, and promoting the benefits of awareness raising to the wider audience of employers in Sunderland.
- d) To investigate an approach that ensures that all directorates operate in a way that is complementary to the access pathways to mental health services or support for potentially any individual coming into contact with local authority services, including the council website.
- e) That the Health, Housing and Adult Services Directorate looks at how it can actively involve frontline staff and service users in future service design and delivery of mental health services.
- f) That the Health, Housing and Adult Services Directorate, on behalf of the Scrutiny Committee, looks to monitor the appropriate use of the Government's additional funding prescribed for the expansion of the Improved Access to Psychological Therapies programme.

## **10. Acknowledgements**

10.1 The Committee 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 individuals and organisations:-

- (a) Headlight Sunderland;
- (b) Fulwell Day Centre;
- (c) Hillcrest Assessment Centre;
- (d) Bodmin Square;
- (e) Age UK;
- (f) Health, Housing and Adult Services;

- (g) The Salvation Army;
- (h) The Samaritans;
- (i) Gentoo Living;
- (j) Caroline Wild – NTW Foundation Trust;
- (k) Neil Revely – Executive Director Health, Housing and Adult Services;
- (l) Dorothy Gardener – Sunderland MIND;
- (m) Kathy McKenna – Washington MIND;
- (n) Dr Ian Pattinson – Chair of the Clinical Commissioning Group;
- (o) Dr Roger Ford – Secretary of the Local Medical Council.

## 11. Background Papers

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

The Office for National Statistics [Psychiatric Morbidity Report](#), 2001

Department of Health. [National service framework for mental health](#). 1999

Department of Health. [New Horizons: A shared vision for mental health](#). 2009

HM Government. [No health without mental health](#). 2011

Centre for Mental Health, Mental Health Foundation, Mind and Rethink Mental Illness. The [Mental Health Strategy, system reforms and spending pressures: what we know so far?](#) 2012

Right Here Brighton and Hove. [Young people's views and experiences of GP services in relation to emotional and mental health](#). 2011



## No Health Without Mental Health – Government Strategy 2011

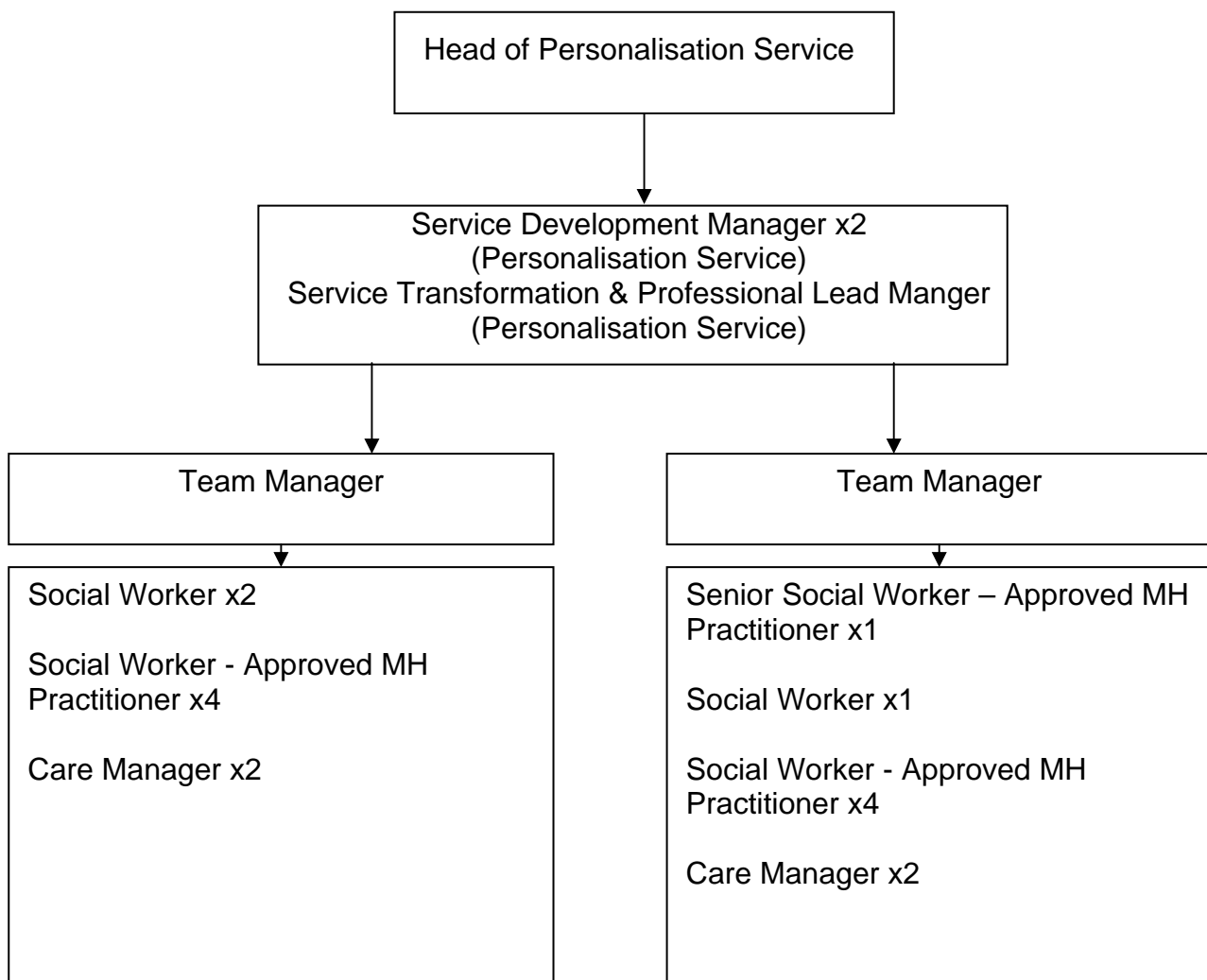
### **The Six Shared Objectives**

1. *More people will have good mental health* - more people of all ages and backgrounds will have better wellbeing and good mental health. Fewer people will develop mental health problems – by starting well, developing well, working well, living well and ageing well.
2. *More people with mental health problems will recover* - more people who develop mental health problems will have a good quality of life – greater ability to manage their own lives, stronger social relationships, a greater sense of purpose, the skills they need for living and working, improved chances in education, better employment rates and a suitable and stable place to live.
3. *More people with mental health problems will have good physical health* - fewer people with mental health problems will die prematurely, and more people with physical ill health will have better mental health.
4. *More people will have a positive experience of care and support* - care and support, wherever it takes place, should offer access to timely, evidence-based interventions and approaches that give people the greatest choice and control over their own lives, in the least restrictive environment, and should ensure that people's human rights are protected.
5. *Fewer people will suffer avoidable harm* - people receiving care and support should have confidence that the services they use are of the highest quality and at least as safe as any other public service.
6. *Fewer people will experience stigma and discrimination* - public understanding of mental health will improve and, as a result, negative attitudes and behaviours to people with mental health problems will decrease.

A companion document to the strategy, No Health Without Mental Health: delivering better mental health outcomes for people of all ages, describes in greater detail how mental health outcomes are intended to relate to the new health infrastructure proposed in recent government white papers and legislation, what 'good' looks like in terms of outcomes, and the underpinning evidence base for interventions. Specific commitments made in the strategy document include:

- making mental health a priority for the proposed new Public Health Service for England, for the proposed local health and wellbeing boards, in joint strategic needs assessments (JSNAs) and for directors of public health;
- a new national measure of wellbeing on which the Office for National Statistics is currently consulting;
- priority for early intervention across all ages;
- improved access to mental health services by 2014 for people in contact with the criminal justice system;
- a review of the models of service and practice for health visiting and school nursing;
- support for people with mental health problems to enter into and return to work;
- publication of a new cross-government suicide prevention strategy later this year.

**Mental Health Field Work and Assessment Teams**





Ref	Recommendation	Action	Owner	Due Date	Progress Commentary
(a)	To develop the frontline councillor role to enable elected members to identify the signs associated with mental illness within their own communities and enhance their understanding of the mental health pathway and services available for people with mental health problems in their own wards.	<p>Arrange members briefing sessions using 'No Health without Mental Health' material, including Mental Health first aid information, to be delivered by MH Team Managers and partner agencies.</p> <p>Link named MH social workers to each ward for locality working, inform members of nominated worker in their area.</p>	Pippa Corner, Head of Personalisation (HHAS)	July 13	
(b)	To develop and implement an awareness-raising strategy to ensure that all stakeholders across the city understand the services available to people with mental health problems, including health practitioners, voluntary and community sector organisations and the Local Strategic Partnership.	<p>Work with the Model of Care Programme Board (this board is changing in line with Sunderland CCG) to develop the strategy.</p> <p>The strategy would sit under the Health and Well-being Board as part of the HWBB strategy for Sunderland</p>	Neil Revelly (Executive Director of HHAS) on behalf of HWBB	October 13	
(c)	To look at raising the awareness of the signs and symptoms of mental illness among local authority employees through mental health awareness sessions, held in partnership with VCS organisations, and promoting the benefits of awareness raising to the wider audience of employers in Sunderland.	Develop as part of the Wellness initiative for employees for the council; materials could then be extended for use in the economic forum	Julie Gray (Head of Community Services) working with Economic Forum	March 14	.

<b>(d)</b>	To investigate an approach that ensures that all directorates operate in a way that is complementary to the access pathways to mental health services or support for potentially any individual coming into contact with local authority services, including the council website.	<p>Ensure the council operating model for accessing the Council through the CSN has information relating to pathways for mental health services or support.</p> <p>Good information and advice should be part of that as standard</p> <p>Work with NTW to ensure the Council access routes are complementary to the recently developed Initial Response Team</p>	Pippa Corner (Head of Personalisation)	September 2013	
<b>(e)</b>	That the Health, Housing and Adult Services Directorate looks at how it can actively involve frontline staff and service users in future service design and delivery of mental health services.	We have recently developed a plan with partners to develop a MH strategy for Sunderland. Engaging staff and service users and carers in that work will be central to it.	Pippa Corner (Head of Personalisation) Working with CCG and other partners	March 14	
<b>(f)</b>	That the Health, Housing and Adult Services Directorate monitor the appropriate use of the Government's additional funding prescribed for the expansion of the Improved Access to Psychological Therapies programme through the Council/CCG Joint Commissioning Group	The Joint Commissioning Group will include the recommendation within its work programme and monitor the use of funding reporting to the Scrutiny Committee as required	Graham King (Head of Strategic Commissioning) on behalf of JCG	September 2013	

**PUBLIC HEALTH, WELLNESS & CULTURE SCRUTINY PANEL**

**The Role of the Local Authority in Health Issues**

**FINAL REPORT**

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## **Foreword**

This report has identified specific opportunities afforded by the transformational changes to public health and the wider health landscape, relating to the role of individuals and communities, innovation, developing effective approaches, accountability, and partnership working.

All of the witnesses we talked to were encouraged that responsibility for public health has been transferred. The transfer of public health into the local authority offers opportunities to achieve positive changes. It has the potential to build on the understanding that local authorities have about their neighbourhoods which can be harnessed to support positive changes in both physical and mental well being.

We are encouraged by the degree of commitment shown in tackling health inequalities, particularly through the GP consortia working closely with the local authority to join up commissioning for health improvement and the health and well-being board will play an important role in making this happen.

All public sector staff can contribute to health improvement through their own jobs with every individual being clear about how they can take responsibility for their own health.

In these key transition months and years, we need to ensure that all parts of the Public Health function are placed appropriately to continue to secure the public's health, safety and wellbeing over the next three to five years and into the future.

Councillor George Howe  
Lead Scrutiny Member, Public Health, Wellness and Culture

## 1. The introduction of a public health role for councils

- 1.1 From 1 April 2013 local authorities will assume responsibilities for public health. Health and wellbeing boards will be established as statutory committees responsible for encouraging integrated working and joint strategies on health and wellbeing. The decision to move responsibility for public health to the local authority and specifically to a local level is a welcome one.
- 1.2 Local authorities were the originators of many of the public health interventions and were responsible for the roots of public health improvement. Post-1974, medical officers of health moved out of local government and into the NHS. In many respects public health has become synonymous with ill health, and local authorities will need to try to address the causes of ill health through prevention. Local authorities are best placed to do that through their community leadership role.
- 1.3 The Department of Health Public Health Outcomes Framework emphasises the importance of the broader determinants of health and sets out the indicators under four categories, one of which is specifically dedicated to the wider determinants of health. Since levels of health inequalities relate closely to levels of inequalities in the social determinants of health (SDH), major improvements in public health will not occur without action to reduce inequalities in the social determinants of health.
- 1.4 The Marmot Review<sup>1</sup> proposed intervening in six areas which cover all the wider determinants: early years, skills and education, employment and work, minimum income for healthy living, the physical and social environment, and ill-health prevention, while ensuring that policies and intervention are underpinned by the principles of equality and health equity.

## 2. **Aim of the Review**

- 2.1 The review looked at the development of a local public health system that is designed to have the greatest potential for improving health, not just within the council but with all local partners. The focus was on transformation, looking at how the council and public health are going beyond the practical steps of transition to develop a local vision for public health.

## 3. **Terms of Reference**

- 3.1 The Panel agreed the following terms of reference:
  - To explore how the new arrangements can have a greater impact on key health outcomes such as smoking, alcohol and obesity;
  - To identify how commissioners can make best use of their available resources to improve local health and wellbeing outcomes in the short, medium and long-term.

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<sup>1</sup> Fair Society, Healthy Lives' Professor Michael Marmot's February 2010

- To assess the opportunities to align strategies and commissioning with other parts of the local system impacting upon the broad public health programme.

#### 4. **Membership of the Scrutiny Panel**

##### 4.1 Members of the Panel:

Lead Scrutiny Member, Cllr George Howe  
Cllrs Dianne Snowdon, Debra Waller, Louise Farthing, Fiona Miller, Julia Jackson, Rebecca Atkinson and Paul Maddison (from December 2012)

#### 5. **Methods of Investigation**

- 5.1 The Scrutiny Panel has considered information contained in national legislation, guidance and research, taken evidence from those involved in the transition of public health, and considered good practice examples.

#### 6. **Setting the Scene**

*“Local leadership for public health will be at the heart of the new public health system. Local authorities should embed these new public health functions into all their activities, tailoring local solutions to local problems, and using all the levers at their disposal to improve health and reduce inequalities. They will create a 21st century local public health system, based on localism, democratic accountability and evidence”<sup>2</sup>*

- 6.1 The Government has undertaken wide-ranging reforms through the *Health and Social Care Act* (March 2012). Local leadership will be at the heart of the new public health system, with local authorities taking on significant new public health functions from 1st April 2013 for health improvement and health protection, backed by a ring-fenced budget.
- 6.2 Although required to provide a small number of mandatory services, such as NHS health checks and the National Child Measurement Programme, local authorities will be free to determine their own priorities and services, tailoring local solutions to local problems and using all levers at their disposal to improve health and reduce inequalities.
- 6.3 There are some critically important health issues for Sunderland. Life expectancy generally is lower than the England average and also differs significantly between wards within the city. Life expectancy in Sunderland is 10.9 years lower for men and 7 years lower for women in the most deprived areas of the city than in the least deprived areas.
- 6.4 Levels of teenage pregnancy, alcohol specific hospital stays among those under 18, smoking in pregnancy, levels of ‘healthy eating’, smoking and obesity are all worse in the city than the England average.
- 6.5 Priority actions for Sunderland include early cancer awareness, diagnosis and intervention around best start in life and early intervention.

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<sup>2</sup> The new public health role of local authorities, Department of Health, October 2012

- 6.6 Significant progress has been made on a number of issues:
- in recent years, life expectancy has been rising faster in the North East than in any region except London;
  - cardiovascular disease has been falling more quickly than the national average; and
  - smoking prevalence has fallen dramatically since 2005.
- 6.7 Yet health inequalities still exist. To give just a few examples:
- 37% of the population of Sunderland live in areas that are among the 20% most disadvantaged across England;
  - Among males, all cancers account for a much larger proportion of the life expectancy gap when compared to the average local authority.
- 6.8 The local authority will need to bring together partners and coordinate action across the field of public health. Integration is a key driver for the current changes and its realisation will arguably be the biggest challenge over the coming decade. These fundamental changes provide an excellent opportunity to rethink the approach to the key domains of public health and to develop a strategic focus on improving access to health and improving health outcomes.

## 7. Findings of the Panel

### The adequacy of preparations for the new arrangements

- 7.1 The Sunderland health and well-being early implementer board has been meeting regularly prior to the health and well-being board being established. This became the shadow health and wellbeing board in April 2012 and aims to ensure engagement, joint working and decision making with all relevant health partners during the transition process which also includes the transition of public health as well as the formulation of formal clinical commissioning group (CCG) and the development of national bodies such as Public Health England the Clinical Commissioning Board.
- 7.2 At the time of our review, the new arrangements were at the transition and transformation stage. Planning, discussion and consultation were taking place. The joint strategic needs assessment (JSNA) is beginning to drive the agenda for understanding the health and wellbeing needs of the city and the emergence of a clear understanding about roles and responsibilities is expected, but we are not there yet. Once established, there will be a need to provide the tools and information for councillors in their new role as public health champions.
- 7.3 The Panel considered how the council in its community leadership role can make best use of its network of community coalitions to achieve a broad-based public health approach so that public health becomes everyone's business.
- 7.4 First of all, the way that the local authority defines public health will be vital in determining how it interprets, and acts upon its new responsibilities. Public Health is defined as promoting and protecting health and well-being, preventing ill-health and prolonging life through the organised efforts of society.

- 7.5 The leadership role of councillors at local and strategic level, as members of the health and wellbeing board, members of scrutiny, and leaders in their local area to engage with and develop communities to address their needs for health and wellbeing can create a local model that looks more broadly at the 'health of the public'.
- 7.6 The Panel would certainly want to see health as an issue of civic pride for the council with increased life expectancy to be achieved for the residents in those wards with less good outcomes. It should be regarded by everyone as unacceptable if the life expectancy of certain residents is not as good as it is in other parts of the city.
- 7.7 For this to be achieved the Panel recommends that all councillors need to be fully engaged in the new public health agenda (and understand the determinants of good health and wellbeing as well as understanding the gaps and inequalities between Sunderland and the rest of England as well as at a locality level) by being given both the skills and understanding of how to facilitate effective interventions in a public health framework so that it can be seen as a core part of the councils work.

#### Accountability and measuring impact

- 7.8 The Panel was informed that the emphasis should be on outcomes rather than processes. The shadow health and wellbeing board has been getting its systems in place, working out the links between the JSNA and the emerging health and wellbeing strategy. The Panel considered the next steps are for the board to consider how it will achieve community engagement and how it will apply an appropriate and realistic approach to accountability.
- 7.9 If the reforms are genuinely about shaping services around the needs of individuals and communities, then service users and the public must have real influence when big decisions are made.
- 7.10 A clear connection between health and wellbeing boards and the public involvement agenda is the membership of local authority elected members on the board.
- 7.11 Local Healthwatch will have seat on the board, but that's not enough; public engagement needs to be embedded in the way the board operates. The board will be making some contentious decisions. If the public are to accept these decisions, they need to feel that decision makers have listened to their views.
- 7.12 One crucial opportunity for health and wellbeing boards is to support the development of local Healthwatch. Healthwatch will have a formal role of involving the public in major decision making around health and social care. Some clarity is required between the role of local Healthwatch in representing the views of the public, and the role of local authority members as elected representatives of that same public on the board and the role of scrutiny members in their community consultation.
- 7.13 Like the boards themselves, CCGs will draw part of their legitimacy from the way they involve the public. As they develop their role they will be developing their own means of engaging the public in their planning and decision-making.



- 7.14 One tension may be about cultural differences; the NHS members of the board may not be used to working in a political environment, and board members will need to spend time to share and understand each others' viewpoint.
- 7.15 The health and wellbeing board will need to determine their own evaluation mechanisms to assess their performance. This may include tangible measures, for example monitoring success against the NHS outcomes frameworks. Some may be less tangible, such as evaluating whether partnership arrangements are working well.
- 7.16 The health and wellbeing board and overview and scrutiny both have core roles to play in monitoring local performance; however, it is not yet clear what will happen if the local authority fails to prioritise public health or take appropriate actions.
- 7.17 The Panel recommends the development of robust local accountability structures for all relevant aspects of health and wellbeing decision-making and delivery.
- 7.18 Furthermore, the Panel believes that there would be value in including, within an outcome framework, measures that are linked to the health and wellbeing of the public sector workforce. Such measures would include staff access to occupational health services, as these are now shown to have an impact on the quality of services and care delivered for patients.
- 7.19 The Panel was informed that historically strategies have not engaged systematically with an asset based approach to health improvement, but the joint health and well-being strategy has set out to gain an understanding of what assets we have, what level of successes and good outcomes already exist and for whom. For example, 75% of pregnant women don't smoke and the approach would be to consider what motivation drives the majority rather than emphasising the 25% of pregnant women who do smoke. The strategy was developed after a series of consultation events to gain a better understanding of our assets.
- 7.20 The Panel supported this asset-based approach, but commented that this does not automatically tackle inequalities. Whilst acknowledging the evidence showing that beginning with a focus on what communities have (their assets) as opposed to what they don't have (their needs) a community's efficacy in addressing its own needs increases. The Panel has serious concerns about the destabilising of our assets for example welfare reforms may be counterproductive for the health and wellbeing of some vulnerable sectors of the population.
- 7.21 The Panel recommends that the strategic approach should tie in fundamentally with community resilience at a time when our 'assets' are under serious threat of being destabilised by external factors such as the reform of welfare support. An asset based approach should pro-actively consider how inequalities can be addressed, with due regard given to equalities in all decision making.

### Resilience Arrangements at the Local Level

- 7.22 While there are real opportunities for improving health, local services do not operate in a vacuum and external factors can have the largest influence upon people's wellbeing.
- 7.23 The Panel agrees with Professor Sir Michael Marmot's analysis that the crucial determinants of health are: "... the circumstances in which people are born, grow up, live, work and age, and the systems put in place to deal with illness. These circumstances are in turn shaped by a wider set of forces: economics, social policies, and politics."
- 7.24 Poverty and low living standards are powerful causes of poor health and health inequalities. The impact of the financial climate could have significant implications for the health status of the least well off in the city.
- 7.25 The Panel felt that they would wish to see the targeting of appropriate areas or communities to work in and allowing enough time for communities to build their confidence and their networks locally.
- 7.26 The Panel heard that joining up an asset-based approach and locality working would support the integration of public health as 'everyone's business'.
- 7.27 Applying 'localism' to the public health agenda means that each area will determine their priorities for health improvement based on their particular assets, needs and circumstances. There is a risk that this could be perceived as a 'post code lottery' when, in fact, it should be the expression of significant local differences.
- 7.28 Sunderland's Clinical Commissioning Group will be organised around the council's five locality areas. Each of the council's five area committees has a public health-related priority within its annual work programme. The council's recently established Place and People Boards have the potential to use this priority planning to encourage innovation and creativity at local level. This local influence should help to determine what a healthy community looks like with improved access to health improvement services and a particular focus on priority neighbourhoods.
- 7.29 The Panel learned of innovative examples of interventions that have impacted positively on people's health locally.
- Sunderland Health Champions are people who are in regular contact with members of the community and can potentially influence health choices. They are also trained, for example, in undertaking brief intervention in relation to smoking and alcohol so that they can signpost people on to the appropriate services. A further development could be targeting areas of greatest priority e.g. men's health and older and younger people. The potential reach of workplace initiatives also presents huge opportunities to access to priority groups including young men. The pool of Health Champions could be grown by inviting potential willing volunteers such as those people participating in Community Spirit (1000 members) and Gentoo Residents Involvement Network (700 members) to also become Health Champions. The Customer Service Network (100) are also to be trained as Health Champions.

- Sunderland’s overarching approach to ‘Strengthening Families’ seeks to ensure that families in Sunderland can easily access the right support, at the right time and in the right way to enable them to meet their needs and make the best use of all resources available. This will include identifying and building on families’ strengths, helping them to recognise and fulfil their potential and make a positive contribution to their community.
- 7.30 A critical consideration is how information is communicated. An online guide has been launched for the South of Tyne and Wear which is designed to give advice and information about how to keep “mind and body healthy and where to find help if you have a problem” equity of access is important and whilst web based information has a role to play, this will not hit the hard to reach cohorts of the population who may not have internet access. Health information must be delivered through a range of mediums, including letter, email, texts, social networking, posters etc. Panel members made the point that community pharmacies can also play a role in the provision of public health information.
- 7.31 The Panel heard that work on community resilience aims to build self-resilience within communities. The previous model leads to dependency on health services, whereas resilience builds self-help. Panel members felt strongly that this needs to be made as easy as possible for people. For example, personalised budgets are a form of self-help but service users need support to be guided through making the most of the potential available to them.
- 7.32 The Panel would like to see more evidence of a ‘theory of change’ that explains how the inputs will produce the outputs at local level, that is, more evidence of tangible, practical delivery and targeting appropriate areas or communities to work in. The Panel strongly recommends increasing the local asset base by growing the number of Health Champions and maximising the use of community assets and settings to deliver health and well-being services.

The coordinating role of the health and wellbeing board

- 7.33 The Department of Health’s public health strategy emphasises that the shift to local authorities should increase accountability, with the role of elected members being crucial. This should incorporate existing governance structures, including the work of overview and scrutiny and also embrace new roles and relationships, particularly through the coordinating role of the health and wellbeing board. For example, joint working between GPs and local councils has often been patchy. There are some real opportunities with GPs and local councillors as they come to the health and wellbeing board.
- 7.34 There are some questions of clarity about the relationship between the health and wellbeing board and the rest of the governance structures within the council. It is hoped that the health and wellbeing board will be in a position to achieve positive health behaviours by facilitating the best possible integration of health interventions; however, the Panel recommends that a protocol for working together be developed between key stakeholders including the Health and Wellbeing Board, Adult Partnership Board, Children’s Trust,

Clinical Commissioning Group, HealthWatch, NHS Partners, National Commissioning Board and the Scrutiny Committee. The protocol could include information sharing, communication, engagement reporting mechanisms and organisational liaison.

- 7.35 Overview and scrutiny has been heavily involved in establishing evidence-based reviews around inequalities in health balancing use of good data and professional evidence with views of individuals and communities to provide opportunities for 'co-producing' solutions. Recent scrutiny reviews have used appreciative inquiry to target issues such as alcohol and drugs, unemployment, housing, sexual health, and mental health.

*“What is clear is that the work of scrutiny has demonstrated that it can bring an added dimension when trying to understand the complexities of health inequalities – something that can enhance what professionals are already trying to do.”*

Peeling the onion: Learning, tips and tools from the Health Inequalities CFPS 2012

- 7.36 Using scrutiny in this way brings new challenges to existing mechanisms and allows lay people to put forward a different perspective.
- 7.37 The Panel felt that there is still a risk that public health will not necessarily be viewed within the whole of the strategic content. One of the challenges for the board will be looking at existing council plans, setting out the council's ambition, and asking whether they see their leadership role for health as testing the health focus of each council plan.

#### Promoting better public health through wider roles and responsibilities

- 7.38 The Panel received evidence that health is determined by numerous factors, many of which are beyond the scope and influence of individual service provision. It was clear that a public health focus should be built into all relevant organisational strategies, approaches and budgetary discussions. This can be best achieved from having a fully integrated partnership approach across all three domains of public health.
- 7.39 Health is a priority of the Sunderland Strategy 2008-2025. All policies which flow from the overarching strategy should form part of an integrated policy tackling the wider determinants of health such as alcohol, smoking and obesity.
- 7.40 For example, the Children and Young People's Plan which offers a variety of extended services, the Core Strategy promotes healthy environments and lifestyles. The wide variety, quality and quantity of green infrastructure in Sunderland contributes significantly towards the creation of safer, healthier and more sustainable neighbourhoods, and in turn will protect and improve resident's health and welfare. Local authority regulatory services such as trading standards; food safety; and licensing and gambling also impact on health. Other links between the council, community and health concerns include the health gains from addressing fuel poverty and promoting energy efficiency.

- 7.41 Consideration of the planning and regulatory framework to provide an holistic approach to tackling concerns over community health can be applied by consideration of a particular priority such as obesity.
- 7.42 Obesity is a significant social and health issue which has reached increasing levels of concern. Currently one in four adults, and over one in ten children aged 2-10 in England are obese. Of especial concern is the increasing incidence childhood obesity. Government guidance<sup>3</sup> aimed at promoting healthier communities, encourages planning authorities to control the over proliferation of fast food outlets within their area. For example, some Councils seek to restrict the number of new hot food takeaways within 5 minute walk of primary and secondary schools.

*Case Study – Halton Borough Council*

*Hot Food Takeaway – Supplementary Planning Document*

*The SPD assists in the contribution that planning can make to the health of residents by addressing the over-abundance of hot food takeaways. It is used as a guide for applicants seeking planning permission for Hot Food Takeaways in close proximity to Schools, Playing Fields and Outdoor play-spaces*

- 7.43 This is an example of the type of opportunity to start to address some of the preventative care issues from a whole-place perspective. The structures and relationships developed now will help to address inequalities in health over a much longer period of time. The Panel strongly recommends that public health and regulatory staff working together to explore what the regulations will allow in terms of health benefits within the regulatory framework.
- 7.44 The Panel understands the huge scale of the public health reforms. It is known that concentrations of deprivation magnify problems associated with poverty and increase the likelihood of household members falling victim to crime, having lower educational attainment, suffering higher levels of mental and physical ill-health, suffering shortened life and so on. Strategies which seek to address such decline and provide sustainable communities can therefore positively affect relative health levels.
- 7.45 The Panel heard that consideration of public health at the earliest stages of planning and design can ultimately lead to a healthier population.
- 7.46 The World Health Organisation (WHO) Healthy Cities programme promotes policy and planning with an emphasis on health inequalities and urban poverty. It strives to include health considerations in economic, regeneration and urban development efforts. The WHO vision for an age-friendly city is one that enables older people to remain active within their communities. Streets should be welcoming places that are accessible for everyone. That means well maintained pavements to avoid trip hazards, cleanliness, seating, provision of public toilets, and local access to a range of local services. The four cornerstones are: Place, (including environment, housing and transport); People, (including the social attitudes of the community); Resource, (including shops, leisure, faith); and Networks (how people work together to support older people both nationally and locally).

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<sup>3</sup> HM Government, Healthy Weight Healthy Lives (2008); Healthy Lives Healthy People: Our strategy for Public Health in England (November 2010)

- 7.47 The overarching theme for the current phase is health equity in all local policies. Health in all policies is based on a recognition that population health is largely determined by policies and actions beyond the health sector. Health in all policies addresses the influence of transport, housing and urban development, the environment, education, agriculture, fiscal policies, tax policies and economic policies.
- 7.48 While planning policy can support a healthy population by providing a supply of good quality homes, preventing and reducing pollution, a high quality pedestrian and cycle friendly environment and the support of active recreation, it is considered that some development, particularly large schemes, may have negative impacts on health.
- 7.49 The Panel heard evidence that Health Impact Assessment (HIA) is increasingly seen as a useful tool with which health impacts of policies, programmes and interventions, and their distribution across the population can be assessed in order to enhance the positive and reduce negative health impacts.
- 7.50 HIA's have arisen out of the need, on the one hand, for planning to act as a more strategic, proactive force for economic, social and environmental well-being, and on the other for health planning to recognise that a wide range of factors in addition to simply the provision of health services are important for determining public health. Currently, there is no statutory requirement to undertake an HIA, unlike the equalities assessment.
- 7.51 The Panel was informed that Teaching Primary Care Trust staff have received training to implement assessments. Discussions have taken place with planners to raise the profile of HIA and for consideration to be given for the use of HIA in future planning applications. The new arrangements provide significant opportunities to develop a policy on systematic health impact assessment of major council decisions and to embed equality and health equity in all council policies. The Panel strongly recommends the exploration of bringing together both impact assessments, thereby integrating health impact assessments and equality analysis.

## 8. Conclusions

- 8.1 The transfer of public health from the NHS to local government has been welcomed. It is local government services, such as housing and environmental health, that have the most significant impact on public health outcomes.
- 8.2 However, local government is receiving responsibility for public health at a challenging time. On the one hand, local government faces a significant increase in demand. Cases of diabetes, dementia and heart disease are set to increase rapidly. On the other hand, councils face a significant reduction in resource and this is compounded by the government's proposals for allocating the public health budget that could see deprived areas receiving less than the previous investment.
- 8.3 Public health presents a compelling challenge for local government. Issues such as alcohol, tobacco and obesity, often underpinned by poor mental health, exert an enormous toll in both financial and human terms. The evidence presented in this report suggests that meeting these challenges will

require local authorities to pioneer a bottom up approach to public health improvement that is characterised by early intervention, self-management and co-production.

- 8.4 The Panel hopes that this report will contribute towards the debate about what effective local government leadership of public health looks like.
- 8.5 To realise the full potential of the transfer of public health, and meet the current resource challenge, local government will need to:
- Integrate public health across all service areas
  - Help communities to provide services for themselves
  - Invest in prevention.
- 8.6 This report examines these aims and provides recommendations to advance them. The recommendations are listed below.

## **9. Recommendations**

- 9.1 The Committees key recommendations to the Cabinet are as outlined below:
- (a) All councillors to be fully engaged in the emerging public health agenda by being given both the skills and understanding of how to facilitate effective interventions in a public health framework.
  - (b) Robust local accountability structures should be developed for all relevant aspects of health and wellbeing decision-making and delivery.
  - (c) The joint health strategy should demonstrate a tie in with community resilience at a time when our 'assets' are under serious threat of being destabilised by external factors.
  - (d) The local asset base should be increased by growing the number of Health Champions and maximising the use of community assets and settings to deliver health and well-being services.
  - (e) A protocol for working together should be developed between key stakeholders.
  - (f) Public health and regulatory staff should work together to explore what the regulations will allow in terms of health benefits.
  - (g) Explore the integration of health impact assessments and equality analysis.

## **10. Acknowledgements**

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

- (a) Sarah Reed, Assistant Chief Executive
- (b) Gillian Gibson, Public Health Consultant
- (c) Vince Taylor, Head of Strategy & Performance

- (d) Karen Graham, Associate Policy Lead for Health
- (e) Jane Hibberd, Head of Strategy and Policy for People & Neighbourhoods

11. **Background Papers**

- (a) Healthy lives, healthy people : our strategy for public health in England - DH 2010  
[http://www.dh.gov.uk/prod\\_consum\\_dh/groups/dh\\_digitalassets/documents/digitalasset/dh\\_127424.pdf](http://www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/documents/digitalasset/dh_127424.pdf)
- (b) Health and Social Care Act 2012  
<http://www.legislation.gov.uk/ukpga/2012/7/contents/enacted>
- (c) Healthy lives, healthy people : improving outcomes and supporting transparency: A public health outcomes framework for England, 2013-2016  
[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_132358](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_132358)
- (d) Fair Society, Healthy Lives - Professor Michael Marmot February 2010  
<http://www.instituteofhealthequity.org/>

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**Public Health, Wellness & Culture Scrutiny Panel**  
**The Role of the Local Authority in Health Issues : Policy Review recommendations 2012/13**

**Appendix 2(b)**

<b>Ref</b>	<b>Recommendation</b>	<b>Action</b>	<b>Owner</b>	<b>Due Date</b>	<b>Progress Commentary</b>
a)	All councillors to be fully engaged in the emerging public health agenda by being given both the skills and understanding of how to facilitate effective interventions in a public health framework.	People Boards to consider public health responsibilities, ensuring health inequalities and how these will be addressed at a local level.  Consultation events held on development of Health Strategy priorities / Workshop held : improving life chances	Allison Patterson/ Nonnie Crawford  Karen Graham	Feb 2014  Complete	
b)	Robust local accountability structures should be developed for all relevant aspects of health and wellbeing decision-making and delivery.	Amendments made to the Council Constitution to detail procedure rules for HWBB (March 2013) Ongoing dialogue re joint commissioning with CCG	Karen Graham / Rhiannon Hood	June 2013	
c)	The joint health strategy should demonstrate a tie in with community resilience at a time when our 'assets' are under serious threat of being destabilised by external factors.	The design principles of the Strategy have been closely aligned to the community resilience plan and will guide the support and development of assets to improve resilience in communities and individuals	Vince Taylor	Complete	
d)	The local asset base should be increased by growing the number of Health Champions and maximising the use of community assets and settings to deliver health and well-being services.	Develop and implement plan for expanding Health Champions in under-represented areas and in neighbourhoods of greatest need.  Develop new service specifications for health and wellbeing services that maximise the use of community assets and settings	Gillian Gibson  Graham King/Gillian Gibson	Feb 2014  Dec 2013	
e)	A protocol for working together should be developed between key stakeholders.	Public Health, Wellness & Culture Panel to develop	Karen Brown	June 2013	
f)	Public health and regulatory staff should work together to explore what the regulations will allow in terms of health benefits.	One public health transformation workshop has been held to examine joining up regulation and public health	Gillian Gibson/Tom Terrett	Feb 2014	
g)	Explore the integration of health impact assessments and equality analysis.	The Healthy Cities Phase 5 programme focuses on integrating health impact assessments	Gillian Gibson/Jane Hibberd	Feb 2014	



**Skills, Economy and Regeneration Scrutiny Panel**

**Spotlight Policy Review 2012 – 2013**

**Work Programme**

**Final Report**

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## **1 FOREWORD FROM THE SCRUTINY LEAD MEMBER FOR SKILLS, REGENERATION AND ECONOMY**

It gives me great pleasure to be able to introduce the Skills, Regeneration and Economy Scrutiny Panel's spotlight policy review into the operation of the Work Programme in Sunderland.

At the start of the year, when the Scrutiny Committee was considering the range of issues it wished to examine, the Panel was asked to undertake a spotlight review into the operation of the Work Programme in Sunderland.

The Panel's review has therefore examined the impact of the Government's Work Programme and the introduction of national contracts on the people of Sunderland. It has also considered the performance of the Work Programme on clients and the performance measures being developed

The Panel's report includes a number of recommendations which we hope will be of assistance to those involved in delivering the Work Programme in the city.

Perhaps the most important is that the Council and Work Programme providers must continue to develop formal and informal channels of communication in order to inform and influence the delivery of the Work Programme for the benefit of Sunderland residents. We also consider that the Department of Works and Pensions should be encouraged to produce regular and tailored performance data for the Council and its partner organisations.

We feel that Work Programme providers should be encouraged to develop their role and involvement in local economic policy at a strategic level – for example through involvement in the North Eastern LEP, the development of Sunderland Economic Masterplan and the Local Strategic Partnership. We would also like to see Work Programme providers continue to develop their links with local businesses and look to work more closely with SMEs in the city.

In conclusion, I would like to thank my colleagues on the Skills, Economy and Regeneration Scrutiny Panel and all of the officers and staff involved for their hard work during the course of the review and thank them for their valuable contribution.

Councillor Tom Martin, Lead Member for Skills, Economy and Regeneration

## **2 INTRODUCTION**

- 2.1 On 7 June 2012, the Scrutiny Committee requested that the Skills, Economy and Regeneration Scrutiny Panel undertake a policy review into the operation of the Work Programme in Sunderland. This issue was highlighted as a policy review topic during the Council's Annual Scrutiny Conference 2012.

## **3 AIM OF THE REVIEW**

- 3.1 The aim of the review was to examine the impact of the Government's Work Programme and the introduction of national contracts on the people of Sunderland.

## **4 TERMS OF REFERENCE**

- 4.1 The Panel agreed the following terms of reference for the review:-
- a) to consider the background to the introduction of the Work Programme and how it is being implemented in Sunderland;
  - b) to assess the scope of the service in Sunderland in comparison with previous arrangements;
  - c) to consider the performance of the Work Programme on clients and the performance measures being developed;
  - d) to consider whether there exists any gaps in the services delivered to clients.

## **5 MEMBERSHIP OF THE PANEL**

- 5.1 The membership of the Skills, Economy and Regeneration Scrutiny Panel consisted of Councillors Thomas Martin; Len Lauchlan; Christine Marshall; Bob Price; David Snowdon; Denny Wilson and Thomas Wright.

## **6 METHODS OF INVESTIGATION**

- 6.1 The following methods of investigation were used for the review:
- (a) Background information from officers on the policy context and the introduction of the Work Programme at a national and local level;
  - (b) A meeting with Job Centre Plus to discuss their role and their views on the operation of the Work Programme in Sunderland;
  - (c) Discussions with the two Prime Contractors (Avanta and Ingeus) on the operation of the Work Programme contract in this area;
  - (d) A visit to the offices of both Contractors in order to view operations at first hand and to speak to clients.

## **7 FINDING OF THE REVIEW**

Findings relate to the main themes raised during the Panel's investigations and evidence gathering.

### **7.1 Work Programme - National Context**

#### *Background of the Work Programme*

- 7.1.1 In June 2010, the new Coalition Government announced its intention to undertake a major reform to the nation's welfare system. Its proposals centred on wide ranging changes to mainstream employability programmes funded through the Department of Work and Pensions (DWP) in order to tackle two perceived weaknesses with the existing system; namely, a lack of work incentives and a system that was overly complicated.
- 7.1.2 The Coalition Government duly announced a suite of measures as part of the document 'Get Britain Working' including the establishment of community-led Work Clubs and Enterprise Clubs and the introduction of the New Enterprise Allowance to support business start-up. Further measures included the promotion of volunteering, greater use of work experience opportunities and the establishment of skills academies to promote demand-led vocational qualifications and skills.
- 7.1.3 However, an integral part of 'Get Britain Working' was the introduction in June 2011 of a new flagship initiative called the Work Programme. The Work Programme effectively replaces all other welfare to work programmes run by the Department of Work and Pensions including the New Deals, Employment Zones and Flexible New Deals and provides a single package of personalised support to help clients on out-of-work benefits, including Jobseeker's Allowance and Employment Support Allowance, to move off benefits and into employment.
- 7.1.4 Along with the introduction of Universal Credit, the Work Programme is therefore seen as central to the Coalition Government's plans for welfare reform and tackling long term worklessness.

#### *Aim of the Work Programme*

- 7.1.5 The Work Programme aims to help people who have been claiming out-of-work benefits for a long period or who are at risk of falling into this group. The Programme does not replace the service provided by Jobcentre Plus, which continues to retain responsibility for benefit delivery, for the overall customer experience and for supporting people in finding work in the early stages of their benefit claim. Jobcentre Plus is tasked to deal with over 90% of unemployed people nationally. The Work Programme therefore deals with less than 10% of benefit

claimants nationally.

- 7.1.6 Innovative features of the Work Programme are that it is a private sector-led, payment by results programme, delivered by a range of private, public and voluntary sector organisations. These providers are thought to be best placed to give unemployed people the skills, training and experience they need to get a job.
- 7.1.7 The Government estimates that the Programme will cost between £3 billion and £5 billion and help some £2.4m people to find jobs over the 5 years of its operation. One of the innovative features of the Work Programme is that it will be funded from the money saved from future benefit expenditure as people move into work.
- 7.1.8 The country has been divided into 12 areas, or 'Lots' with 2 Providers (or Prime Contractors) delivering in each area. Providers may also use sub contractors to provide specialist forms of employment support, or to take advantage of their local knowledge.
- 7.1.9 The Work Programme is designed to deal with a wide range of participants. Previously there were 20 different programmes for different categories of job seeker, including disabled people and those with health conditions, lone parents, ex offenders and young people. The Work Programme simplifies the support available by supporting all benefit claimants, with personalised support.
- 7.1.10 Details of the eligibility for the Work Programme are set out in Appendix 1.

#### *Underlying Principles of the Work Programme*

- 7.1.11 The underlying principles of the Work Programme include:-
- tailored support for claimants who need more help to undertake active and effective job seeking;
  - local provision designed and delivered by providers with complete autonomy;
  - payment by results and change to performance measures;
  - support based on individual needs to help overcome barriers that prevent people finding and staying in work.
- 7.1.12 *Payment by Results* - Providers are paid almost entirely by results, defined as sustained job outcomes for participants. The longer a customer stays in work, the more Providers are paid, thereby providing a strong incentive to continue the support once participants are in work. Providers are paid a small start fee for each new participant in the first 2 years of the contract, but this is reduced in year 2 and eliminated in year 3. Providers can only claim a job outcome payment after a participant has been in a job for 3 to 6 months, depending on how far they are from the job market. After receiving a job outcome, providers

can claim sustainment payments every four weeks when a participant stays in work longer. These payments can be claimed for up to one year, eighteen months or 2 years, depending on how far the participant is from the labour market. Under the Work Programme, providers can earn between £3,700 and £13,700 per person helped into work, depending how hard it is to give support to an individual, with an initial payment of between £400 and £600.

7.1.13 *Change in Performance Measures* - Providers are required to meet minimum performance levels and deliver results at least 10% higher than if there had been no intervention. Additional incentive payments for high performance are available from the fourth year of the contract, by which time providers have a chance to hone their service delivery models. Where providers achieve results that are 30% higher than the non intervention level they receive an extra £1,000 for every additional job outcome.

7.1.14 *A Competitive Approach To Delivery of the Work Programme* – Initially, providers receive an equal number of referrals from Jobcentre Plus. However, after a period of time, if one Provider is performing significantly better than the other, they will refer more participants to that provider, giving them the potential to increase their outcome payments and become more profitable.

7.1.15 *Local provision designed and delivered by providers with complete autonomy* - the Government considers that local providers are best placed to identify the most effective way of helping people into sustained work. Therefore, the level of prescription and requirements for providers have been minimised. However, while providers are free to innovate, they are expected to meet the minimum service standards agreed with the DWP as part of their contract.

7.1.16 *Tailored support for claimants who need more help to undertake active and effective job seeking* - the Work Programme aims to provide tailored support to meet the needs of individual's participants, rather than placing people on a standardised employability programme. Participants are told what kind of support they can expect to receive and the range of support they will be offered.

7.1.17 *A Long Term Commitment* – The Work Programme is seen as a long term process. It is recognised that many people have multiple barriers preventing them getting a job and will need a great deal of support to resolve their issues. The Programme is therefore designed to help people for 2 years, with incentives for providers to continue supporting people once they have found a job, in order to help them retain it. The Government considers that the establishment of 5 year contracts will also give Prime Contractors a firm basis on which to build long term partnerships with their specialist supply chains and other partners, including local government. It is felt that putting clear incentives in place over an extended period will create time for these partnerships to



invest in the infrastructure and resources required for success.

## **7.2 Work Programme – Local Context**

7.2.1 Prior to the introduction of the Work Programme, funding has been made available to local authorities from central government to promote the regeneration of deprived areas, including providing services to tackle worklessness at a local level.

7.2.2 In Sunderland, such funding came from a range of sources including Single Regeneration Budget, New Deal for Communities, Neighbourhood Renewal Fund and, most recently, the Working Neighbourhoods Fund. This funding had been used to establish and sustain the Job Linkage Network, a neighbourhood-based employability delivery partnership between the Council and the Third Sector, led by Sunderland North Community Business Centre (SNCBC).

7.2.3 However, from 31 March 2011, the allocation of the Working Neighbourhoods Fund from central government ended and the Council made the decision to withdraw from direct delivery of local employability services.

7.2.4 In April 2011, DWP announced that Avanta Enterprise Ltd and Ingeus UK Ltd had been selected to deliver the Work Programme in the North East contract package area, which includes Sunderland. The contract is for a 5 year period.

7.2.5 Avanta Enterprise Ltd is a nationwide employment, skills and enterprise company which operates nationwide from over 100 locations. Avanta has sub-contracted with two providers in Sunderland in order to help deliver a specialist package of support to clients and the service is delivered from a number of centres across the most deprived neighbourhoods in the city:

- A4e Sunderland
- Sunderland North Community Business Centre (SNCBC)

7.2.6 Ingeus UK Ltd is one of the UK's leading welfare-to-work providers. The company is 50% owned by [Deloitte](#) and 50% owned by the [Ingeus Group of Companies](#). Ingeus has chosen to deliver the contract for a single, central location at Frederick Street, Sunderland.

## **7.3 Outcome of Discussion with Providers**

7.3.1 As part of our review, the Panel took the opportunity to meet with the two Work Programme Providers operating in Sunderland - Ingeus and Avanta. Each was provided with a set of questions designed to learn more about the operation of the Work Programme in Sunderland. These questions covered issues such as the local economic situation and its

implications on employment opportunities; the areas of potential employment growth in the local economy; the way in which services are delivered to clients and the nature of their relationship with local employers and other partner organisations.

- 7.3.2 Members also took the opportunity to visit the offices of both Ingeus and Avanta to view at first hand the service provided and speak informally with clients.

*Economic Situation*

- 7.3.3 During our discussions, both Providers referred to the effect of the current economic climate - particularly in the north east - and the difficulties this posed in securing sustainable long term employment for clients. While the economic situation is challenging and likely to remain so for some time, both Providers are generally satisfied with the progress that had been made to date and are confident of making strong progress in the future.

- 7.3.4 They contended that employment opportunities and the potential for growth did exist and could be maximised by the existence of a strong provider chain using a mixture of private, public and voluntary sector organisations. Avanta consider that their use of two sub contracting providers was a source of strength and expertise and in the case of SNCBC helped to retain the link with people who were already operating in the area. Ingeus also referred to the importance of making use of specialist support from the voluntary sector in order to offer clients the best service available.

*What type of sector are people being employed in (quality of opportunities)?*

- 7.3.5 For both Providers, the key areas of potential employment growth lay in retail, customer services, manufacturing and social care. Each felt that it is important to be realistic about the employment opportunities that are available and to make the most of the opportunities that exist on the ground. It is important to be clear about the skills employers need and to develop and prepare clients in order to meet these demands. Clients need to be realistic about the job opportunities that are available though this is also true of employers. Avanta noted that they had had experience of firms wanting people with in demand skills, but being unwilling to pay a realistic salary.

- 7.3.6 An area of skill shortage lay in administration and this is an area in which clients often require more focused and intensive support.

*What is the level of support that people receive?*

- 7.3.7 Both Providers contend that in terms of the support which people receive there has been a change in approach under the Work

Programme. While in the past, the same programmes have tended to be offered to all clients, the emphasis is now on providing an approach tailored to the needs of the individual. Therefore every effort is made to try to understand the needs and skills of the individual client and then try to mould training to meet these needs.

7.3.8 Each provider undertakes group sessions to discuss with the client why they are on the Work Programme and given information about their provider. Each also provides an initial diagnostic interview supported by 1 to 1 sessions. The advisory appointment is 2 hours long and based on a case history prepared by Job Centre Plus. Client needs are assessed and an action plan prepared.

7.3.9 The progress of clients is closely monitored. While both Providers have tried to retain a flexible and informal atmosphere, each noted that sanctioning is an integral part of the process and will be used where necessary. If a person turns down an offer then they will try to look at the reason why – hopefully this approach helps prevent going down the mandatory route.

7.3.10 Both Providers are willing to support clients with assistance for the cost of transport, clothing and equipment. Specific training is also provided on the preparation of CV's and on interview skills. The Panel was particularly impressed with the IT application developed by Ingeus to help clients to identify jobs that are currently available in the area and the help given to clients to prepare multiple CV's for particular occupations.

*Where does responsibility lie for those people who are referred but not attached?*

7.3.11 The basis of the system is that Jobcentre Plus allocates people randomly to a Provider. Latest figures show that Providers have a referral to attachment rate of around 96% – therefore only a 4% drop out rate. Often the problem arises because a person has changed their mobile number and cannot be contacted. But once referred to the Work Programme it is the Provider's responsibility to contact the client, though this can be difficult where clients are located all over the country.

*What measures are in place to ensure that Providers are addressing needs of "Hard to Help" groups?*

7.3.12 It is estimated that around 10% can be classed as "hard to help", which includes ex offenders, clients who are pregnant, or with health issues. However, it can be difficult to get a detailed breakdown of hard to help clients. Clients are assessed according to their ability and willingness to work and are then monitored in order to determine the success of the intervention. A client claiming JSA may be found to have the same issues as a client on ESA. The important issue is to look at the barriers

and how best they can be moved forward, rather than the benefit they are claiming.

7.3.13 Both Providers buy in specialist services for hard to help groups e.g. Turning Point, Wearside Women In Need, NECA. During our discussions, Ingeus in particular highlighted the high priority accorded to specialist support for people with health and disability issues. They noted that work is going on to make use of health and recreational facilities already in the city such as those based at Aquatic Centre.

7.3.14 Avanta stressed the importance of working with local communities and building on the strengths and relationships already established within the city. It was noted that SNCBC is not seeking to make a profit from the programme and attaches great importance to trying to secure a long term benefit to clients.

#### *What is the Work Programme doing for young people in Sunderland?*

7.3.15 The Panel was keen to find out more about the approach being taken and the specific services available for young people in Sunderland.

7.3.16 Both Providers referred to the range of services aimed at young people, including apprenticeships and the Youth Contract. However, in terms of the financial assistance offered to employers who take on young people, it was noted that this was not of major importance. Generally, employers and particularly the larger employers feel that it is more important to secure the right young person. If an employer has a good experience then they are more likely to be involved in the future. It is therefore important to accurately match an employer with the right client.

7.3.17 Avanta did feel that there was an issue with regards to support for young people who are under 18yrs as the Work Programme only supports people over 18 years old. They felt that it was important to ensure that we have alternative provision in place for this group as a lot of damage can be done in those early formative years.

#### *Relationship with Employers*

7.3.18 Avanta and Ingeus consider that they have received good support from local employers and a strong commitment from firms in Sunderland. For example by developing close links with Greggs Bakers, vacancies that would have been previously filled via an agency are now filled through Avanta. Ingeus have also established their own IT site containing the latest vacancies and have established a team to develop links with local employers.

7.3.19 Both Providers contend that they are working closely with firms to identify the needs of employers and match these needs to the skills of clients.

7.3.20 However, Avanta did recognise that there was always scope to engage more closely with employers in Sunderland and in particular develop links with local Small and Medium Enterprises. Avanta also felt that it is important to, wherever possible, to put business back into Sunderland and it therefore tries whenever possible to commission locally.

#### Relationship with Partners

7.3.21 Both Avanta and Ingeus feel they have developed a good working relationship with Jobcentre Plus. Regular formal and informal meetings are held in order to streamline procedures and improve the flow of information.

7.3.22 In terms of their relationship with the Council, conversations are being held on a quarterly basis and both Providers are keen to share performance information and data.

7.3.23 Both providers consider that it would be of benefit if the Work Programme could be informed of potential investment and job growth in the city at the earliest possible opportunity in order that they are able to prepare for potential sectors of employment growth

7.3.24 Avanta also felt that the Council can assist by making the most of their planning and procurement powers in order to ensure that firms coming into Sunderland deliver as much work as possible to local residents.

#### Effect of Welfare Reforms

7.3.25 An issue raised by both Jobcentre Plus and Providers was the potential impact of the introduction of Universal Credits and changes to welfare benefits. It is considered important that the Council and its partners work closely together to monitor the situation and assess the implications at a local level.

### **7.4 Job Centre Plus**

7.4.1 As part of our review, the Panel also took the opportunity to meet with representatives from Jobcentre Plus in order to discuss their role in the city and the developing relationship with the two Providers. We felt that this was important as Jobcentre Plus still retain direct responsibility for over 90% of unemployed people.

7.4.2 During our discussion, Christine Caine and Bernadette Topham provided us with details of local labour market in Sunderland. They noted that in terms of unemployment rates in the city, the latest JSA count is 10,205 and, of those, there are 3,490 who are aged 18-24.

7.4.3 Levels of unemployment and redundancies remain high, with particular concerns centring around young people and the long term

unemployed. However, there are 4,000 vacancies every week with a third of these coming to the Jobcentre. While it is considered that skill levels are not a major problem, one of the difficulties is that the employment opportunities becoming available often are not attractive to clients. Nevertheless, Sunderland is achieving a 70% rapid re-employment rate (i.e. 70% of those people being made redundant are re-employed before making a benefit claim).

7.4.4 Jobcentre Plus consider that they have built up a good relationship and partnership working with the large employers in the city, such as Nissan and they continue to closely monitor the local job market.

7.4.5 In line with the principles set out in "Get Britain Working", Jobcentre Plus has refocused their offer to clients with a greater emphasis on diagnosing the individual needs of customers and a greater emphasis on work experience and work placements.

7.4.6 The Panel was also provided with information on the introduction of the Youth Contract which represents a £1 billion package of support to help young people with no qualifications to prepare for work and find a job. This service is delivered in Sunderland by Pertemps People Development Group. Jobcentre Plus also helps fund a number of specifically projects in Sunderland for young people including The Bunker, Young Asian Voices, Street League and Get Sported.

7.4.7 Jobcentre Plus is very supportive of the National Apprenticeship Service and consider that there is real value in getting young people taken on as apprentices when they cannot get employment. They also consider that Sector Based Work Academies have been very useful in allowing an employer the chance to see how an individual performs in work. Work experience generally has been very well received, especially among young people. It is estimated that 47% of people get a job at the end of a work placement. Work placements can also do much to alter the perceptions of employers about the abilities of young people. It is therefore important that young people are well prepared and suited to the work involved.

7.4.8 In terms of the relationship between Job Centre Plus and the two Work Programme providers, regular meetings are held - both formal and informal working groups - to try to ensure that their work is aligned. While the current relationship is felt to be strong, it was recognised that some degree of overlap was inevitable given that the Work Programme is a payment by results system.

7.4.9 Job Centre Plus also consider that they have a good relationship with the Council and its other partners. An example was the joint working going on in the city on the effects of Welfare Reform legislations and on trying to target people who will be affected by the benefit cap.

7.4.10 One area where Jobcentre Plus consider that the Council could provide

additional assistance is in the level of intelligence and advance notice of potential investment opportunities in the city. While they recognise that such negotiations are often delicate or confidential, they do feel that the earlier that they made aware of any forthcoming investment, the more time they would have to prepare people for the potential job opportunities.

## **7.5 Work Programme – Outcome Performance Data**

- 7.5.1 In November 2012, towards the end of our review, the Government published national performance data on the outcomes achieved by the Work Programme providers since they commenced delivery.
- 7.5.2 At a national level, the figures showed that the Work Programme has managed to get 3.5% of referred clients into work for 3 months or more in its first 13 months. This is against a Government target of 5.5%. Of the 878,000 people referred to the Work Programme between its start in June 2011 and July 2012, around 31,000 people have achieved sustained employment.
- 7.5.3 A table setting out the job outcome totals across the UK is set out across contract area in Appendix 2.
- 7.5.4 With regard to the relative performance of Ingeus and Avanta in the North East, the performance of Ingeus (3.33) in terms of job outcomes as a proportion of referrals has been superior to that of Avanta (2.62), though again it must be stressed that it is still early in the contract.
- 7.5.5 The national reaction to the performance figures has been mixed. From a Government perspective, the figures are considered to be disappointing, but it is argued that the Work Programme is still in its first year and needs more time to bed in. During our visit to Ingeus they stressed that the figures failed to take account of the fact that many of their clients have only recently joined the Programme and that providers should be judged over the full 2 years. It is also argued that the latest trends are more positive and will be reflected in the next performance data.
- 7.5.6 The Government has emphasised that more than half of people who joined the Work Programme in the first few months have spent some time off benefit. Nearly, 1 in 3 (30%) of those who joined the Work Programme in June 2011 have spent 13 continuous weeks off benefits and 1 in 5 (19%) have spent 26 continuous weeks off benefits.
- 7.5.7 It is also argued that the performance reflects the difficult economic position with economic growth lower than had originally been envisaged.
- 7.5.8 The Government contend that the Work Programme represents a better deal for the taxpayer than previous schemes. Data published by

the ERSA shows that the Flexible New Deal cost nearly £7,500 per job, while the Work Programme has cost just over £2,000 per job so far.

- 7.5.9 On the other hand, critics of the Programme point to the very disappointing nature of the figures with the Government's overall outcome target of more than 5% being missed across the country and across payment groups. Where the target was 5.5% for both 18-24 yr olds and over 25yrs on claiming Jobseekers Allowance in sustained work after the first year, the actual the figure has been 3.4%. For people claiming ESA the figure has been 1.5%.
- 7.5.10 Commentators have also noted that based on the current figures the Work Programme has shown no improvement on previous schemes and while it has been less costly than previous schemes, this in part reflects the lower payments as a result of lower job outcomes and does not reflect the human and economic cost of people failing to gain employment.
- 7.5.11 There is also a concern that the Work Programme has performed relatively better in more affluent areas where there are lower levels of unemployment and economic conditions more favourable thereby effectively targeting resources at areas of lesser need.

## **8 CONCLUSION**

- 8.1 Based on our discussions with Jobcentre Plus and the local Work Programme Providers and in light of the recent performance figures both nationally and locally, the Panel has drawn a number of conclusions.
- 8.2 Firstly, the Panel has been most impressed by the professionalism and level of commitment shown by the organisations and staff delivering employment services in the city. New and innovative approaches are being developed with a focus on tailoring services to the specific needs of the individual. Specialist support is being made available to clients in order to tackle any skill gaps and address any health and disability issues. The Providers are seeking to develop close links with local businesses and fully exploit the employment opportunities that are available. There is recognition of the benefits of joint working and sharing information.
- 8.3 During our visit to each of the Providers, Panel members were able to view at first hand the kind of services being delivered and speak to clients. The level of enthusiasm and commitment from both providers was clear to see.
- 8.4 However, the recent performance outcome figures are an area of concern for the Panel. Clearly, the Work Programme is still in its early days and may need more time to bed in. Also, the outlook for the future is likely to improve as clients move through the full process of the Work



Programme and the benefits are fully delivered.

- 8.5 However, on the other hand, there remains continued uncertainty about the state of the UK economy which will have a major bearing on the number of people eligible to be placed in the Work Programme and the number of jobs available for them to be placed into.
- 8.6 The launch of the Programme coincided with the beginning of the double dip recession and economic growth has been below what was originally anticipated. This is likely to have a particular impact in a region such as the North East and it is important that the Government takes sufficient account of the effect of local economic conditions and the ability of providers to find people long term sustainable work. It is interesting to note that Work Programme providers have fared better in economically more prosperous areas or where not so badly affected by the recession.
- 8.7 Given the nature of the figures recently announced, it is important that performance data relating to the Work Programme is regularly monitored and made available to interested bodies such as local authorities. There has been some frustration that performance information has not been available to local authorities until over year into the introduction of the Work Programme.
- 8.8 While recognising that the Government was keen to get enough time and data to obtain a meaningful snap shot of performance, it is important that data is made available more regularly in future and is focused on smaller geographical areas (such as regeneration areas). It is pleasing that both our Work Programme Providers have shown a commitment to transparency and the sharing of information.
- 8.9 We consider it important that a properly funded and financially viable employment service is sustained at a time of high unemployment and that performance targets for Providers are realistic and achievable. For hard to help groups who require a greater amount of funding to be spent on their progression, it is important that sufficient resources are available to meet their needs and that contracts are monitored to ensure that an appropriate level of service is being delivered.
- 8.10 We are particularly concerned at the low figure of 1.3% of ESA claimants securing sustainable employment. It is important that the reasons for this low figure is examined and monitored to ensure that ill or disabled people do not fail to receive the tailored support they require.
- 8.11 It is also important that the preoccupation with figures does not cloud the importance of the quality of service being provided and the quality of the jobs secured. We would emphasise the importance of taking a local approach sensitive to the needs of individuals and local communities. We must recognise that failing to get job seekers into

long term employment carries an enormous human and economic cost.

- 8.12 We feel that Work Programme providers should look to develop their role and involvement in local economic policy at a strategic level – for example through involvement in the North Eastern LEP, the development of Sunderland Economic Masterplan and the Local Strategic Partnership. It also important for the Council to work with the Providers to encourage closer links with local employers and particularly SMEs in the city.
- 8.13 We would also be interested to hear the proposals for what will happen to those people who do not secure sustainable employment at the end of the 2 year period given that we are already 18 months into the Programme.

## **9 RECOMMENDATIONS**

9.1 The Panel key recommendations are as outlined below:-

(a) That the Council and Work Programme providers continue to develop formal and informal channels of communication in order to inform and influence the delivery of the Work Programme for the benefit of Sunderland residents;

(b) That the DWP be encouraged to produce regular and tailored performance data for the Council and its partner organisations, for example across local regeneration areas;

(c) That Work Programme providers look to develop their role and involvement in local economic policy at a strategic level – for example through involvement in the North Eastern LEP, the development of Sunderland Economic Masterplan and the Local Strategic Partnership;

(d) That the Council examines ways of informing Work Programme providers of potential new investment in the city at the earliest possible opportunity in order that they are able to prepare for potential sectors of employment growth;

(e) That the Council looks to continue to do everything in its power to maximise local employment opportunities through the operation of its procurement process;

(f) That the Council as a major employer in the city continues to maximise the use of work placements;

(g) That the Work Programme providers continue to develop their links with local businesses and look to work more closely with SMEs in the city.

## 10. ACKNOWLEDGEMENTS

10.1 The Committee 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:-

- (a) Karen Alexander, Employment and Training Manager
- (b) Vince Taylor, Head of Strategy and Performance
- (c) Kaye Rideout, Regional Director North East, Avanta UK;
- (d) Nikki Vokes, Sunderland North Community Business Centre;
- (e) Bernadette Topham, Partnership Manager, Department of Work and Pensions;
- (f) Christine Caine, Senior External Relations Manager; Department of Work and Pensions;
- (g) Neil Johnson, Regional Director, Ingeus UK Ltd;
- (h) Lesley Ann Kirk, Operations Manager, Ingeus UK Ltd;
- (i) Craig Drummond, Performance and Delivery Manager, Ingeus UK Ltd;
- (j) Paul Wilson, Health and Well Being Team, Ingeus UK Ltd.

## 11. BACKGROUND PAPERS

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

Note of Skills, Economy and Regeneration Scrutiny Panel meetings: [..\..\1.SCRUTINY COMMITTEE - 2012-13\Skills, Economy and Regeneration\Agendas\dec 20th\5.9.12 Draft note of visit to Ignatius Job Linkage with Avanta & SNCBC.doc](#)  
[..\..\1.SCRUTINY COMMITTEE - 2012-13\Skills, Economy and Regeneration\Agendas\dec 20th\Ingeus Visit 13.12.12.doc](#)  
Dept of Work and Pensions Guidance: [The Work Programme - DWP](#)  
<http://www.dwp.gov.uk/docs/the-work-programme.pdf>  
Rocket Science Statistical Analysis: [Rocket Science Atom Feed](#)  
CESI Performance Data: [http://stats.cesi.org.uk/website\\_documents/initial\\_WP\\_Performance\\_InclusionComment.pdf](http://stats.cesi.org.uk/website_documents/initial_WP_Performance_InclusionComment.pdf)



## APPENDIX 1

### Work Programme Eligibility

<b>Customer Group</b>	<b>Time of Referral</b>	<b>Basis of Referral</b>
Jobseekers Allowance (JSA) age 18-24+	From 12 mths	Mandatory
JSA Claimants age 18-24	From 9 mths	Mandatory
JSA either NEET, repeat or ex Incapacity Benefit	From 3 mths	Mandatory
JSA Claimants seriously disadvantaged	From 3 mths	Voluntary
JSA former Prisoners	Immediately	Mandatory
All Employment and Support Allowance ( ESA) Claimants	Any Time	Voluntary
New Claimants ESA (income related) Work Related Activity Group	12 months	Mandatory
Pension Credit Claimants	From 12 months after claim or from day 1 if have a health condition	Voluntary
Income Support Claimants	Any Time	Voluntary
Incapacity Benefit claimants	Any Time	Voluntary

## APPENDIX 2

**Table 5: Job outcomes as a proportion of referrals: Contract Package Areas and payment groups, June 2011–July 2012**

	All Work Programme	Payment Group								
		JSA 18 to 24	JSA 25 and over	JSA early entrants	JSA ex-IB	ESA volunteers	New ESA claimants	ESA ex-IB	IB/IS Volunteers	JSA prison leavers
<b>Total</b>	<b>3.6</b>	<b>3.4</b>	<b>3.4</b>	<b>4.9</b>	<b>2.1</b>	<b>1.3</b>	<b>1.6</b>	<b>0.3</b>	<b>4.3</b>	<b>0.0</b>
East of England	3.6	3.3	4.0	3.9	4.0	2.4	1.7	0.0	5.6	0.0
East Midlands	4.2	4.6	3.6	5.7	2.1	2.0	1.7	0.0	6.3	0.0
West London	4.2	4.1	4.6	5.4	0.0	0.5	1.5	0.0	5.0	0.0
East London	3.1	2.4	3.4	3.6	0.0	0.8	1.2	0.0	3.1	0.0
North East	3.0	2.9	2.8	4.2	3.8	1.7	1.5	0.0	0.0	0.0
Merseyside, Halton, Cumbria and Lancashire	3.4	2.7	4.0	4.3	0.0	1.0	1.5	0.0	0.0	0.0
Manchester, Cheshire and Warrington	3.8	3.9	2.8	5.9	2.2	2.3	1.9	0.0	9.1	0.0
Scotland	3.8	3.8	3.9	4.8	2.4	1.8	1.6	1.5	0.0	0.0
Thames Valley, Hampshire and Isle of Wight	4.0	3.5	4.7	4.0	0.0	1.8	2.2	0.0	0.0	0.0
Surrey, Sussex & Kent	4.0	4.0	2.7	6.3	5.6	1.8	1.9	0.0	6.3	0.0
Devon and Cornwall, Dorset and Somerset	3.1	2.9	3.1	4.4	0.0	2.3	1.7	0.0	0.0	0.0
Gloucestershire, Wiltshire and Swindon, West of England	2.3	1.8	2.6	3.0	4.5	1.2	1.2	0.0	0.0	0.0
Wales	3.1	2.9	2.2	4.9	2.4	1.6	1.1	0.0	0.0	0.0
Birmingham and Solihull, the Black Country	3.4	3.3	2.4	4.8	0.0	1.4	1.3	0.0	0.0	0.0
Coventry, Warwickshire, Staffordshire and the Marches	4.8	4.7	3.1	7.6	4.5	0.0	2.4	0.0	0.0	0.0
West Yorkshire	3.3	2.6	3.7	4.2	0.0	0.0	0.9	0.0	0.0	0.0
South Yorkshire	3.5	3.5	2.7	4.9	3.4	0.0	1.5	0.0	0.0	0.0
North East Yorkshire and the Humber	2.9	2.7	2.0	4.3	3.3	3.3	1.1	0.0	0.0	0.0

source: DWP: Information, Governance and Security Directorate; *Inclusion* calculations

Ref	Recommendation	Action	Owner	Due Date	Progress Commentary
(a)	That the Council and Work Programme providers continue to develop formal and informal channels of communication in order to inform and influence the delivery of the Work Programme for the benefit of Sunderland residents.	<ul style="list-style-type: none"> <li>• Council representatives will continue to participate in/provide input to the regional working group, facilitated by ANEC, which forms the primary link with the Work Programme prime contractors at a strategic level.</li> <li>• At an operational level, continue to maintain regular contact with prime contractors and their sub contractors, to provide intelligence on current and future job opportunities to inform Work Programme delivery.</li> </ul>	Karen Alexander, Employment and Training Manager	March 2013	
(b)	That the DWP be encouraged to produce regular and tailored performance data for the Council and its partner organisations at city-wide level and across Regeneration Areas	<ul style="list-style-type: none"> <li>• Agreement will be reached on the terms of the Data Sharing Agreement with the Work Programme prime contractors, Avanta and Ingeus.</li> <li>• Officers within Strategic Policy and Performance Management will incorporate Work Programme data returns within the Quarterly Performance Report for Aim 4 Group of the Economic Leadership Board..</li> </ul>	Karen Alexander, Employment and Training Manager  Mike Lowe, Head of Performance, SPPM	Sept 2013  Dec 2013	
(c)	That Work Programme providers look to develop their role and involvement in local economic policy at a strategic level – for example through	<ul style="list-style-type: none"> <li>• This recommendation be communicated to the providers</li> </ul>	Karen Alexander, Employment and Training	April 2013	

	involvement in the North Eastern LEP, the development of Sunderland Economic Masterplan and the Local Strategic Partnership	<ul style="list-style-type: none"> <li>Members of Aim 4 Group will consider how best to integrate the activities of the Work Programme prime contractors into strategic planning and the shaping of local economic policy, as part of the Employment Strategy.</li> </ul>	Manager Vince Taylor, Head of Strategy, Policy and Performance Management (via the Chair of Aim 4 group)	July 2013	
<b>(d)</b>	That the Council examines ways of informing Work Programme providers of potential new investment in the city at the earliest possible opportunity in order that they are able to prepare for potential sectors of employment growth	<ul style="list-style-type: none"> <li>Council officers will continue to participate in regular network meetings with Work Programme representatives where information about inward investment opportunities and growth sectors is cascaded.</li> </ul>	Karen Alexander, Employment and Training Manager	March 2013	
<b>(e)</b>	That the Council looks to continue to do everything in its power to maximise local employment opportunities through the operation of its procurement process	<ul style="list-style-type: none"> <li>When relevant to the subject matter, social value benefits will be considered for services (specifically over the EU threshold) at the pre-procurement stage and during the procurement. A systematic tool to be developed to consider social value when setting evaluation criteria, contract scope and performance regimes. Colleagues within Business Investment and Corporate Procurement will work closely with commissioners to ensure a value for money approach is followed when assessing contract opportunities.</li> <li>Led by the Aim 4 Group, steps will be taken to encourage other partners in the city to incorporate Social and Economic clauses in development contracts.</li> </ul>	<p>Karen Alexander, Employment and Training Manager</p> <p>Vince Taylor, Head of SPPM (via the Chair of Aim 4 Group)</p>	<p>Sept 14</p> <p>Dec 2014</p>	



<b>(f)</b>	That the Council as a major employer in the city continues to maximise the use of work placements	<ul style="list-style-type: none"> <li>• Consideration will be given to how a greater number of work experience placements can be offered across all Council directorates, to benefit both NEET young people and unemployed adults, helping them to move closer to employment.</li> <li>• Opportunities for work experience within the Council will be shared with Jobcentre Plus, so that suitable individuals can be identified to take up the placements.</li> </ul>	Dave Rippon, Head of HR and OD	June 2014	
<b>(g)</b>	That the Work Programme providers continue to develop their links with local businesses and look to work more closely with SMEs in the city.	<ul style="list-style-type: none"> <li>• The Council will continue to maintain an understanding of the Work Programme 'offer' for employers and will encourage the business community, particularly SMEs, to make contact with Work Programme providers in order to take up that offer.</li> </ul>	Karen Alexander, Employment and Training Manager	Feb 2014	



**CABINET MEETING – 13 MARCH, 2013**  
**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

HUMAN RESOURCES COMMITTEE – 21 FEBRUARY, 2013 – LOCALISM ACT 2011 – PAY POLICY STATEMENT 2013-2014

**Author(s):**

Head of Law and Governance

**Purpose of Report:**

To recommend to Cabinet approval of the draft Pay Policy Statement 2013-2014, for subsequent adoption by Council and publication by 31 March 2013.

**Description of Decision:**

That the Cabinet recommend adoption by Council and publication by 31 March 2013.

**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 provisions of the Localism Act 2011 came into force on 15<sup>th</sup> January 2012, bringing together the strands of increasing accountability, transparency and fairness in the setting of local pay. Section 38 of the Act requires English and Welsh local authorities to produce an annual pay policy statement, setting out councils' policies for the financial year in relation to the remuneration of their senior staff/chief officers, the remuneration of their lowest-paid employees, and the relationship between the pay of chief officers and that of other employees.

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

There are no alternative options recommended.

**Is this a "Key Decision" as defined in the Constitution?** No

**Is it included in the 28 day Notice of Decisions?** No

**Scrutiny Committee**



**HUMAN RESOURCES COMMITTEE –  
21 FEBRUARY, 2013 – LOCALISM ACT 2011 – PAY POLICY STATEMENT 2013-  
2014**

**Report of the Head of Law and Governance**

**1. Purpose**

- 1.1 To recommend to Cabinet approval of the draft Pay Policy Statement 2013-2014, for subsequent adoption by Council and publication by 31 March 2013.

**2. Description of Decision**

- 2.1 That the Cabinet recommend adoption by Council and publication by 31 March 2013.

**3. Background**

- 3.1 In February 2012 Personnel Committee considered the pay transparency implications of the Localism Act 2011, including the requirement to produce and publish an annual Pay Policy Statement. Personnel Committee formally agreed this for recommendation to Cabinet. This was subsequently agreed by Cabinet and adopted by Council on 28th March 2012 and was published on the Council's website by 31<sup>st</sup> March 2012.

- 3.2 The policy needs to be updated and published for 2013-14.

- 3.3 The 2012/13 Pay Policy is currently published on the Council's website, alongside the Statement of Accounts. This can be accessed at: [www.sunderland.gov.uk/Council](http://www.sunderland.gov.uk/Council) and Democracy/Senior Pay Information, or Website URL: <http://www.sunderland.gov.uk/index.aspx?articleid=4494>

**4. Comments of the Human Resources Committee**

- 4.1 The changes to the 2013-2014 Pay Policy Statement are minimal, particularly as there had been a freeze in pay increases. Changes were confined to dates, replacing references to Personnel Committee with Human Resources Committee and deleting references to posts that had been deleted.

- 4.2 The Human Resources Committee formally agreed the attached Pay Policy Statement 2013-14 for recommendation to Cabinet and adoption by Council and publication by 31 March 2013.

**5. Reason for Decision**

- 5.1 The provisions of the Localism Act 2011 came into force on 15<sup>th</sup> January 2012, bringing together the strands of increasing accountability, transparency and fairness in the setting of local pay. Section 38 of the Act requires English

and Welsh local authorities to produce an annual pay policy statement, setting out councils' policies for the financial year in relation to the remuneration of their senior staff/chief officers, the remuneration of their lowest-paid employees, and the relationship between the pay of chief officers and that of other employees.

## **6. Alternative Options**

6.1 There are no alternative options recommended.

## **7. Background Papers**

Report to the Human Resources Committee on 21 February, 2013.

Minutes of the Human Resources Committee held on 21 February 2013: Web Link -

## **Human Resources Committee**

**21 February 2013**

### **Localism Act 2011 – Pay Policy Statement 2013-2014**

#### **Report of the Director of Human Resources & Organisation Development**

##### **1.0 Purpose of Report**

1.1 To recommend approval of the draft Pay Policy Statement 2013-2014, for subsequent adoption by Council and publication by 31<sup>st</sup> March 2013.

##### **2.0 Background**

2.1 The provisions of the Localism Act 2011 came into force on 15<sup>th</sup> January 2012, bringing together the strands of increasing accountability, transparency and fairness in the setting of local pay. Section 38 of the Act requires English and Welsh local authorities to produce an annual pay policy statement, setting out councils' policies for the financial year in relation to the remuneration of their senior staff/chief officers, the remuneration of their lowest-paid employees, and the relationship between the pay of chief officers and that of other employees.

2.2 In February 2012 Personnel Committee considered the pay transparency implications of the Localism Act 2011, including the requirement to produce and publish an annual Pay Policy Statement. Personnel Committee formally agreed this for recommendation to Cabinet. This was subsequently agreed by Cabinet and adopted by Council on 28th March 2012 and was published on the Council's website by 31<sup>st</sup> March 2012.

2.3 The policy needs to be updated and published for 2013-14.

2.4 The 2012/13 Pay Policy is currently published on the Council's website, alongside the Statement of Accounts. This can be accessed at: [www.sunderland.gov.uk/Council](http://www.sunderland.gov.uk/Council) and Democracy/Senior Pay Information, or Website URL: <http://www.sunderland.gov.uk/index.aspx?articleid=4494>

2.5 There continue to be both required and discretionary elements to the statutory pay policy :

(i) Required elements:

- The level and elements of remuneration for each chief officer (including salary, bonuses and benefits in kind).
- The remuneration of its lowest-paid employees (together with its definition of "lowest paid employees" and its reasons for adopting that definition).
- The relationship between the remuneration of its chief officers and

other officers.

- Other specific aspects of chief officers' remuneration: remuneration on recruitment, increases and additions to remuneration, the use of performance-related pay and bonuses, termination payments, and transparency (ie publication of and access to information relating to their remuneration).

(ii) Discretionary elements (recommended in JNC guidance):

- The authority's policies relating to other terms and conditions for chief officers; making explicit whether the JNC conditions of service for chief officers are incorporated in their employment contracts.
- Any additional arrangements which may not amount to formal terms and conditions but which relate to employment and are a charge on the public purse.
- Combining into one statement, other statements relating to remuneration which the Council is already required to publish, in relation to discretionary payments on early termination of employment; on increasing an employee's total pension scheme membership; and awarding additional pension.

The Council's current policy is a combined Statement of Policy on Discretions relating to The Local Government (Early Termination of Employment) (Discretionary Compensation) (England and Wales) Regulations 2006, and The Local Government Pension Scheme Regulations 1997 (as amended).

### **3.0 Proposal**

- 3.1 The proposed draft Pay Policy Statement 2013-2014 is attached as an Appendix to this report. The amendments in comparison with the 2012-13 Pay Policy Statement are minimal, particularly as there has been a freeze in pay increases. Changes are confined to dates, replacing references to Personnel Committee with HR Committee, deleting references to posts that have been deleted, etc.

### **4.0 Consultations**

- 4.1 The Executive Management Team have been consulted about the content of the proposed Statement and their suggested amendments were incorporated into the draft.

### **5.0 Recommendations**

- 5.1 It is recommended that Human Resources Committee formally agree the attached draft Pay Policy Statement 2013-14 for recommendation to Cabinet and adoption by Council and publication by 31<sup>st</sup> March 2013.



## **Sunderland City Council**

### **DRAFT Pay Policy Statement 2013-14**

#### **Summary of Contents**

1. Introduction
  - 1.1 Aims and Purpose
  - 1.2 Not in scope
  - 1.3 Other legislation relating to pay and remuneration.
  - 1.4 Context
2. Pay Structure & general principles regarding remuneration of all staff
  - 2.1 Pay Structure
  - 2.2 Pay Awards
  - 2.3 Grading of posts
  - 2.4 Appointment to new and existing posts
  - 2.5 Market Pay
  - 2.6 Temporary Pay Supplements.
3. Senior Management Information
  - 3.1 Definition
  - 3.2 Key Principles
  - 3.3 Individual elements of the remuneration package
4. Lowest paid Employee Information
  - 4.1 Definition
5. Pay relationship between Chief Officers, lowest paid employees and the wider workforce
  - 5.1 Pay ratio
  - 5.2 Pension Contributions
  - 5.3 Pay policy decisions for the wider workforce
6. The Approach towards Payment for those Officers Ceasing to Hold Office Under or be Employed by the Authority

## 1. Introduction and Purpose

### 1.1 Aims and Purpose

This document sets out the Council's pay policy for 2013-14 aimed at supporting the remuneration of the workforce in a fair and transparent way. This Pay Policy Statement has been produced having regard to Government Guidance issued under section 38 of the Localism Act 2011. The policy is subject to annual review and must be approved by full Council for each financial year from 2012-13 onwards. It will be published on the Council's website as soon as reasonably practicable after approval or amendment.

It sets out:

- The methods by which salaries of all employees are determined.
- The detail and level of remuneration of the Council's most senior staff, i.e. 'chief officers' as defined by the relevant legislation.
- The remuneration of the lowest paid employees.
- The relationship between the remuneration of its Chief Officers and the remuneration of employees who are not Chief Officers.

The Code of Recommended Practice for Local Authorities on Data Transparency, published in September 2011 by the Government also sets out key principles for local authorities in creating greater transparency through the publication of public data. As part of the code, the Government recommends that local authorities should publish details of senior employee salaries.

Further information on senior pay is published on the Council's website, alongside the Statement of Accounts. This can be accessed at:

[www.sunderland.gov.uk/Council and Democracy/Senior Pay Information](http://www.sunderland.gov.uk/Council%20and%20Democracy/Senior%20Pay%20Information),  
or

Website URL: <http://www.sunderland.gov.uk/index.aspx?articleid=4994>

### 1.2 Not in Scope

The arrangements set out within this document do not extend to those employees who are employed within the control of school governing bodies.

### 1.3 Other legislation relevant to pay and remuneration

Under section 112 of the Local Government Act 1972, the Council has the power to appoint officers on such reasonable terms and conditions as the authority thinks fit, subject to Section 41 of the Localism Act 2011 (requirement for determinations relating to terms and conditions of chief officers to comply with the pay policy statement.)

In determining the pay and remuneration of all of its employees, the Council will comply with all relevant employment legislation. This includes legislation such as the Equality Act 2010, Part Time Employment (Prevention of Less Favourable Treatment) Regulations 2000 and where relevant, the Transfer of Undertakings (Protection of Earnings) Regulations. There is also significant legislation relating to pensions and payments upon termination of employment.

Sunderland City Council is an equal opportunity employer. The overall aim of our Single Equality Scheme is to ensure that people are treated fairly and with respect. The scheme also contains a specific objective to be a diverse organisation which includes recruiting and retaining a diverse workforce and promoting equality and diversity through working practices. This pay policy forms part of our policies to promote equality in pay practices. By ensuring transparency of senior pay and the relationship with pay of other employees, it will help ensure a fair approach which meets our equality objectives.

#### 1.4 Context

In setting the pay policy arrangements for the workforce the Council seeks to pay appropriate salaries within the constraints of a public sector organisation.

The pay policy is simply one aspect of the Council's whole approach to managing its human resources within the context of the Sunderland way of working, the Council's values and its organisational philosophy.

## 2. **Pay Structure and general principles regarding the remuneration of all staff**

### 2.1 Pay Structure

The Council operates a graded salary structure of incremental salary scales with a range of spinal column points (pay points), using the nationally negotiated pay spines as the basis for its local pay structures, together with some locally determined rates.

The large majority of the Council's (non teaching) workforce are covered by the National Joint Council for Local Government Services (NJC) pay spine (spinal column points 4-49), plus some additional local salary scales (spinal column points 50-58). Other appropriate nationally agreed spines apply to smaller defined groups of employees, such as Craft, JNC for Youth & Community Workers, Employees covered by the Soulbury Committee Agreement, and the Joint National Council for Chief Officers (JNC).

The salary figures in this report are gross salary figures before deductions, such as salary sacrifice, are made at the discretion of the employee.

## 2.2 Pay Awards

National and Provincial Agreements for the Council's workforce include the negotiation of collective agreements on pay and conditions, which are reviewed and negotiated annually, through agreements of the relevant national bodies such as the National Employers' Organisation for Local Government Services, on behalf of all local authorities in England and Wales, and the signatory Trade Unions. The annual pay awards, if any, take account of a number of issues, including what can be agreed with the relevant trade unions, the general economic situation, the results of consultation, the affordability position of local authorities, the average rate of pay settlements across the economy, the employee relations climate, etc. While the Council as an Employer is consulted as part of the negotiation process, it does not control the level of any national pay award.

## 2.3 Grading of posts

The grading of posts is determined by either the Council, following the consideration of recommendations from the Council's HR Committee or under delegated powers by the Director of HR & OD. For some categories of staff, job evaluation techniques are used.

## 2.4 Appointment to new and existing posts

Appointments are made in accordance with the Council's Code of Practice on Recruitment and Selection. For posts graded on incremental scales, appointments are normally made at the minimum of the salary grade, with employees progressing to the maximum point of the salary range via annual incremental progression where applicable, subject to relevant criteria being met. While provision exists to appoint above the minimum of the grade, this is applied in exceptional circumstances only. The equality impact of the decision is a key issue, and it is imperative that anomalies are not created as a result of such decisions. In cases where the criteria to appoint above the minimum of the grade is met, comprehensive records need to be maintained and monitored on an ongoing basis, for use in assessing recruitment and retention trends and for monitoring purposes.

## 2.5 Market Pay

From time to time it may be necessary to take account of the external pay levels in the labour market in order to attract and retain employees with particular experience, skills and capacity. Where necessary, the Council will ensure the requirement for such is objectively justified by reference to clear and transparent evidence of relevant market comparators, using data sources available from within the local government sector and outside, as appropriate.

- 2.6 Temporary pay supplements  
Where employees temporarily undertake either the full range of duties of a higher graded post or a proportion of the duties of that post, a commensurate salary may be paid.

### **3. Senior Management Information**

#### **3.1 Definition of Senior Management**

For the purposes of this statement, senior management means 'chief officers' as defined within the Localism Act.

Specifically:

- "2 (a) The head of its paid service designated under section 4(1) of the Local Government and Housing Act 1989;  
(b) its monitoring officer designated under section 5(1) of that Act;  
(c) a statutory chief officer mentioned in section 2(6) of that Act;  
(d) a non-statutory chief officer mentioned in section 2(7) of that Act;  
(e) a deputy chief officer mentioned in section 2(8) of that Act."

#### **3.2 Key Principles**

- i) The Chief Officer pay policy is designed to be easily understood and be transparent to the post holders, key stakeholders and the public. The structure and level of the pay arrangements is designed to enable the Council to attract, motivate, and retain key senior talent for the authority.
- ii) The policy is based upon salaries with clear differentials between levels of work/job size, within a range that is affordable now, will remain so for the medium term, and will be subject to review to ensure it continues to remain fit for purpose. It is intended that the authority will market test the rates of pay when vacancies arise, as part of consideration on whether or not roles continue to be required within the context of the Council's priorities and commitments at that time.
- iii) These posts do not attract performance related pay, bonuses or any other additions to basic salary. This approach enables the Council to assess and budget accurately in advance for the total senior pay bill over a number of years.
- iv) In setting the pay policy for senior staff, a market position has been established that aims to attract and retain the best talent available at a senior level within a national recruitment context, to lead and motivate the Council's workforce that is rewarded under a nationally agreed negotiating framework.

- v) The remuneration for roles at this level have all been set following independent advice from external consultants, Aquarius:  
[www.aquariusconsultants.com](http://www.aquariusconsultants.com)
- vi) Other terms and conditions of employment for this group are as defined within the Joint Negotiating Committee for Chief Officers of Local Authorities Conditions of Service handbook, with discretion to set actual pay levels at a local level, but within a national negotiating framework. These national provisions are supplemented by the Council's local employment policies. These posts are part of the nationally defined Local Government final salary pension scheme.

### 3.3 Individual elements of the remuneration package:

- a) Chief Executive  
The current salary of the post is £175,699.
- b) Deputy Chief Executive and Executive Directors  
The current salary of these posts fall within a range of £107,572, rising to a maximum of £128,063. The current posts are: Deputy Chief Executive; Executive Director of Children's Services; Executive Director of Commercial and Corporate Services, and Executive Director of Health, Housing and Adult Services.
- c) Deputy Executive Directors and Corporate Directors  
The current salary of these posts fall within a range of £81,960 - £97,327. The current posts are Assistant Chief Executive; Director of Communications and Corporate Affairs; and Director of Human Resources and Organisational Development.
- d) The designated Monitoring Officer, which is the Head of Law and Governance, is paid within a range of £70,924 - £84,966.
- e) Heads of Service and other officers reporting directly to one of the statutory or non-statutory chief officers listed in (b), (c) and (d) above. The current salaries of these posts fall within four different ranges: Band 1 (£71,982 - £85,725); Band 2 (£63,325 - £75,863); Band 3 (£56,157 - £65,111) and Band 4 (£53,272 - £57,643).

The designated Returning Officer for the Council, who is the Head of Paid Service, also carries out the role of Acting Returning Officer at UK parliamentary elections and local returning/counting officer at European elections and at other referenda or electoral processes that occur from time to time. These additional roles usually carry an entitlement to payment from central government budgets at levels set by order in relation to each poll. The payment scales for national elections are set out in a Statutory Instrument laid before Parliament in respect of each

individual election and are applied to both national and local elections. The Statutory Instruments are published on [www.legislation.gov.uk](http://www.legislation.gov.uk)

#### **4. Lowest Paid Employee Information**

##### **4.1 Definition of Lowest paid employees**

Those staff who are employed in jobs which are paid at Grade A level (spinal column point 4)(£12,145 per annum for a full time 37 hour week), this being the lowest salary paid to employees other than apprentices. This salary is only paid to newly appointed Cleaners for the first six months of service. The salaries attributable to apprentices depend on age and are those set out within the National Minimum Wage legislation. Given the specific nature of these appointments, the Council does not include apprentices within the definition of lowest paid employees for the purposes of this policy statement.

#### **5. The relationship between the highest and lowest paid employees**

##### **5.1 Pay Multiples**

In setting the relevant pay levels a range of background factors were taken into consideration for senior pay alongside the significant scope and scale of the authority in the national context.

For example, the scope and scale of the Chief Executive's post encompasses responsibilities commensurate with a large city authority, including responsibility for:

- The provision of wide ranging services to 275,330 residents of Sunderland.
- An overall budget of £694.7 million for service delivery and the more than 700 services the Council provides.
- Undertaking the role of the Head of Paid Service to 11,200 employees.
- Lead Policy Advisor to the Council's 75 Elected Members.

One way of measuring pay relationships is to use a pay multiple. The ratio between the pay of the Chief Executive in Sunderland City Council and the lowest paid workers is 14.47:1. This meets the Government expectation that the pay multiple relationship should be below 20:1 in local government.

##### **5.2 Pension Contributions**

During 2013-14 the employer will contribute 14.4% of pensionable pay to the pension fund for all employees in the Local Government Pension Scheme. Employees also pay a contribution of between 5.5% and 7.5%.

- 5.3 **Pay Policy Decisions for the Wider Workforce**  
These are determined by the Council, following consideration of recommendations of the Council's HR Committee which is composed of elected members. This ensures that decisions in relation to workforce pay are taken by those who are directly accountable to local people.

**6. The approach towards payment of those officers ceasing to hold office under or be employed by the Authority**

Payments to Chief Officers upon termination of their employment are determined by the Council's HR Committee. Decisions are made in line with the Council's policies which apply to all employees.

DRAFT



**CABINET MEETING – 13 March 2013**

**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

Rent concession in respect of the former Thompson Park Nursery building, Thompson Road, Sunderland.

**Author(s):**

Report of the Deputy Chief Executive.

**Purpose of Report:**

This report seeks approval to grant a retrospective rent concession to the tenant of the former Thompson Park Nursery building, Thompson Road, Sunderland.

**Description of Decision:**

Cabinet is recommended to;  
(i) approve the grant of a rent concession as detailed in this report to the tenant of the former Thompson Park Nursery building, Thompson Road, Sunderland.

**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 rent concession is required as part of the lease agreed with the tenant, and to ensure the sustainability of the service and its delivery. The rent concession is in accordance with the Rent Concession Policy adopted by Cabinet at its meeting on 8<sup>th</sup> October 2008.

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

To not grant the concession would prevent the agreed letting and would cast doubt on the occupation of the building and the delivery of the service.

**Impacts analysed:**

Equality  Privacy  Sustainability  Crime and Disorder

**Is this a “Key Decision” as defined in the Constitution? Yes**

**Is it included in the 28 day Notice of Decisions? Yes**

**Scrutiny Committee**



**RENT CONCESSION IN RESPECT OF THE FORMER THOMPSON PARK NURSERY BUILDING, THOMPSON ROAD, SUNDERLAND**

**REPORT OF THE DEPUTY CHIEF EXECUTIVE**

**1.0 Purpose of the Report**

1.1 This report seeks approval to grant a retrospective rent concession to the tenant of the former Thompson Park Nursery building, Thompson Road, Sunderland.

**2.0 Description of Decision**

2.1 Cabinet is recommended to;  
(i) approve the grant of a rent concession as detailed in this report to the tenant of the former Thompson Park Nursery building, Thompson Road, Sunderland.

**3.0 Background**

3.1 The Council owns the freehold interest in the former Thompson Park Nursery building, located within Thompson Park and shown detailed on the attached plan.

3.2 As part of the modernisation of childcare provision for children under five years, Cabinet approved the decision to close Thompson Park Nursery Centre, with effect from 30 September 2007.

3.3 Following this decision, internal consultation confirmed that there was no demand from service users and the building was declared surplus to operational requirements.

3.4 Having fully considered all of the available options, the building was identified by Health Housing and Adult Services as being a suitable location for the Sunderland Carers Centre. The Centre is a charitable organisation that works in partnership with the Council to provide valuable community services involving advice and information about local services available for both the carer and the person they care for, one-to-one support services, and providing support to carers at meetings with health, social care services and other agencies. The Centre also runs a number of carers groups to give carers the opportunity to meet others in a similar situation and a variety of courses to give carers throughout the City the opportunity to develop their skills and to learn about things that may help them in their caring situation.

## **4.0 Current Position**

- 4.1 The terms for occupation reflect a long lease on a Best Consideration basis. It was agreed that to put the building into satisfactory condition, remedial works would be undertaken by the tenant and the agreed costs covered by way of a rent concession.
- 4.2 The Centre has progressed with its occupation of the building and significant capital investment has been required on its part in order to make the building fit for purpose. However this has been done so without Cabinet approval to the proposed rent concession. This approval is therefore sought retrospectively.
- 4.3 The works, which have already been carried out, include the creation of a new access and lobby, new WCs, new glazing, a new roof, installing internal insulation, refitting the existing spaces as offices, internal and external redecoration, new floor finishes and the replacement of the suspended ceilings.
- 4.4 The cost of undertaking the works is £162,000. These are significant improvements without which the building is likely to have fallen into disrepair and become a target for anti-social behaviour. It is likely that the Council would have had to fund the demolition of the building. However the new use to which the building has now been put delivers a valuable service to the community.
- 4.5 The works qualify for a rent concession under the terms of the Council policy on rent concessions. However whilst Heads of Terms for a new 25 year lease have been agreed with the Centre, which include an obligation for the tenant to undertake the works to repair and renew the building, the concession has not been formally approved. This requires Cabinet approval.

In lieu therefore of the works being carried out, it is proposed that the tenant, in accordance with Council policy, be granted a rent concession equivalent in value to the cost of the works undertaken.

## **5.0 Reasons for Decision**

- 5.1 The rent concession is required as part of the lease agreed with the tenant, and to ensure the sustainability of the service and its delivery. The rent concession is in accordance with the Rent Concession Policy adopted by Cabinet at its meeting on 8<sup>th</sup> October 2008.

## **6.0 Alternative Options**

To not grant the concession would prevent the agreed letting and would cast doubt on the occupation of the building and the delivery of the service.

## **7.0 Impact Analysis**

**7(a) Equalities – N/A**

**7(b) Privacy Impact Assessment (PIA) – N/A**

**7(c) Sustainability**

### **Sustainability Impact Appraisal**

Sunderland Strategy Objectives cross check with decisions outcomes:

- **Prosperous City**

No impact

- **Healthy City / Safe City**

No impact

- **Learning City**

No impact

- **Attractive and Inclusive City**

No impact

**7(d) Reduction of Crime and Disorder – Community Cohesion / Social Inclusion – N/A**

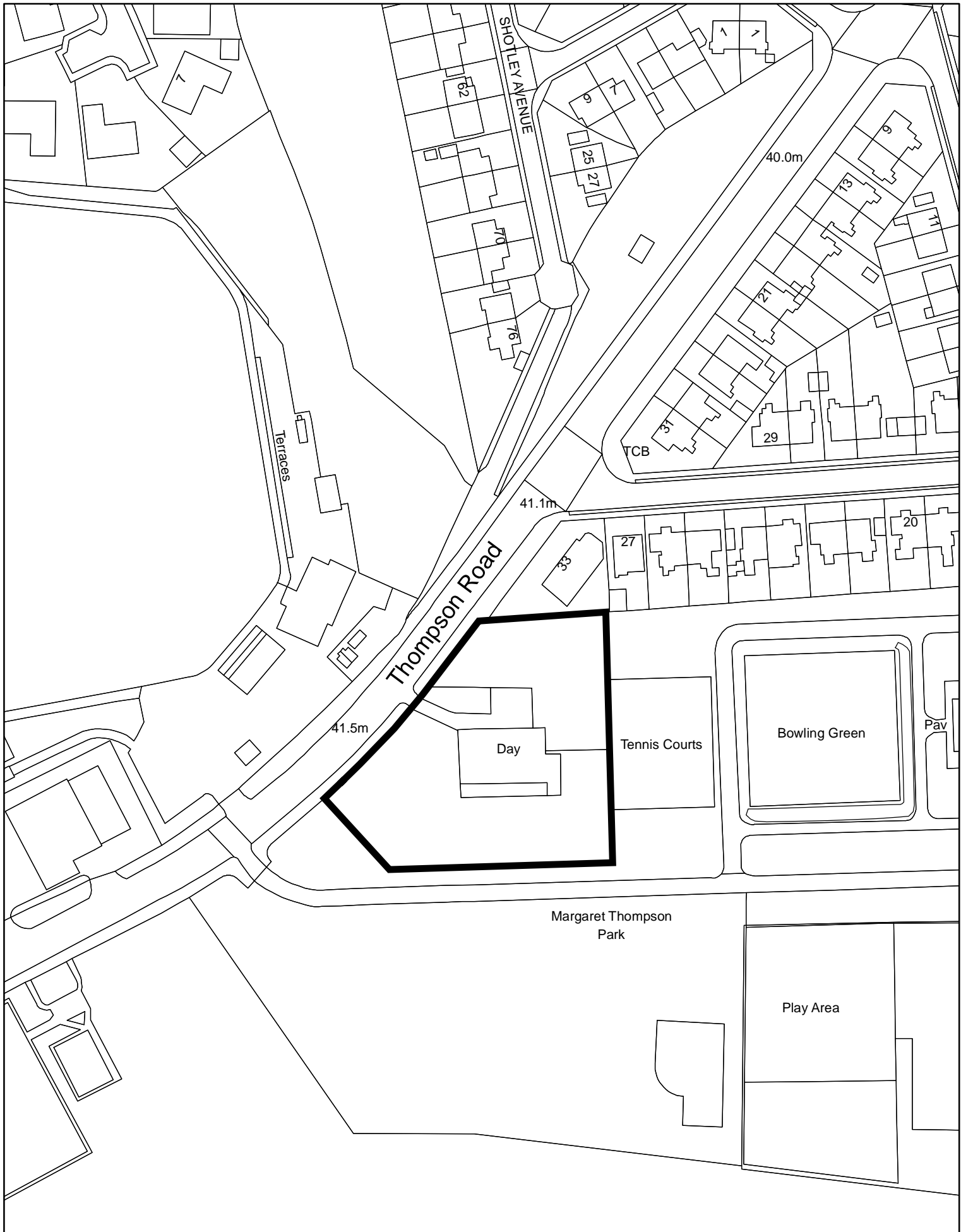
## **8. Other Relevant Considerations / Consultations**

The Head of Financial Resources and the Head of Law and Governance both on behalf of the Executive Director of Commercial and Corporate Services have been consulted and their comments are contained in this report.

## **9. Background Papers**


None





  
**Sunderland**  
 City Council  
 Office of the  
 Chief Executive  
 50 Fawcett Street  
 Sunderland SR1 1RF

**Former Thompson Park Nursery**

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**CABINET – 13 MARCH 2013**

**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

**SUNDERLAND CITY COUNCIL LOCAL DEVELOPMENT FRAMEWORK : CORE STRATEGY REVISED PREFERRED OPTIONS**

**Author:**

**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 :

- a) Approve the attached Sunderland Core Strategy Revised Preferred Options (including the Sustainability Appraisal Report) for the purposes of public consultation and as a material consideration in assessing planning applications, pending its finalisation following public consultation.
- b) Authorise the Deputy Chief Executive to make any required amendments to the attached Sunderland Core Strategy Revised 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.

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

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.

Consequently, no alternatives can be recommended.

**Impacts analysed:**

Equality

Y

Privacy

n/a

Sustainability

Y

Crime and Disorder

Y

<p><b>Is this a “Key Decision” as defined in the Constitution?</b> Yes</p> <p><b>Is it included in the 28 day Notice of Decisions?</b> No</p>	<p><b>Scrutiny Committee</b></p> <p><b>Planning and Highways Committee</b></p>
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**SUNDERLAND CITY COUNCIL 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 :
- a) Approve the attached Sunderland Core Strategy Revised Preferred Options (including the Sustainability Appraisal Report) for the purposes of public consultation and as a material consideration in assessing planning applications, pending its finalisation following public consultation.
  - b) Authorise the Deputy Chief Executive to make any required amendments to the attached Sunderland Core Strategy Revised Preferred Options (including the Sustainability Appraisal and Appropriate Assessment Reports) as necessary prior to its publication for public consultation.

**3.0 SUMMARY OF KEY POLICY RECOMMENDATIONS**

- 3.1 Within the body of this report, Members are requested to agree the following key policy issues over the period 2012 to 2032 :
- To agree to a minimum target of 15,000 new dwellings (net) (paragraphs 7.7 - 7.11)
  - To provide a minimum of 81 hectares of employment land (paragraphs 7.12 - 14)
  - To provide an overall requirement of some 78,900 sqm (gross) of comparison goods floorspace and 7,500 sqm gross of convenience goods floorspace with the City Centre being the primary location for meeting these requirements (paragraph 7.15)
  - To endorse the allocation within the Core Strategy of the two strategic sites on land to the North of Nissan (for 20 hectares) and at Vaux / Farrington Row for offices (paragraphs 7.16)
  - To approve the principle of development and the broad range of uses in those areas proposed as "Locations for Major Development" (paragraphs 7.17 – 7.18).

**4.0 BACKGROUND**

4.1 The Core Strategy will sit at the heart of the city's development planning framework. It will set out the overarching strategic planning framework for the development of the city for the next 20 years and draw from other strategies of the City Council (such as the Sunderland Strategy and Economic Masterplan) and those of other organisations. Apart from the allocation of "Strategic Sites",

the Core Strategy will otherwise not be site specific and will only indicate the broad locations for delivering new development such as new housing, employment and transport. Once the Core Strategy is adopted, all other Development Plan Documents (including a site specific Allocations Plan) must conform to the broad requirements of the Core Strategy.

4.2 The Core Strategy, like all statutory development planning documents must pass through the following statutory and non-statutory stages :

1. Issues and Options
2. Preferred Options Draft
3. Publication Draft including public consultation
4. Submission Draft to the Secretary of State
5. Public Examination before an independent Inspector
6. Adoption

## 5.0 CHANGES AT THE NATIONAL AND REGIONAL LEVEL AND IMPLICATIONS FOR SUNDERLAND'S CORE STRATEGY

### National

5.1 Since coming into power in May 2010, this Government has sought to remove centralised controls and give neighbourhoods and local areas the flexibility to innovate, access new resources and control their own futures. As part of this approach, it has sought to deliver on a series of pre-election pledges to reform the planning system. The Government sees that the planning system has a central role in delivering three key functions:

- To give people more control over the shape, look and feel of their communities including the protection and promotion of important environmental and social interests;
- To provide sufficient housing to meet demand;
- To support economic development by providing infrastructure and using land use planning.

5.2 The mechanics of delivering many of this Government's reforms are set out in the **Localism Act** (which received Royal Assent in November 2011). Supplementary legislation and regulations have been issued and will continue to be rolled out to enable the various sections of the Localism Act to be realised. These will continue to have a significant bearing on spatial planning which will require further consideration as they emerge. Among the key reforms set out in the Act are:

- The abolition of Regional Spatial Strategies, to include the scrapping of top down house building targets on local authorities
- With the impending demise of the Regional Spatial Strategies, neighbouring authorities must work together to ensure that strategic cross boundary issues are considered appropriately in the development plan making process (known as the Duty to Cooperate)
- A commitment to a plan led system, albeit in a modified form, that includes -
  - The consolidation of all national planning policies into a single National Planning Policy Framework which was published 27<sup>th</sup> March 2012 (discussed below)
  - A non-binding Inspector's report for local plans
  - Giving the power for local communities to prepare Neighbourhood Plans to bring forward more development than that set out in the Local Plan.

- 5.3 National planning policies were previously contained within topic based Planning Policy Statements (PPSs), Planning Policy Guidance Notes (PPGs) and Mineral Policy Statements (MPGs). Collectively these informed the preparation of Local Development Frameworks (LDFs) and were material considerations in determining planning applications.
- 5.4 In July 2011, the draft **National Planning Policy Framework** was published for consultation. As part of its wider reforms to simplify the planning process, it sought to update and consolidate all national planning policies into a single streamlined document. The draft version attracted considerable controversy nationally for being too pro-growth orientated.
- 5.5 The final version of the National Planning Policy Framework was published in March 2012 and took immediate effect. It has largely redressed many of the concerns that were raised to its draft version. The majority of PPSs, PPGs and MPSs have been repealed. The exception being PPS10 "Planning for Sustainable Waste Management" which remains extant until national waste policies are published as part of the National Waste Management Plan. The National Planning Policy Framework does not contain specific policies for nationally significant infrastructure proposals. These will be dealt with in separate National Policy Statements for Major infrastructure.
- 5.6 Key messages of the National Planning Policy Framework reinforce that the planning system should :
- Continue to be plan-led empowering local people to shape their surroundings where a presumption in favour of sustainable development underpins the entire national policy
  - Proactively drive and support sustainable economic development to deliver homes, businesses and infrastructure, taking into account market signals
  - Secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings
  - Take account of the different roles and character of different areas, promoting viability of urban areas and protecting the Green Belt
  - Support the transition to a low carbon future in a changing climate
  - Contribute to conserving and enhancing the natural environment and reducing pollution
  - Continued to protect town and city centres.
- 5.7 The **Neighbourhood Planning Regulations** (April 2012) were introduced to provide local communities with the potential to influence planning decisions in local communities. Importantly, Neighbourhood Plans cannot be used to block approved development. Tools available to communities that want to get engaged in local development decisions include:
- Neighbourhood Development Plans – the potential to set planning policies for the use of land in a neighbourhood.
  - Neighbourhood Development Orders – power to permit certain types of development without the need for a planning application.
  - Community Right to Build Orders – offer the potential for communities to bring forward development on smaller sites without the need for formal planning permission.
- 5.8 The Regulations set out clear processes by which proposals for the three mechanisms of Neighbourhood Planning can be advanced. In the absence of

an appropriate Town or Parish Council, all require the formal designation of a 'Neighbourhood Forum' in order to proceed.

## **Regional**

- 5.9 In July 2010, the Government attempted to meet its pre-election pledge by announcing, with immediate effect, the abolition of the suite of Regional Spatial Strategies (RSSs) adopted across the country. This decision was subsequently overturned through a series of High Court rulings. The Localism Act 2011 has repealed the legal requirements for these strategies, leaving authorities to set their own growth requirements (based upon objectively assessed evidence). However, European and domestic regulations require the completion of Strategic Environmental Assessments (SEA) and Sustainability Appraisals (SA) on all plans and programmes that generate significant environmental effects. These ensure the socio-economic and environmental considerations are fully taken on board.
- 5.10 Previously, Government published a Strategic Environmental Assessment (SEA) on the revocation of the North East of England Plan which was open to consultation between October 2011 and January 2012. A joint response was submitted to this consultation by the Councils of Sunderland, County Durham, Gateshead, South Tyneside and Newcastle. But it only considered the options on whether to revoke or to retain the North East of England Plan. The SEA Directive states that an environmental report should consider all reasonable alternatives. In November 2012, Government published for consultation a more comprehensive SEA (to which the City Council responded). At the time of writing, the revocation of two RSSs elsewhere in the country have formally been announced. It is expected that the North East of England Plan will be formally revoked in early 2013.
- 5.11 In the meantime, the RSS remains legally in force, though the weight afforded to it varies:-
- For development management purposes, the revocation can be treated as a 'material consideration' which means that depending on the nature of the application, the RSS policies may or may not be applied
  - Emerging Development Plans must by contrast still conform with the RSS provisions until they are formally abolished.

## **6.0 THE EMERGING CORE STRATEGY PROGRESS TO DATE**

- 6.1 The first formal Core Strategy stage began with consultation on the Issues and Options between November 2005 and February 2006. The Preferred Options Draft was consulted upon between December 2007 and February 2008. However, given the availability of new evidence and regulatory changes during 2008 and 2009, it was considered appropriate to revise the Preferred Options draft prior to advancing to its next formal stage, the Publication Draft.
- 6.2 During late 2009, the Council developed and consulted upon four realistic alternative approaches regarding the overall spatial distribution of development across the city which included :
- Approach A ~ Focussing Development on the Conurbation
  - Approach B ~ Proportional Distribution of Development
  - Approach C ~ Focus Development within the Current Urban Area
  - Approach D ~ Meeting Sub-Area Spatial Requirements - a Hybrid of Approaches A-C

- 6.3 Ten strategic sites were also identified and proposed for consultation.
- 6.4 Some 150 responses were received showing that Approach D was the preferred option favoured by residents and stakeholders which was corroborated by the accompanying Sustainability Appraisal. The number of strategic sites was also reduced to two – namely Vaux and land to the north of Nissan.
- 6.5 In accordance with the Local Development Scheme the Revised Preferred Options Draft was approved in March 2010 by the Council for consultation. Given the then impending national elections and the sweeping changes being made to the planning systems (particularly the ensuing High Court decisions following the announcement to revoke RSSs in 2010), its publication was deferred.
- 6.6 The Revised Preferred Option draft and separate high level development Management Policies were approved in April 2012 by Cabinet. Further detailed work has been undertaken prior to seeking Full Council approval and going out to public consultation. This has included :
- Reviewing and updating the emerging Core Strategy policies to maintain alignment with the Sunderland Economic Masterplan and National Planning Policy Framework
  - Developing and reviewing the evidence base that is required to underpin the emerging policies which includes :
    - Commencing a full review of the deliverability of the city's employment land portfolio and updating projections on future employment land requirements
    - Undertaking a full review of the Strategic Housing Market Assessment (SHMA) (due for completion in April 2013)
    - Instigating the review of the annual Strategic Housing Land Availability Assessment (SHLAA) (due for completion in April 2013)
    - Commencing a full review of the City's Green Belt and Settlement Break designations to ensure they remain fit for purpose
    - Working with neighbouring authorities regarding strategic cross boundary issues to ensure compliance with the duty to cooperate requirements imposed under the Localism Act 2011
    - Developing the evidence base to determine the city's long term housing requirements
    - Undertaking a full review of the City's green space and ecology.

## **7.0 THE CORE STRATEGY REVISED PREFERRED OPTIONS DRAFT**

- 7.1 The Core Strategy seeks to provide a long term strategic framework for development of the city over a 20 year period (that is 2012 to 2032).

### **Format and Structure.**

- 7.2 In accordance with national guidance, the theme of shaping Sunderland as a place underlies the format of this Core Strategy. In other words, it seeks to tell the story of where Sunderland has come from and where it will be by 2032 through the delivery of these policies. There remains a strong relationship with the Sunderland Strategy, but more pertinently, it reflects and supports the objectives of the Sunderland Economic Masterplan.

7.3 This Core Strategy is effectively divided into two parts :

- 1) A suite of 10 broad city wide policies that bring together the range of policy requirements. In summary, these relate to :
  - The spatial growth and regeneration of the city and how new development will be distributed in the five separate sub-areas : Central Area; Sunderland North; Sunderland South; Coalfields; and Washington (as shown at appendix 1)
  - Reflecting previous consultation around the Alternative Approaches to the spatial distribution of new development by focussing the majority of development within the Sunderland / Washington conurbation and supporting the sustainable growth of the Coalfields
  - Developing the city's economic prosperity to meet the long term employment and retail requirements (as informed by evidence on employment land and retail needs)
  - Ensuring there remains a sufficient supply of housing land to meet existing and future needs (for both general market and affordable housing)
  - Ensuring that movement and travel promotes the city's sustainable regeneration
  - Protecting and enhancing the city's built and natural environment
  - How the city will effectively manage both minerals and waste
  - How the city will manage and respond to changing circumstances
  
- 2) A suite of detailed development management policies which take their lead from the higher tier Core Strategy policies, which are to be used on a day to day basis to inform planning applications. These policies cover areas such as :
  - Managing the release of new sites giving priority to re-using brownfield land and other sustainable sites
  - The control and development of new and existing employment sites
  - Detailed requirements as to new residential development including the required mix of types, affordable housing requirements and student accommodation
  - The control of new development within the open countryside, including Green Belts.

7.4 The strategic policies are illustrated on a 'key diagram' which shows their geographical relationship.

### **Establishing the Quantum and Distribution of Development**

7.5 The emerging Core Strategy must still legally conform to the RSS for the North East until the latter is formally revoked. However, the RSS was set during a completely different economic climate when projections for economic growth were strong. This growth scenario underpinned the policies especially in terms of new house building and economic development. These specific growth objectives now need to be reviewed to take account of recent changes in economic conditions regionally, nationally and globally. Furthermore, it is extremely likely that the North East Region's RSS will be revoked before the Core Strategy reaches the next stage in the process – the Publication Draft.

7.6 National planning guidance emphasises the importance that policies should be based on sound and robust evidence so that policies can stand scrutiny either at



Examination or when used in support of planning decisions. In particular there is a duty for plans to meet objectively assessed needs.

- 7.7 With regard to new housing, there are effectively three options to follow to determine long term housing requirements over the next 20 years :
- Retain and aggregate forward the adopted RSS housing targets (circa 18,900 dwellings)
  - Retain and aggregate forward figures that were proposed through the RSS pre-examination draft (circa 13,000 dwellings)
  - Develop localised targets based on local need and evidence.
- 7.8 Evidence has and continues to be developed which considers the three options in detail, and updates the information taking into account factors such as :
- The latest population growth and household projections released in 2010
  - Census 2011
  - Overcrowding
  - Employment levels
  - Past housing delivery rates
  - Housing renewal and replacement
  - The potential supply of sustainable housing land (informed by the SHLAA)
  - Housing demand based information arising from the Strategic Housing Market Assessment (SHMA)
  - Policy requirements including the Sunderland Economic Masterplan.
- 7.9 It is considered that those requirements set out within the RSS (18,900 dwellings) are overly ambitious. Crucially, the evidence which underpinned the RSS housing requirement is becoming increasingly outdated. For example, the baseline national population and household projections have been updated since the RSS's adoption in 2008. Further national projections are expected this summer based on the Census 2011 (as outlined at paragraph 7.10). The scenario upon which the housing growth was planned to grow could not predict the economic downturn and consequently, the level of planned growth is presently not being realised. It is considered this option should be rejected. Equally, the pre-submission RSS housing target is considered potentially too low to sufficiently meet the City's aspirations and needs.
- 7.10 A locally derived target of some 15,000 dwellings is therefore proposed to be taken forward in the Core Strategy. Given this is based on more up to date information and data, it is considered that its basis is more robust. It would provide both a realistic and deliverable target for growth, but is sufficiently aspirational based upon the long term objectives for the city to grow. It should be stressed, that this figure would be treated as a minimum target and not the maximum allowable. Informal discussions with the house building industry and agents (via the House Builders Forum) would suggest that this locally derived target is a reasonable position to take. However, crucial to this target setting exercise will be the need to compare forecasts for economic growth with the implications this will have for population growth (eg high economic forecasts would signify the need to accommodate additional house building). This exercise is presently being undertaken. Equally important to take into account will be the ONS's release of its latest household projections which is expected in March 2013. Both pieces of work will be required to inform and clarify the City's long term housing requirements.

- 7.11 Of the proposed 15,000 target, it is recommended that the Core Strategy sets a requirement for the first 5 years of the plan period of 3,200 dwellings (net) in order to retain a rolling supply of deliverable housing sites. This would require an average net annual build rate of some 640 dwellings per annum.
- 7.12 With regard to employment land requirements, the Core Strategy has been informed by the Employment Land Update (adopted in April 2012). This points to the need to deliver some 81 hectares of employment land. As part of this, the Core Strategy proposes to allocate the 20 hectare Strategic Employment site to the north of Nissan. However since April, considerable time has been spent reworking the Employment Land Update to ensure it remains fit for purpose. Further baseline economic forecasts are presently being considered and tested to cover the Core Strategy plan period. These forecasts will further inform the employment land required.
- 7.13 In addition, there is growing evidence to suggest that the existing portfolio of employment land is not necessarily conducive to meet live business enquiries which require larger floorplates to accommodate major employment opportunities. A review of the existing portfolio is being undertaken to assess the true potential to deliver sites for such demands – including whether there are opportunities to conjoin multiple smaller sites or premises into larger employment areas that could meet these requirements.
- 7.14 Under the ‘duty to cooperate’, discussions with South Tyneside Metropolitan Borough Council reveal they are experiencing similar issues. A joint study is shortly to be commissioned to assess the true potential of this investment (in terms of the level of land take that could be required) and whether suitable option(s) exist to accommodate any identified demands. This Core Strategy has acknowledged this emerging work stream. Should the evidence indicate that there is a need for substantive land to come forward, the Core Strategy provides an appropriate policy ‘hook’ that will enable the Council to respond to meeting such demands through the preparation of a separate development plan document in partnership with South Tyneside Council.
- 7.15 In terms of future retailing requirements, the Core Strategy has been informed by the Retail Needs Update (adopted April 2012) which indicates the Core Strategy should provide some 78,900 sqm of comparison floorspace (such as clothes and electrical goods) and some 7,500 sqm (gross) of convenience goods floorspace (food items) over the next 20 years. For meeting both requirements, the City Centre should remain the primary focus for development.

### **Strategic Locations for Development.**

- 7.16 As previously agreed by Full Council in March 2010, the Core Strategy retains the approach to allocate two sites which are considered to be 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 stimulate the city centre office market via the delivery of a new central business district on the Vaux / Farringdon Row site in order to provide the range of city centre B1 offices found in other similar sized cities.
  - Land North of Nissan - This 20 hectare site was first supported by the Employment Land Review (2009) and Sunderland Economic Masterplan, which recommends the need to identify a strategic employment site in the area of Washington. Furthermore, it would support the designation of the

Enterprise Zone at Nissan. It is considered that this site could provide an appropriate location for 3 to 4 large employers associated directly with ultra low carbon vehicle production, advanced manufacturing and engineering.

### **Locations for Major Development**

7.17 To provide a bridge between the Core Strategy and the Allocations DPD, the Core Strategy proposes (but does not allocate) a number of areas classed as “Locations for Major Development” including:

- Holmeside Triangle (mixed use including retail);
- Crowtree Leisure Centre (retail);
- Sunnyside (housing, leisure, business);
- Stadium Village (leisure, housing and business);
- Bonnersfield (housing and education);
- Former Pallion Shipyard (manufacturing/ offshore engineering);
- The Port (port-related development);
- Philadelphia (housing/ mixed use and supporting infrastructure)
- Groves (housing and supporting infrastructure);
- Chapelgarth (housing and supporting infrastructure);
- Cherry Knowle (housing and supporting infrastructure);
- Land North of Burdon Lane (housing and supporting infrastructure);
- South Ryhope (housing and employment);

7.18 The Core Strategy deliberately does not formalise the site boundaries to these areas nor does it prescribe specific types and the quantum of development. This would be undertaken through further investigation in the subsequent Allocations Plan. The intention behind identifying the range of locations is to provide the development industry and residents with a degree of confidence that such areas could provide major opportunities for future development.

## **8.0 SUPPORTING DOCUMENTATION FOR THE CORE STRATEGY**

8.1 By law, at each stage of the process, the Core Strategy must be accompanied by supporting materials, which are discussed below.

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

8.2 The Revised Preferred Options document is accompanied by a Sustainability Appraisal report as required by the Planning and Compulsory Purchase Act 2004. 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), and again a legislative requirement has also been prepared.

### **The Infrastructure Delivery Plan (IDP)**

8.3 Infrastructure planning is fundamental to delivering the city’s Local Development Framework (LDF). The Core Strategy will be subject to an independent examination and tested, in part, as to whether its policies and proposals are deliverable and must be supported by an Infrastructure Delivery Plan (IDP) setting out :

- What physical, social and green infrastructure is needed to enable the amount of development proposed for the area

- As far as possible, how and when infrastructure will be delivered (including an understanding of committed and planned spending as well as funding gaps); and
- Who will deliver the necessary infrastructure.

8.4 The IDP must include the operations of all infrastructure providers including the Council, and other public and private organisations. Alongside Sunderland's emerging Core Strategy, the IDP has been developed which covers infrastructure important for delivering the specific aims of the Core Strategy. A range of partners, agencies and service providers from the public and private sectors including internal stakeholders have been involved in its development. These organisations have supplied information on their own plans, which through the IDP will help shape their strategic process and investment decisions. The IDP must in its own right be viewed as an evolving document which is monitored and updated regularly, particularly in this climate of considerable financial uncertainty and change.

### **Rejected Options**

8.5 This Core Strategy contains an analysis of the 'Rejected Options' which demonstrates how each policy has been tested, analysed and justified in terms of the wider policy review, public consultation and the Sustainability Appraisal. This sets out in clear terms the reasons why alternative policy options have been discounted in favour of those set out in the Revised Preferred Options draft of the Core Strategy.

## **9.0 NEXT STEPS**

9.1 Subject to Council approval, the Revised Preferred Options report, (along with its supplementary reports), will be published, advertised and placed on the Sunderland website for consultation. The consultation will cover the requisite minimum period of 6 weeks during April and May 2013 and will be undertaken in accordance with the adopted Statement of Community Involvement.

9.2 Whilst consultation at the Preferred Options stage is no longer a statutory requirement, it was considered prudent to continue with both the preparation and consultation of this Revised Preferred Option Draft of the Core Strategy. The introduction of locally derived information will provide the first formal opportunity for residents and stakeholders to consider the policies and the evidence that underpins the conclusions. In effect, consultation at this stage would be a test bed to agree as far as possible, proposals for locally derived land requirements. This would offer time savings prior to moving to the next statutory stage (the Publication Draft).

9.3 Subsequent to the close of consultation, responses will be collated and a summary of the main issues emerging prepared for the agreement of Cabinet. The Core Strategy will be amended as necessary to take account of the results of the consultation and other more up to date information.

9.4 The next statutory versions of the Core Strategy will be delivered as follows :

- Publication Draft including public consultation (programmed for October 2013)
- Submission Draft (programmed for February 2014)
- Public examination before an independent Inspector (programmed for May 2014)

- Adoption (programmed for November 2014)

## **10. STATUS OF THE EMERGING CORE STRATEGY**

- 10.1 The planning system is plan-led and planning applications must be determined in accordance with the adopted development plan unless material considerations indicate otherwise.
- 10.2 Legally, the saved policies contained within the adopted Unitary Development Plan, 1998 (as amended by Alteration No. 2, 2007) constitutes the city's adopted development plan. Until the Core Strategy is formally adopted, it will remain as a material planning consideration to determine planning applications. The weight that can be given to the Core Strategy as a material consideration will be limited in the short term, but will increase as it advances through the stages outlined at paragraph 9.4. The degree of weight will also be influenced by the extent to which there are unresolved objections to the relevant policies (the less significant the unresolved objections, the greater the weight that may be given).

## **11.0 REASON FOR DECISION**

- 10.1 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.

## **12.0 ALTERNATIVE OPTIONS**

- 12.1 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.
- 12.2 The Preferred Option stage is no longer statutory and it is entirely reasonable for the Council to consider moving towards the formal Publication Stage. However, a key stage in the process will be the forthcoming Public Examination. An independent Inspector will test the plan for its 'soundness' and will assess 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 that through public consultation at the earlier stages of the process *ie* up to the Preferred Options stage, that all issues and alternative strategies have had an appropriate airing and assessment. As the Plan advances to the next stages, there is limited opportunity to introduce new proposals
  - The extent to which the Council has worked collectively with neighbouring authorities and other public bodies (as required by the new duty to cooperate).
- 12.3 This will be the first opportunity for residents and stakeholders to comment on the plan since 2009 (and particularly the new locally derived growth requirements post RSS). Given the need to satisfy the above 'tests of soundness' it is considered this informal consultation stage in the LDF process

allows for such proposals to be fully explored. Failure to meet the above tests could result in the Plan being struck down (as has happened elsewhere). Therefore, it is felt there are no alternatives to preparing the preferred options of the Core Strategy.

## **13.0 IMPACT ANALYSIS**

### **Equalities**

13.1 The Core Strategy is 'equalities' neutral by focussing on land use matters. However, a Impact Needs Requirement Assessment (INRA) has been completed. The key area of possible impact on equalities relates to how the document is consulted upon. All consultations will be carried out in accordance with the Council's adopted Statement of Community Involvement.

### **Sustainability**

13.2 By law, planning must promote sustainable development. This is the underlying objective of the Core Strategy. To that effect, the Core Strategy policies have been tested against its own Sustainability Appraisal as outlined at paragraph 8.2 to this report.

### **Reduction of Crime and Disorder – Community Cohesion / Social Inclusion**

13.3 The Core Strategy contains policies which seek to promote crime reduction and social cohesion within new developments.

## **14.0 OTHER RELEVANT CONSIDERATIONS**

### **Financial Implications**

14.1 Costs have arisen from developing the evidence base and will arise from the consultations and subsequent Public Examination of the Core Strategy. Funding will be met from contingencies allocated to the LDF.

### **Legal Implications**

14.2 The Core Strategy, Sustainability Appraisal and Appropriate Assessment have been prepared in accordance with the Planning and Compulsory Purchase Act 2004, the Planning Act 2008 and the Localism Act 2011.

### **Policy Implications**

14.3 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 will be a material consideration as well 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.

### **Implications for other Services**

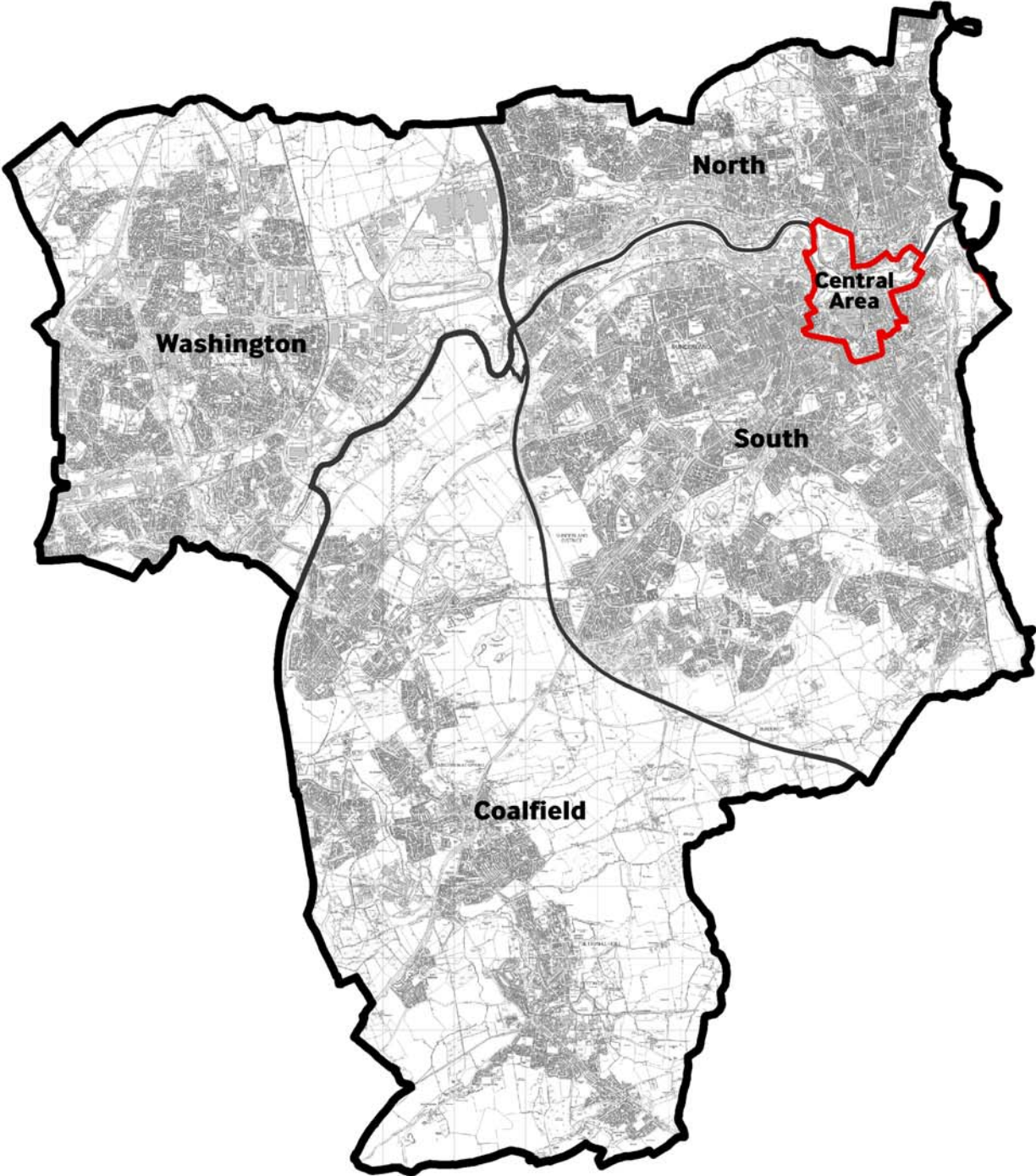
14.4 The Core Strategy policies reflect as appropriate other Council and LSP partners' strategies, plans and programmes. As such it should enable their land use aspects to be achieved in a co-ordinated and timely manner, for instance the land use decisions associated with the Council's waste management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

## **The Public**

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

APPENDIX 1 - THE CORE STRATEGY SUB-AREAS.

**Sub-areas of the city**



0 0.5 1 2 Miles

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# Core Strategy and Development Management policies



Local Development Framework  
Development Plan Document  
Draft Revised Preferred Options (March 2013)

  
Sunderland  
City Council



# **Core Strategy**

## **Development Plan Document Draft Revised Preferred Options**

March 2013

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## Foreword

The Core Strategy is the document that sets out how the city will move towards its vision for the future.

Sunderland, its economy and landscape has been transformed over the last 20 years. The transition from a city dominated by coal mining and heavy engineering to modern place with an attractive living environment and a healthy economy based on advanced manufacturing and knowledge based industries has been truly impressive. Much of the transition has been achieved by changing the way that land and property has been used in the city. Public and private sector investment has been used to revitalise and regenerate buildings and sites so that they can be used for purposes that are relevant to the changing needs of the city and region.

This new Core Strategy seeks to continue the transformation by ensuring that we have a clear understanding of how the city's land and property assets need to be developed to meet the challenges facing the city over the next 20 years. Whilst much has been achieved there is still a need to increase the numbers of good quality jobs available to local people and improve the choice of housing. In meeting these challenges we will need to make the right decisions about how we use the limited assets we have at our disposal and this document outlines the commitments that will move the city towards the agreed future objectives.



# Introduction





## **1.0 INTRODUCTION**

### **Why Do We Prepare These Plans ?**

1. Planning ensures that new development such as houses, offices and roads are located in the right place at the right time.
2. Most new development requires planning permission before it can be built. All councils are required by law to prepare and maintain up to date development plans that set out a long-term blueprint for the future (normally over 15 to 20 years) of their area. These plans set out planning policies to show which sites or areas can be developed and where other parts of the city should be protected. Policies can also say the uses for each site and even suggest how they might look. The current development plan for Sunderland, the Unitary Development Plan, was adopted in 1998 and was partially amended in 2007 by Alteration No. 2 which covers Central Sunderland.

### **What is the Core Strategy and why is it Important ?**

3. The Core Strategy sits at the heart of the our new development plan. The Core Strategy says how the city will change by 2032 by setting out the spatial vision and aims and the strategic policies required to deliver that vision. Most policies in the Core Strategy are not site specific. Taking its lead from the Core Strategy, a city wide Allocations Plan will provide the site specific detail. This may also be supplemented by Neighbourhood Plans which relate to small distinctive localities.
4. By outlining how the city will develop, the Core Strategy provides certainty for developers and communities as to how their proposals for development will be considered by the Council. It makes the process of submitting a planning application easier as the Council can provide a clear, consistent and up to date strategy which will direct sustainable sites across the city.
5. By providing certainty, the Core Strategy will also enable the Council to attract more funding and attract more investment (from businesses, residents and visitors). This will naturally help to create more jobs, attract new residents and sustain and enhance essential services and facilities such as shops, schools, doctors.
6. The Core Strategy will therefore affect everyone who lives, works, plays in or visits our City.

### **The Core Strategy in the Wider Context**

7. The Core Strategy is not prepared in complete isolation and is guided by other plans, policies prepared at the national, regional and local level.

## **The National Planning Context**

8. This Government has and continues to introduce a range of measures to reform the planning system. Fundamentally, it has sought to remove centralised controls and give local communities and areas greater control over their own futures. **The Localism Act (2011)** provides the main legislation by which this transfer of power will come.

9. The need to provide an up to date development plan remains. But in addition, communities can have a far greater influence over what happens where they live. They have the ability to bring forward Neighbourhood Development Plans, Neighbourhood Development Orders and Community Right to Build Orders. These new powers must be prepared in conformity with the Core Strategy and national policies, and are designed to foster and shape new development rather than inhibit it.

10. National planning policy was previously set out in 25 separate themed policy statements. In March 2012, the **National Planning Policy Framework (NPPF)** was published. This has consolidated and simplified all national policies into a single document. The objective underpinning the NPPF is the presumption in favour of sustainable development whereby plans must support sustainable growth.

## **Regional Context**

11. **Regional Spatial Strategies (RSS)** also form part of each council's development plan. They provide regionally based policies and set long term district targets primarily for future housing and employment needs and our own plans must conform to the RSS. Presently, the RSS for the North East remains in force, but under the Localism Act, the abolition of all RSSs is expected shortly. This will mean that we will be able to set our own growth targets (where supported by more up to date evidence). This Core Strategy has been prepared on that basis. Many of the existing RSS policies are still of value and where relevant, have been absorbed into this Core Strategy. In other respects, principally around housing and employment land targets, we have reviewed the evidence to provide new long term targets.

12. As a replacement to the loss of the regional tier of plans, The Localism Act introduces a duty for all local authorities and public bodies to cooperate on strategic cross boundary issues. To comply with this **duty to cooperate**, a draft protocol has been prepared to set in place the formal processes by which any cross boundary issues are taken into account as our respective plans are prepared. In preparing our Core Strategy, there has and continues to be an ongoing dialogue with our neighbouring authorities to ensure that the appropriate level of co-ordination is made towards the delivery of each other's proposals.

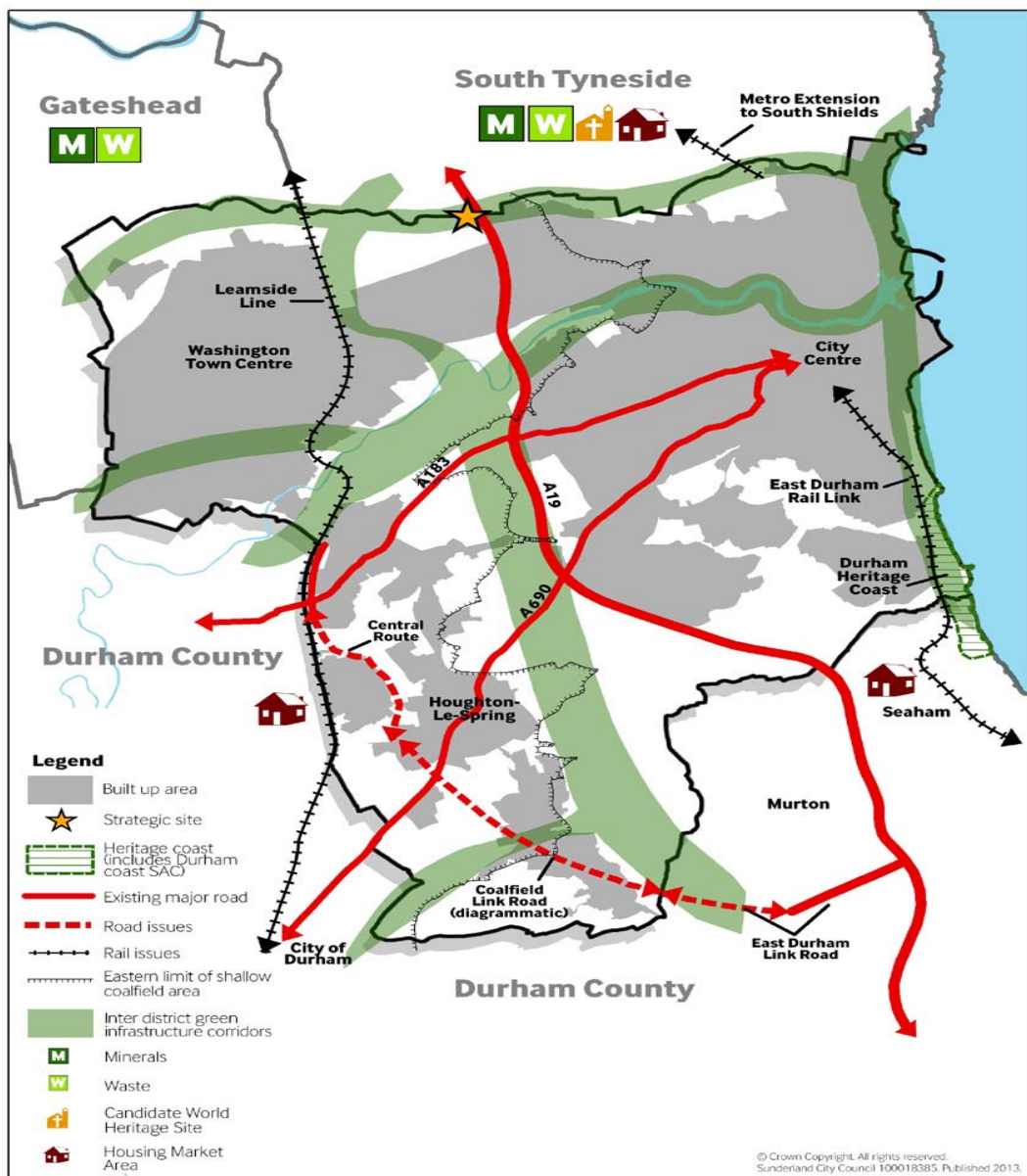
13. Some of the matters that have and will continue to require ongoing cooperation are shown on Figure 1 and can be summarised as follows :

### *Economic Prosperity*

- The potential to extend the proposed strategic employment site north of Nissan into Green Belt land within South Tyneside.

- Sunderland forms part of the North East Local Economic Partnership, consisting of Northumberland County Council, Durham County Council and the four remaining Tyne and Wear Authorities
- The designation of the North East Local Enterprise Partnership's (NELEP) Enterprise Zone (in 2011). Totalling some 117 hectares, it contains sites in Sunderland, Newcastle North Tyneside and Blyth. The Sunderland element of the Enterprise Zone is based at the Nissan Car Plant totalling some 42 hectares. This area will be promoted for advanced manufacturing, innovation, research and development in the ultra low carbon vehicles sector. The Enterprise Zones will benefit from amongst other things, a package of financial incentives and more simplified planning requirements.

Figure 1 : Cross Boundary Issues



### *Sustainable Communities*

- Sunderland's housing market does not necessarily stop at its administrative boundary and can extend into the neighbouring areas. Its important we work jointly to ensure that the right housing is provided in the right place and are supported by the relevant services and facilities

### *Connectivity*

- The future use of the Leamside Line.
- The potential for improvements to the Durham Coast railway line to facilitate local travel opportunities.
- The possibility of connecting the Pelaw-Sunderland Metro line with the Pelaw-South Shields line via a link near Biddick Hall in South Tyneside district.
- The future of the East Durham Link Road.

### *Environment*

- Strategic cross-boundary green infrastructure corridors.
- The coast (through the emerging Marine Maritime Plan), its SPA and SAC, its Durham Heritage Coast designation and the future National Coastal Footpath.
- As a partner with Gateshead and South Tyneside, we are part of the South Tyne and Wear Waste Management Partnership working towards meeting our joint waste targets.
- Responsibility of the North East councils to work together to meet requirements for minerals extraction.
- The Limestone Landscape Partnership, a partnership including Durham CC, South Tyneside, Sunderland, Hartlepool and Darlington that seeks to conserve the landscape, wildlife and heritage of the East Durham Magnesian Limestone.
- St Peter's Church in Sunderland and St Paul's Church in Jarrow are part of the twin Anglo-Saxon monastery of Wearmouth-Jarrow, where World Heritage Site is being sought.

### **The Local Context**

**14.** At the local level, the Sunderland Strategy 2008-2025 provides the overarching suite of priorities identified by the Council and its partners. Specific aims are identified around developing a more sustainable, prosperous, healthy, learning, attractive and inclusive city.

**15.** In 2010, the Council and its partners launched the Sunderland Economic Masterplan to guide the city's economic growth over the next 15 years. This integrates both the urban economic strategy and the spatial framework for the city. The Masterplan's long term vision for the city is :  
*"To create an entrepreneurial university city at the heart of a low carbon regional economy"*

**16.** This is underpinned by five aims that will have a spatial dimension :

**Aim 1: A new kind of University City** – developing Sunderland University’s ability to facilitate enterprise and innovation in the city.

**Aim 2: A national hub of the low carbon economy** – emphasising the city’s potential in pioneering a low carbon economy, linked to the Ministerial designation in that Sunderland will be at the geographic heart of the Low Carbon Economic Area in the North East.

**Aim 3: A connected waterfront City Centre** – emphasising the importance of the city’s waterfront position as a driver for economic development and place-making

**Aim 4: A whole-life, inclusive city economy** – ensuring the strategy delivers economic interventions that directly contributes to improving access to opportunity and reducing wordlessness and social exclusion in the city

**Aim 5: Entrepreneurial in economic leadership** – driving this ambitious city agenda will require clear, strong and entrepreneurial leadership around which resources and appropriate governance arrangements can be assembled.

17. These documents are fundamental building blocks, forming part of the our evidence base. Preparation of this Core Strategy has both been influenced by and, in turn, informed the Sunderland Strategy and Sunderland Economic Masterplan. The Core Strategy will therefore be the key mechanism for delivering the spatial objectives of these two important documents.

## The City in Context

18. Sunderland is a large city on the north east coast covering an area of 137 square kilometres. The River Wear bisects the city which flows though working farmland, landscaped parks, urban areas before finding its way to the busy Port of Sunderland and its beaches.

19. Sunderland has an estimated population of some 275,500<sup>1</sup>, though trends have highlighted that the population has been predominantly falling over the past 20 years (the proportion of residents from black and minority ethnic communities has risen in the last decade). However, projections now indicate that the population will continue to increase over the next 20 years.

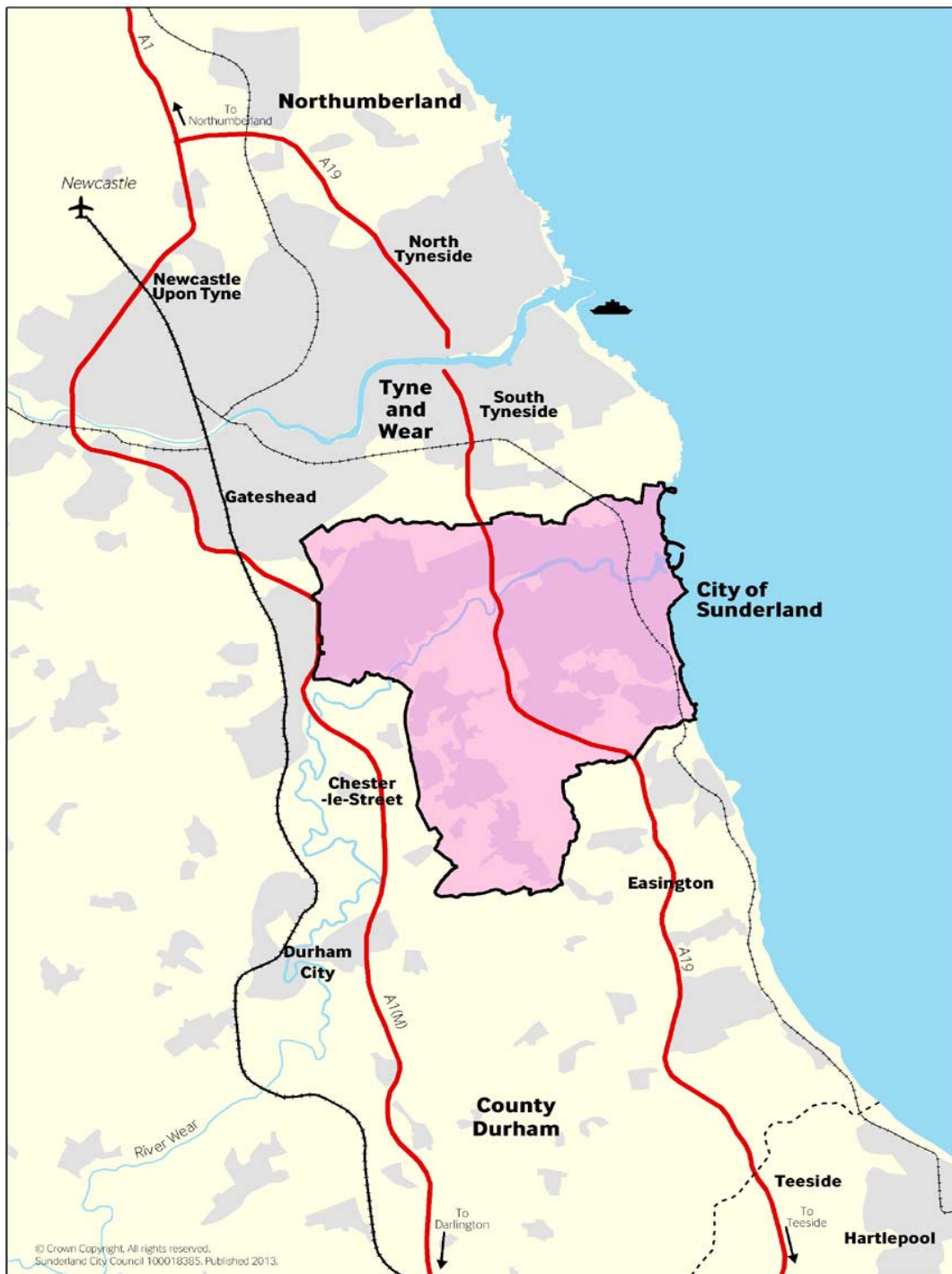
20. Despite its successes, parts of the city still suffer from deprivation - 70 of the 188 Census Localities (called Super Output Areas or SOAs) in Sunderland are ranked among the 20% most deprived in England.

21. Historically, Sunderland was one of the main economic powerhouses of the north east and the city was widely known for its coalmining, shipbuilding and the manufacturing of high quality glass which were shipped around the world. Over recent decades these operations have closed. Between 1975 and 1989, the city lost a quarter of its jobs as the main employment sectors declined.

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<sup>1</sup> Census 2011

**Figure 2: Sunderland in the Regional Context**



**22.** The city has since undergone a significant physical and economic transformation. In place of the traditional industrial sectors, have risen world leaders in automotive manufacturing following the location of Nissan in Washington and specialists in the financial and customer services. Sunderland now has a reputation for being one of the most IT-intelligent communities globally. In the last 10 years the city has attracted more jobs through inward investment than any other location in the North East, in part



through the impressive facilities such as Doxford International and Rainton Bridge South Business Parks.

**23.** The University of Sunderland attracts some 15,000 students (one in ten from overseas) to its prestigious modern campus at St. Peter's riverside, together with a £75million city centre campus. It has one of the best media centres in Europe and is well placed to influence the shaping of a new kind of university city.

**24.** For a city with an industrial background, Sunderland has a rich and diverse natural and cultural heritage. 57% of the city is green comprising open countryside (some of which is designated as Green Belt), sandy beaches, greenspaces within the urban fabric and over 80 sites recognised for their nature conservation value. The Council and its partners have been extremely active to deliver significant environmental improvements. Since 1974, over 1,000 hectares of former industrial land has been reclaimed for new uses such as major new country parks, business parks and Sunderland AFC's Stadium of Light.

**25.** Sunderland's housing stock is dominated by terraces and semi-detached properties and there is a shortage of detached dwellings. Two thirds of all homes fall into the lowest Council Tax bracket (Band A). This points to a need to remodel the existing housing stock to ensure that sufficient homes are provided of the right type, in the right place and in the right tenure to meet the city's existing and future requirements. As part of this, Gentoo, the city's largest single housing provider, continues a programme of modernising its existing housing portfolio.

**26.** The city is served by the A19 trunk road running north to south, the A1231 from east to west and the A690 linking the city to the A1(M) via the Coalfield. The Grand Central train service connects the city to London and the Tyne and Wear Metro links the City to the wider Tyne and Wear conurbation.

## **Key Planning Challenges and Opportunities for the City**

**27.** Despite the notable recovery, there remains a range of significant social, physical and economic challenges. The most important is the current global recession which is affecting growth at a national level, leading to a fall in living standards, rising unemployment, and worsening conditions for business.

**28.** The broad spatial issue for the Core Strategy is how the city can be remodelled into a more sustainable image in terms of the distribution of main land uses and activities to meet the needs of communities and businesses. This reflects the growing influence of car travel, but also the dispersed pattern of the city's development and as a consequence being less able to support good and efficient public transport systems, combined with the city's coastal location, a city centre quite offset from the centre of its attachment and major dividing features such as the River Wear and Magnesian Limestone Escarpment.

**29.** The limited choice in the city’s housing stock has, and continues to be, an important factor in why people chose to live elsewhere. This is particularly true for those residents with young families who have tended to move to neighbouring areas (primarily Durham and Newcastle). This has real spatial consequences for the city as schools, shops and services come under increasing pressure to remain viable with an ever decreasing customer base.

**30.** The key spatial challenges and opportunities for the Core Strategy can be summarised as follows :

Challenge	Opportunities
<b>Geography</b>	
<ul style="list-style-type: none"> <li>○ A substantial (but not inexhaustible) supply of brownfield land. Some cannot be viably developed without significant investment.</li> <li>○ The Magnesian Limestone Escarpment divides Sunderland from the Coalfields.</li> <li>○ Geography and topography fragment the City Centre from the river and coast.</li> </ul>	<ul style="list-style-type: none"> <li>○ The city has a good track record in regeneration</li> <li>○ Delivering key development areas in the Central Area to provide greater physical and functional links.</li> </ul>
<b>Sustainable Communities</b>	
<ul style="list-style-type: none"> <li>○ Parts of the city have high deprivation.</li> <li>○ Low levels of progression into higher education or higher earning jobs.</li> <li>○ Wealth and health fall below the UK average.</li> <li>○ Unemployment, whilst at a 25 year low, is higher than the national average.</li> <li>○ Housing choice has not kept pace with aspirations and income.</li> <li>○ A falling population over the last 10 years though this is forecast to grow.</li> <li>○ The city’s population is ageing.</li> <li>○ Family forming age groups with higher paid jobs are seeking wider housing choices elsewhere but commute daily into the city to work.</li> <li>○ Obesity is becoming more prevalent</li> <li>○ Educational attainment is improving but is below the national average.</li> <li>○ A mismatch between skills and jobs.</li> </ul>	<ul style="list-style-type: none"> <li>○ New housing allows us to re-balance the housing stock to meet demand and choice.</li> <li>○ New housing should maximise access to employment and services (physically and digitally).</li> <li>○ Established housing market renewal programme.</li> <li>○ Address physical factors of provision and access to formal / informal recreation space, decent housing, facilities for walking, cycling.</li> <li>○ Increasing the role of the University of Sunderland and Sunderland College in developing vocational skills and creating a learning and entrepreneurial spirit.</li> <li>○ Encouraging enterprise in schools.</li> <li>○ Taking a strategic approach to raising skills.</li> <li>○ Attracting and retailing young people in the city.</li> <li>○ Working with employers and jobseekers to match people to jobs.</li> </ul>
<b>Economic Prosperity</b>	
<ul style="list-style-type: none"> <li>○ 16.6% of the city’s employment is based in the City Centre but lacks high quality office space.</li> <li>○ Some employment areas require investment.</li> <li>○ A reliance on a narrow range employment base ie cars and contact centres.</li> <li>○ Competing demand for non-employment uses in employment areas.</li> <li>○ Less spending power results in less investment from new retailers.</li> <li>○ The City Centre underperforms by comparison to its neighbouring competitors</li> <li>○ Smaller shopping centres have a poor image and require investment.</li> <li>○ More people choose to shop on-line.</li> </ul>	<ul style="list-style-type: none"> <li>○ Sunderland is the most digitally connected city offering resilient connectivity for businesses.</li> <li>○ The Low Carbon Economic Area and the Enterprise Zone will drive investment.</li> <li>○ Expanding growth in software, low carbon businesses and those associated with the health and creative industries.</li> <li>○ Availability to diversify employment opportunities and expand on growth at Nissan.</li> <li>○ Good track record of attracting inward investment.</li> <li>○ Existing sites provide opportunities for comparison and convenience retailing.</li> <li>○ The Port that now attracts more business.</li> </ul>
<b>Environment</b>	
<ul style="list-style-type: none"> <li>○ High quantities of green space, though not all are of sufficient quality.</li> <li>○ Tackling climate change.</li> <li>○ An underutilised seafront.</li> <li>○ Ensuring development remains sympathetic to our built heritage and natural assets.</li> </ul>	<ul style="list-style-type: none"> <li>○ World Heritage Status for St Peter’s will drive heritage led regeneration.</li> <li>○ Reducing greenhouse gases by 80% by 2080.</li> <li>○ Public realm improvements to ensure places remain attractive to live work and play.</li> <li>○ High quality tourist attractions e.g. a revitalised Seafront and successful events management.</li> </ul>
<b>Connectivity</b>	

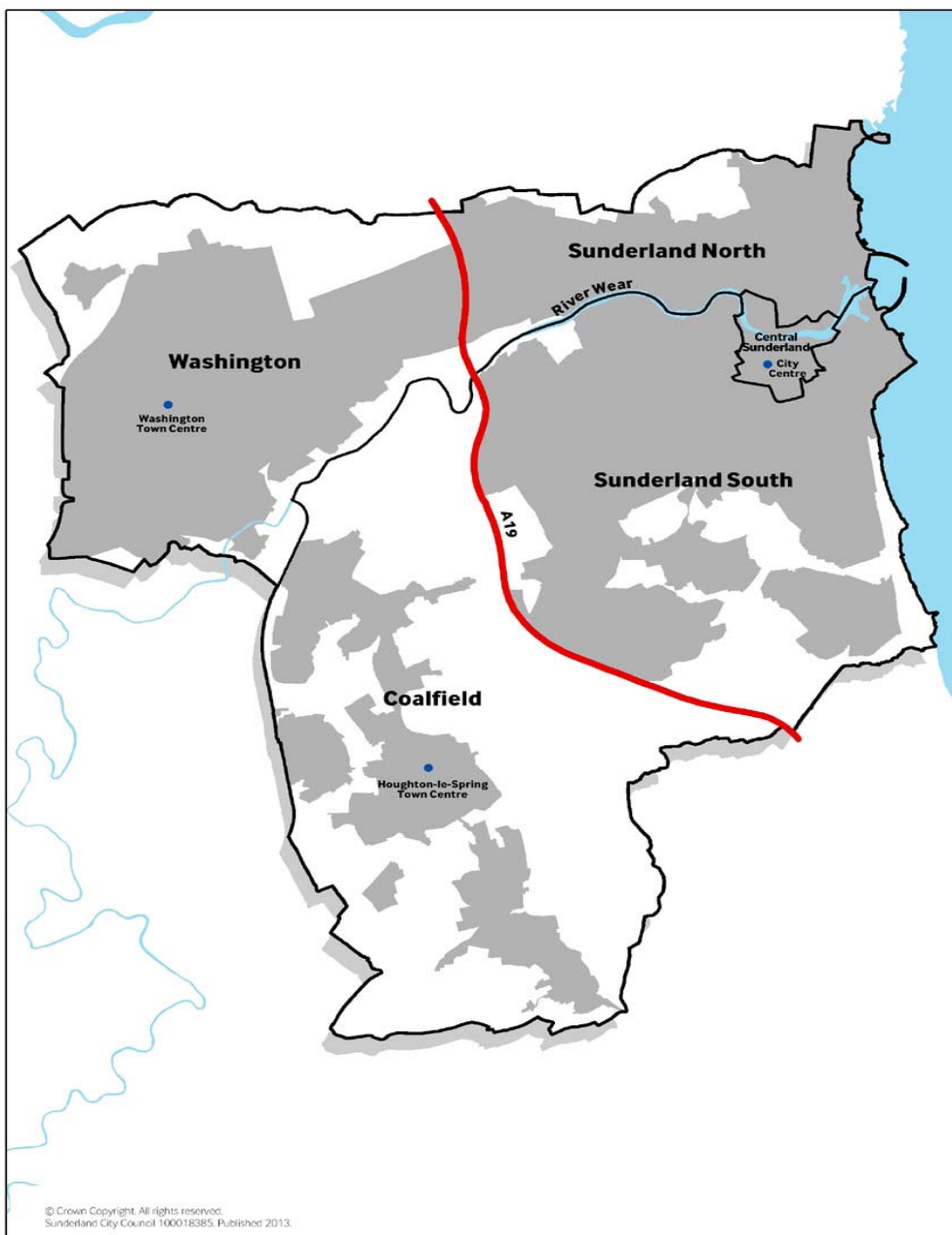
- Poor public transport access from the Coalfields and Washington to the City Centre.
- Car is the dominant mode of travel.
- The Metro does not all of the city.
- The Leamside Line provides an opportunity to improve connectivity.

- Government funding confirmed for the new Wear Crossing.
- Realisation of the wider SSTC.
- Nexus exploring the viability of extending the Metro across to Washington and the Coalfields.

## Defining the City in Spatial Terms

31. This Core Strategy has divided city down into 5 sub-areas to reflect their geographical, functional and operational distinctions. This section provides an overview of each area and outlines the issues and opportunities within it and indicates a “direction of travel” for Core Strategy policy.

Figure 3: The Core Strategy Sub-Areas



## **The Central Area**

**32.** The Central Area is a small geographic area close to the mouth of the Wear. Straddling both sides of the river, it contains the main commercial and administrative area of Sunderland and includes the City Centre and the City Centre Retail Core.

### **Key issues and constraints**

- *Need to develop the city centre office market*
- *Declining city centre vitality and viability*
- *Limited residential population*
- *Need to protect setting of candidate World Heritage Site*

### **Opportunities and growth**

- *Development of the Strategic Site at Vaux/ Farringdon Row will bring new employment and housing to the City Centre and enhance its vitality and viability*
- *The University and Software City are key drivers in the growth of the city's knowledge-based economy*
- *The regeneration of Sunnyside will create a mixed-use urban quarter in the city centre*
- *Stadium Village has the potential to accommodate large-scale leisure uses*
- *Centre of the public transport network*
- *The designation of the candidate World Heritage Site at St. Peters will create a world-class heritage designation and attract tourists to the city.*

**33.** The need to regenerate the city centre is a priority of the Council. A key element in this is the need to “grow” the city centre office market in order to provide the range and number of city centre B1 offices found in other similar sized cities. The former Vaux brewery site – along with the adjacent Farringdon Row site - is the only site of sufficient size in the city centre which gives 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.

**34.** Apart from the multi-storey blocks in the city centre, the proportion of residential properties is limited in Central Area. New residential development combined with a new office quarter on the Vaux site will have a number of positive regenerative effects. The re-development of the Vaux/ Farringdon Row site will be an important component in the City Council's strategy for encouraging people to remain, or move back into the city centre. Residential use elsewhere within the City Centre e.g. above shops will also add to its vitality and viability and will be supported.

**35.** Alongside the development of the Strategic Site, other complementary business uses will be fostered in the city centre. The potential of Software City as an incubator for new technologies will be built-upon, and new initiatives brought forward in the city centre to support the movement towards the creation of a “University City” as outlined in the Economic Masterplan. The University's plans for the development of its two city centre campuses will be supported to ensure that its role as a major centre for learning is also maintained.

**36.** The retail function of the city centre needs to be enhanced if the centre is to maintain its vitality and viability. The 2012 Retail Needs Assessment highlights a qualitative need for new convenience and – especially - new comparison floorspace in the City Centre. Within the Retail Core (see plan X) there are a number of sites that are capable of redevelopment for retail use, primarily the Holmeside Triangle and the Crowtree Leisure Centre. The realignment of St. Marys Way, as part of the redevelopment of the Vaux site, will allow new retail sites to be provided as part of the remodelling of properties on High Street West.

**37.** The Central Area extends across to the northern bank of the river and takes in Stadium Village which comprises the Stadium Park and Sheepfolds development sites. A Development Framework has been prepared to provide a comprehensive masterplan to guide development of the area. A masterplan is also being prepared to guide the development of the Bonnersfield area which takes in the area between the University's St. Peter's Campus and the Wearmouth Bridge. This area is suitable for a mixture of education uses along with new residential development, here development will have to be mindful of the need to protect the setting of the adjacent candidate World Heritage Site.

**38.** Public transport provision in Sunderland converges on the city centre. There are four Metro stations in the Central Area with the Public Transport Interchange at Park Lane provides modern facilities linking the Metro with local and long distance bus services. National and regional train services run from Sunderland Station. The Sunderland Parking Strategy 2004 indicates that while there is an adequate supply of parking spaces in the city centre, the quality of the car parks overall needs to be improved.

**39.** Stadium Village and the city centre have been highlighted to be in need of much improved public realm, and as regeneration takes place in the city centre, development should support improvements to north-south and east-west connectivity. The Council's City Centre Investment Corridors initiative will assist in focussing resources in key streets in the City Centre.

**40.** The city centre has a unique historic environment. It features a particular concentration of heritage assets (over 150 Listed Buildings, 4 Conservation Areas, a registered historic park and garden and a candidate World Heritage Site at St. Peters), which combine to give it an especially distinctive and high quality townscape character and sense of place. This environment should be conserved in a constructive and pro-active manner that capitalises on its proven regenerative role and tourism appeal. The City Council's Central Area Urban Design Strategy (July 2008) provides a detailed approach to ensuring architectural and design excellence in the city centre and adjoining areas on the northern bank of the river.

**41.** The area has a number of major green spaces and parks, such as Mowbray Park (which is identified as a historic park), and Galleys Gill which provide vital areas of recreation and form part of wider green infrastructure corridors. The opportunity to create new green spaces and public squares in

the city centre as part of large redevelopment schemes will be pursued such as the Minster Quarter.

### **South Sunderland**

**42.** Sunderland South sub-area covers an area of some 4,284 hectares and is the most populated sub area of the city, in 2010 it had a population of around 119,532 people (around 42% of the city population). It has the natural boundaries with the River Wear to the north and Coastline to the east as well as the A19 around the west and south.

#### **Key issues and constraints**

- *The area suffers from limited access to green space*
- *Green wedges between the urban area will help preserve the identity of communities*

#### **Opportunities and growth**

- *The Port is identified in the Economic Masterplan as having a major role*
- *Doxford International is a key employment area*
- *Major development sites at Groves, Chapelgarth, Cherry Knowle and South Ryhope will provide regeneration benefits arising from new housing development*
- *Gentoo has a significant regeneration programme in South Sunderland*
- *Public transport along radial routes provides an efficient and sustainable service*
- *The SSTC will provide access opportunities for sites along the river corridor*

**43.** Primary Employment Areas are identified at Doxford International, The Port and Pallion Shipyard. Doxford is an established business park with high-density office accommodation for a range of local, national and international firms. Sites at The Port and Pallion Shipyard have potential to accommodate developments that will support emerging offshore markets. The area also has three long-established employment areas at Pennywell, Leechmere and Hendon.

**44.** The strategic location of the Port at the mouth of the river gives it significant accessibility advantages for shipping. The Economic Masterplan highlights the potential role of the Port as a major facility in supporting the emerging offshore wind industry. The freight line to the Port from the Durham Coast rail line provides heavy goods freight access and is an important asset. New vehicular access to the Port is proposed as part of the Sunderland Strategic transport Corridor.

**45.** South Sunderland is a popular residential area. The area contains the largest proportion of the city's housing stock and has the potential capacity to meet a significant proportion of the city's housing requirement. Five Locations for Major Development have been identified for residential development in the area. Four of these - Chapelgarth, Cherry knowle, South Ryhope and Burdon Lane - are in close proximity to each other and offer the potential to be developed comprehensively as the "South Sunderland Growth Area".

**46.** A fifth LMD has been identified at the former Groves Crane factory. A long established regeneration site, this was identified for residential use in the UDP Alteration for Central Sunderland. A development framework has been prepared to guide development.

47. A new Metro station is proposed as part of the redevelopment of the former Groves Cranes site, and consideration may also need to be given to a further new station at Millfield to support the development sites in the locality (Lisburn Terrace, Deptford Terrace). The radial roads stretching through the area afford good connections with the City Centre.

48. Despite being the most densely developed sub-area, the area contains a range of built and natural features which add to the character of the area. The area has a distinct urban history and rich architectural heritage. This is reflected in the number and varying character of conservation areas in the sub-area.

49. Green space is at a premium in much of the sub-area due to the densely built-up nature of the area. Residential communities on the periphery are separated by open breaks and wedges which preserve their distinct identities.

### **North Sunderland**

50. The Sunderland North sub-area is highly urbanised with just over 58,000 residents. This represents 21% of the City's population. It is clearly bounded by the coast to the east, the Green Belt to the north, the A19 to the west and River Wear to the south.

#### **Key issues and constraints**

- *The area is highly urbanised and limited in land for new housing and future employment allocations*

#### **Opportunities and growth**

- *The Sea Front Strategy and Marine Walk Masterplan will assist in revitalising the seafront*
- *Gentoo regeneration programme will provide more homes and increase housing choice in the area*
- *Areas of the coast are designated as Special Protection Areas (SPA's)*

51. The Council's 2012 Employment Land Update identifies the employment areas at Hylton Riverside and Sunrise Business Park as Primary Employment Areas. These are thriving modern estates with a wide range of businesses. The area has a major role to play in the City's tourism industry. The City Council and its partners are aiming to regenerate the Roker and Seaburn seafront to create an attractive environment, building on the area's heritage and natural environment. A planning and regeneration framework – the Seafront Regeneration Strategy - is already in place to steer the development of the area.

52. North Sunderland has two distinctive housing market areas: the Northern Suburbs to the west of the area and the Northern Coastal areas to the east. The eastern part of the area, Seaburn/ Roker, is popular for higher value housing due to its coastal location. Housing renewal is planned for several communities in the western part of North Sunderland.

## Washington

53. Washington is a stand alone settlement built in the 1960s as part of the New Towns Programme and has the second largest population of all of the sub-areas, with approximately 56,500 residents. Developed into a series of villages, it is interperced with modern employment areas. It has proved attractive to businesses and residents.

### **Key issues and constraints**

- *There is limited potential for new housing and employment allocations within the built-up area*
- *The viability and vitality of the Town Centre needs to be maintained*
- *The characteristics of the New Town and its villages, such as the separation of conflicting land uses and substantial landscaping and open space, should be protected*
- *No passenger rail or metro services in the area.*

### **Opportunities and growth**

- *Washington's location on the strategic road network makes it highly marketable for industry and business*
- *Sunderland's designation as a Low Carbon Economic Area places the city, and particularly Nissan, at its geographical centre*
- *The North of Nissan site will add significantly to the portfolio of sites capable of attracting inward investment*
- *Development in the Enterprise Zone will intensify land uses for employment.*

54. For some time Washington has played a major role in the local and regional economy due to the availability of modern, high quality, business accommodation and access to major road networks. The Economic Masterplan highlights the new role that Washington will play as the City's economy is moved towards a greater emphasis on modern, low carbon businesses. The declaration of the Low Carbon Employment Area and, more recently, the Low Carbon Enterprise Zone provide a key positive direction in the development of Washington as a major location for new and emerging low carbon businesses. The success of the Nissan plant will be a significant factor in driving this.

55. The importance of Washington to the local economy is reflected in the recent Employment Land Update (2012). The Update, which takes forward the principles of the EMP, highlights the role that the area can play in supporting the development of the low carbon economy. In particular it highlights that Nissan, Turbine Park and some of the Washington Estates are key to the local economy and as such are recognised as Primary Employment Areas.

56. The Council's Employment Land Reviews (2009 and 2012) highlighted the need to seek a release of land to accommodate potential demand in the Washington area in the future. Due to the constrained nature of the area, this requirement was considered to be best met in the form of a large site to the north of the existing Nissan car plant.

57. Washington is limited in its future new housing land allocation due to the village layouts and surrounding Green Belt, open space and employment allocations. The area may have potential as a location for executive housing.



58. The New Town was designed with road vehicles – particularly the car - as the primary form of transport and the town. This results in sustainable transport options being relatively limited with buses being the main form of public transport available. The City Council, with partners, will support initiatives that encourage and enable faster services to/from Washington, particularly from Sunderland.

59. The main issue concerning connectivity stems from the development of the proposed Strategic Site to the north of Nissan as this will generate significant levels of traffic. The Council is liaising with the Highways Agency and other transport partners to ensure that the site can be operated effectively within the highway network. In the longer-term there may be a need to carry out improvements to the network.

60. The Green Belt encompasses the new town. Areas of Green Belt are allocated North of the River Wear aiming to protect the attractive rural nature of the riverside, emphasise the separation of uses between Fatfield and the Pattinson Industrial Estate and further prevent Fatfield from encroaching into the Wear Valley.

### **Coalfield**

61. The Coalfield is the largest of the sub-areas in the city, covering over 5,500 hectares, approximately 42% of the city. It is made up of a number of former mining towns and villages that include Houghton-le-Spring and Hetton-le-Hole. It is the least densely populated of the sub-areas housing only 17% of the city's population.

#### **Key issues and constraints**

- *Poor access to employment areas within and around the Coalfield*
- *Poor housing choice and environment contributing to out migration*
- *Houghton town centre is in need of regeneration and has a relatively poor retail offer leading to residents shopping elsewhere in the city and neighbouring authorities*
- *The Coalfield sub-area has more flood risk areas than elsewhere in the city*
- *No passenger rail or Metro services in the area.*

#### **Opportunities and growth**

- *Release of unviable employment land provides regeneration opportunities for the Coalfield*
- *The Gentoo renewal programme will provide more homes and increase housing choice in the area*
- *The re-opening of the Leamside Line would improve accessibility for the area*
- *The completion of the Central Route will improve access to the area*
- *The area has significant tourism potential due to historic industrial heritage and transformed natural environment.*

62. For some time the Coalfield has been the focus for housing development that has helped to absorb demand for housing in Washington; some 26% of new housing developed in the city since 2005 has been located in the area.

63. Compared to the other sub-areas the Coalfield has few modern employment areas. With the exception of Rainton Bridge (the only Primary

Employment Area in the Coalfield), the local employment areas comprise older estates with poor accessibility to main transport routes. This has resulted in limited market demand for land and premises. Some employment land has been released and redeveloped for new housing but the pressure for release continues as the popularity of the area as a location for new house building has grown. There is a need to balance out demands for these two land uses to ensure that the Coalfield can thrive.

**64.** New housing development in the Coalfield should seek to rebalance the local housing stock, including the creation of executive homes and affordable dwellings. Widening the range of housing types in the Coalfield is necessary to meet local need and to stem the out-migration of the city's residents to neighbouring areas such as County Durham. The focus for new development in the Coalfield will be on brownfield land, in sustainable locations. However, it is recognised that to meet the allocated housing numbers some greenfield sites may have to be developed.

**65.** The Council's 2009 Retail Needs Assessment highlights that there is a need to enhance the retail role and function of Houghton Town Centre. In this respect a scheme for the redevelopment of the former Houghton colliery site on the edge of the town centre to provide a new supermarket is being progressed.

**66.** The Coalfield is home to a large community of travelling show people, with two yards, one at Grasswell Terrace and one at Pearsons Industrial Estate. The Council will ensure the housing needs of this community are met when considering housing sites in the Allocations DPD.

**67.** The linear form of the Coalfield conurbation results in movement through the area being difficult. There is a particular reliance on public transport.

**68.** The development of the Central Route will remain an ambition. This road will enhance access to employment areas in the Coalfield and enhance their marketability. In the longer term the development of the Coalfield Regeneration Route around the west side of the area and round to the A19 link road at Dawdon will continue to be pursued with Durham County Council.

**69.** The underlying geology of the area gives rise to particular planning issues:-

- The Magnesium Limestone Escarpment is the city's most significant geodiversity and biodiversity asset and therefore should be protected from development that may result in its unnecessary erosion or harm.
- The area also contains significant minerals reserves. Both of the city's operational quarries, Hetton Moor House Farm and Eppleton Quarry, are located in the Coalfield. Four Mineral Safeguarding Areas have been identified in the Coalfield. Extraction at Warden Law, Great Eppleton and Pitlington Hill could have consequences for the city's Green Belt and open countryside.

## **Spatial vision and objectives for the city**

**70.** The spatial vision for Sunderland is a product of the Sunderland Strategy, the EMP and takes into account the issues identified for the city.

*“An internationally recognised city which offers a great quality of life with an enhanced, entrepreneurial and progressive low carbon economy.*

*Sustainable development and growth will see a distribution of land uses creating a city where residents have access to first class services, facilities and opportunities.*

*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.”*

### **What Sunderland will look like by 2032 ?**

*The population of Sunderland is growing. There is an increase in the birth rate and in-migration, attracted by the improved mix of high quality housing to suit different needs at affordable prices, with more younger, economically active age groups are living and studying in the city.*

*Communities are playing an active role in shaping and managing their neighbourhoods and contributing to the city's economy. As a result of housing renewal and investment, the city's housing stock has considerably improved. Several major housing estates such as Pennywell, Mill Hill and Racecourse are now attracting a wide range of new residents. Investment in new and existing housing has led to district and local centres being at the heart of communities, playing a vital role in reducing carbon emissions and improving walking, cycling and the health of residents.*

*Job opportunities are diverse and plentiful in an economy concentrating on low carbon technologies and knowledge based industries underpinned by a major university. The city is a draw for major investment in high-tech industries, attracted to the city by local entrepreneurial activity as well as a high number of graduates and the quality of its infrastructure.*

*The University of Sunderland and Sunderland College have and continue to play vital roles in developing the city's economy, ensuring it is a dynamic enterprise-driven urban culture, attracting the best minds and investment.*

*A network of green infrastructure has been established across the city, linking in with housing and employment. This has helped to increase biodiversity and wildlife whilst also improving provision of green, open space for all residents and visitors. The green network includes enhanced environments of the Coast and the River Wear that link the city with its neighbouring authorities. The city's natural habitats and species have been protected and are in admirable condition.*

*The city's built heritage has been protected and plays a vital cultural role, ensuring the city's past, with its early Christian, medieval and industrial heritage, is not forgotten. Conservation areas and listed buildings have been revitalised with sensitive and appropriate development and help to ensure that the city's townscape sustains a distinctive sense of place.*

*Improved public transport, including a rejuvenated Metro system, has played a key role in providing a more sustainable city, with improved links between areas and enhanced connectivity between Sunderland, the city-region and the rest of the country. There is less need for residents to use their cars for work and shopping trips.*

*The city centre has been revitalised and has become the destination of choice for the whole city to live, work and play in. The development of the Vaux and Farringdon Row sites have introduced a new and attractive place to work and live. New retail development in the City Centre Retail Core has consolidated the sub-regional role of the centre. Together these sites have created a vital and viable centre which continues to attract higher order retail operators. Environmental enhancements have increased the attractiveness of the City Centre, with new and refreshed public space, shops and entertainment linked by improved pedestrian access.*

*Key sites in Central Sunderland have also been developed, removing former dereliction and vastly improving the city's environment, enhancing the perception of Sunderland as an attractive place to live, work and study. They are linked by the Sunderland Strategic Transport Corridor that provides enhanced access from the Port to the A19 via a landmark bridge crossing the River Wear. Its development has brought about an environmental upgrading of this key gateway into the City Centre.*

*Employment on both the Enterprise Zone and new strategic employment site at Washington has led to the city becoming an international focus for low carbon technology, research and development, focussed around the Nissan car plant and ultra low carbon vehicles. Washington's location and accessibility to the strategic road network, large amounts of land for economic development, has led to increased job creation benefits for the city and sub-region.*

*South Sunderland has been a focus for new house building introducing a much needed mix of housing and providing the city with a supply of higher value executive homes. This has been a major contributor in diversifying the city's housing stock further.*

*Doxford International is still a thriving business park and is home to a wide range of multinational companies drawn towards its prestigious high specification offices and availability of leading-edge telecommunications.*

*The Coalfield has been regenerated and has seen sustainable growth. The development of the Central Route has improved accessibility to the area. Rainton Bridge is now fully occupied and is a major source of employment in the area. New housing has led to an increased population whilst Houghton town centre now provides an enhanced retail offer.*

*The Seaburn and Roker seafront plays a major role in attracting tourists into the city, along with the development of Stadium Village for leisure related uses, and the World Heritage Site at St Peter's*

## **Spatial Objectives**

**71.** The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

<b>Spatial Objectives</b>	<b>Primary Policies</b>
<b>1. Spatial Development and Growth</b> Ensure an appropriate distribution and balance of employment, housing growth and other competing land uses in the context of maximising the reuse of previously developed land so as to minimise the urbanisation of greenfield land, whilst planning for sustainable growth of the city's population, including the retention of young economically active age groups.	<b>CS1</b> <b>DM1</b>
<b>2. Climate Change</b> Adapt to and minimise the impact of climate change by reducing carbon emissions and seeking to reduce the risk and impact of flooding.	<b>CS6</b> <b>DM1</b> <b>DM5</b> <b>DM6</b> <b>DM7</b>
<b>3. Economic Development</b>	<b>CS1</b>

Facilitate economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, and strengthen existing industry.	CS2 CS3 DM1 DM2 DM3
<b>4. Housing</b> Provide enough land for to meet the city's housing requirement and ensure a range and choice of housing types and tenures including increased provision of affordable and executive homes.	CS1 CS2 CS4 DM1 DM2 DM4
<b>5. Accessibility</b> Implement sustainable transport solutions that enhance the city's profile, its economic competitiveness and achieve low-carbon outcomes whilst enhancing accessibility for all to a full range of facilities and jobs and reducing dependency on the car. To implement traffic management measures to manage congestion and associated environmental and health impacts of traffic.	CS5 DM1 DM5
<b>6. Green Infrastructure</b> Protect the city's biodiversity, geological resource, countryside and landscapes, including the River Wear, the coast and the Magnesian Limestone Escarpment and seek opportunities to enhance that resource where possible, whilst ensuring that all homes have good access to a range of interlinked green infrastructure.	CS6 DM1 DM6
<b>7. Neighbourhoods and Communities</b> Develop cohesive, inclusive and attractive sustainable communities and neighbourhood that are well integrated with schools, shops, services, facilities and open space whilst ensuring that the diverse needs of the city's different communities are met.	CS4 DM1 DM4
<b>8. Well-being</b> Improve and protect citizens' health, promote healthy lifestyles and ensure the development of facilities to enable lifelong learning to reduce inequality and ensure a high quality of life.	CS4 CS6 DM1 DM3 DM4 DM6
<b>9. Waste and recycling</b> To increase the reuse and recycling of 'waste' in line with sub-regional responsibilities and plan for the most sustainable way of disposing of the remainder.	CS8 DM1 DM8
<b>10. The City Centre and other main centres</b> To expand and develop the City Centre and its fringe into a vibrant and economically buoyant entity connected to its River and Coast, by improving and expanding the office and retail offer, whilst securing the viability and attractiveness of district and local centres.	CS1 CS2 CS3 CS4 DM1 DM2 DM3 DM6
<b>11. Design and heritage</b> To increase the contribution that urban design and valued cultural and heritage assets can make to the image of the city and the quality of life of its residents.	CS6 DM4 DM6
<b>12. Minerals</b> To manage the city's mineral resources ensuring the maintenance of appropriate reserves to meet the future needs of the community whilst making sure that environmental impacts are properly considered.	CS9 DM1 DM9

## How Has This Core Strategy Been Put Together?

**72.** This Revised Preferred Option draft of the Core Strategy has not been prepared in isolation. It is the product of robust evidence, public consultation and a Sustainability Appraisal undertaken by the City Council and its partners. In addition, it has been informed by:-

- The Sunderland Strategy 2008 – 2025
- The Sunderland Economic Masterplan (2010)
- The National Planning Policy Framework and previous statements of national planning policies
- The North East of England Plan (the Regional Spatial Strategy)
- The results of a comprehensive evidence base
- The findings of the accompanying Sustainability Appraisal
- Other plans and strategies which have a spatial impact prepared by the City Council and its partners.
- The outcome of extensive engagement activities with the public, local businesses and partners. Consultations began in late 2005 with the Issues and Options Draft, the Preferred Options Draft in 2007/08 and latterly the Alternative Approaches in 2009
- Looking at and considering other reasonable alternatives. Accompanying each Preferred Options policy are a series of 'Rejected Options' which demonstrates how each policy has been tested, analysed and justified in terms of the wider policy review, public consultation and the Sustainability Appraisal.

**73.** This Core Strategy is therefore broken down into two parts :

- 1) A suite of 10 broad **city wide policies** that bring together the range of policy requirements. In summary, these relate to :
  - The spatial growth and regeneration of the city and how new development will be distributed in the five separate sub-areas : Central Area; Sunderland North; Sunderland South; Coalfields; and Washington
  - Developing the city's economic prosperity to meet the long term employment and retail requirements (as informed by evidence on employment land and retail needs)
  - Ensuring there remains a sufficient supply of housing land to meet existing and future needs (for both general market and affordable housing)
  - Ensuring that movement and travel promotes the city's sustainable regeneration
  - Protecting and enhancing the city's built and natural environment
  - How the city will effectively manage both minerals and waste
  - How the city will manage and respond to changing circumstances
- 2) A suite of detailed **development management policies** which take their lead from the higher tier Core Strategy policies, which are to be used on a day to day basis to inform planning applications. These policies cover areas such as :
  - Managing the release of new sites giving priority to re-using brownfield land and other sustainable sites
  - The control and development of new and existing employment sites

- Detailed requirements as to new residential development including the required mix of types, affordable housing requirements, student accommodation
- The control of new development within the open countryside, including Green Belts.

**74.** This is the first time that development management policies have been consulted on, so the wording contained in this document should not be treated as finalised. Future drafts of the development management policies will be shaped by comments received through the consultation process and will include additional explanatory text to assist with context and definitions.

**75.** The strategic policies are illustrated on a 'key diagram' which shows their geographical relationship.

### **Supporting Documents To This Core Strategy**

**76.** This version of the Core Strategy is accompanied by three supporting documents :

- **Sustainability Appraisal** report as required by the Planning and Compulsory Purchase Act 2004. 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), and again a legislative requirement has also been prepared.
- The **Infrastructure Delivery Plan** which demonstrates what infrastructure is required to support planned growth and development, how much will it cost, where the money will come from to provide infrastructure and who will be responsible for its delivery.

**77.** All supporting studies, government guidance and other reports used to reach these Preferred Options are available from the City Council's website ([www.sunderland.gov.uk/ldf](http://www.sunderland.gov.uk/ldf)).

### **Developing the Core Strategy During the Economic Downturn ~ Delivery and Viability**

**78.** This Core Strategy is being brought forward at a time of great economic uncertainty which has significant implications for how the policies and proposals will be implemented or "*delivered*".

**79.** Where possible it has been designed to allow for flexibility in development in order to ensure that its vision and objectives are met. This will allow for key strategic elements to be delivered whilst allowing for future uncertainty.

**80.** Where a Core Strategy policy potentially places an undue burden on development, potentially affecting its viability, an alternative will be considered following robust justification clearly stating why the proposal is not deliverable or financially viable. The Council may however seek to place time limits on implementation or seek other measures to ensure the sustainability of the development.

### **What are Strategic Sites and Locations For Major Development ?**

**81.** Whilst the Core Strategy cannot be a site specific plan, it can by exception allocate sites which are considered to be central to the achievement of the strategy and where investment requires a long lead-in. The Core Strategy proposes to allocate two such sites at Vaux / Farringdon Row and on land to the North of Nissan (at Policy CS2).

**82.** The Core Strategy also outlines several Locations for Major Development (LMDs). Although not central to the delivery and success of the Core Strategy, these LMD's can help to regenerate large sites across the city, primarily in Central Sunderland. Planned in a comprehensive fashion, these would have a significant impact upon the pattern of land use within the city. These locations do not constitute site specific allocations, but provide further context for future development options. The LMDs will be refined in further detail in the emerging site specific Allocations Development Plan Document.



# Revised Preferred Options policies





# Chapter 1 : Spatial development, growth and regeneration in Sunderland.

## Introduction

**1.1** At national level, the NPPF outlines a set of core land-use planning principles that should underpin plan-making. Plans should:-

- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable;
- set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;
- take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them,

**1.2** These key principles have been embraced in Policy CS1.1.

## Background to Spatial Development and Growth policy

### What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the policies for the spatial approach to development and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- Of the 4 approaches tested in 2009, Approach D was the preferred option, which is reflected in Policy CS1.1.
- Approach 'C' risked a heavy reliance on brownfield land which is not truly deliverable
- There was concern over limiting development in the Coalfield, and many responses wanted to see some growth

### Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2012) highlighted:-

- Approach D will improve the city's economy and help to increase the population of the city and have positive impacts on health, transport, heritage and building sustainable communities in Sunderland. However, there would be negative environmental impacts (it should be noted that all four approaches had negative aspects). This approach offered the most favourable outcome of the four approaches tested.
- The policy aims to direct development to the most sustainable and easily accessible areas- Central Area and Sunderland South. This will also help to ensure that the use of previously developed land is maximised, helping to ensure that green infrastructure across the city is protected. However, housing led regeneration in the coalfield could mean more residents there travelling out for work. As a key provider for employment land, Washington will help grow the city's economy.
- Prioritising the City Centre for office development and retail, will mean that the most intensive uses are located in the most sustainable location but could also lead to more congestion. However, the amount of land proposed for economic

development could potentially have a detrimental impact on the green infrastructure and biodiversity within the city. The policy is likely to have a positive impact on the city's economy and population. Emphasis is given to enhancing training and learning so as to enhance opportunities for securing new employment.

### **Spatial Strategy**

**1.3** The Spatial Strategy set out in Core Strategy policy CS1 emphasises the role that each sub-area will play in accommodating the development needs of the City. It also sets out where development will be located over the plan period.

**1.4** The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

### **Delivery of Spatial Objectives :**

**1. Spatial Development and Growth** - *Ensure an appropriate distribution and balance of employment, housing growth and other competing land uses in the context of maximising the reuse of previously developed land so as to minimise the urbanisation of greenfield land, whilst planning for sustainable growth of the city's population, including the retention of young economically active age groups.*

**3. Economic Development** - *Facilitate economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, and strengthen existing industry.*

**4. Housing** - *Provide enough land for to meet the city's housing requirement and ensure a range and choice of housing types and tenures including increased provision of affordable and executive homes.*

**10. The City Centre and other main centres** - *To expand and develop the City Centre and its fringe into a vibrant and economically buoyant entity connected to its River and Coast, by improving and expanding the office and retail offer, whilst securing the viability and attractiveness of district and local centres.*

### **Spatial Patterns of Development**

**Policy CS1.1** - **To ensure a sustainable pattern of development in the city, the priority for new development will reflect the following spatial principles:-**

- 1. The Central Area, including the City Centre, will be the principal location for offices, retail and main town centre uses;**
- 2. The majority of new housing in the city will be located within South Sunderland;**

3. Washington will be a key provider of land for economic development; only a minor amount of new housing is proposed;
4. Regeneration in the Coalfield will focus on its potential as an area for new housebuilding;
5. In North Sunderland the emphasis will be on the regeneration of the Seafront; new housing will be developed when opportunities arise.

### Quantity of New Development 2012-2032

**Policy CS1.2** - In order to meet the needs and aspirations of present and future residents of the City and to deliver a thriving economy, the following levels of development are proposed up to 2032:-

- a) **Business:** maintaining a supply of 1137ha of land to support existing economic activity (B1, B2 and B8 uses); identifying 81ha of land to support new economic activity;
- b) **Housing:** managing the phased release of land to meet or exceed a housing target of 15,025 net additional new homes across the city;
- c) **Retailing:** an overall requirement for up to 78,900 sq.m (gross) of comparison goods floorspace and 7,500 sq.m (gross) of convenience goods floorspace.

### Broad Location of New Development 2012-2032

**Policy CS1.3** - New development will be distributed across the City as follows:-

a) <i>Employment = ha</i> b) <i>Housing = units</i> c) <i>Retail = sqm.</i>	2011/12- 2015/16	2016/17- 2020/21	2021/22- 2025/26	2026/27- 2031/32	Total
<b>Central Area</b>					
<i>Employment</i>		1.9 <sup>1</sup>	1.2 <sup>1</sup>	1.1 <sup>1</sup>	4.2 <sup>1</sup>
<i>Housing</i>	480	548	604	623	2254
<i>Retail</i>	3,500 <sup>2</sup>	14,000 <sup>2</sup>			17,500
<b>South Sunderland</b>					
<i>Housing</i>	1632	1861	2053	2117	7663
<b>North Sunderland</b>					
<i>Housing</i>	256	292	322	332	1202
<b>Washington</b>					
<i>Housing</i>	192	219	242	249	902
<i>Employment</i>		5	10	5	20
<b>Coalfield</b>					
<i>Housing</i>	640	730	805	830	3005
<i>Retail</i>		6,700 <sup>3</sup>			6,700

<sup>1</sup>Vaux site <sup>2</sup>Crowtree Leisure Centre/ High Street West <sup>3</sup>Houghton Colliery site

### Retailing

**Policy CS1.4** - The defined retail core in the City Centre (shown in Figure 4) will be the priority location for new comparison goods and convenience goods floorspace. Elsewhere, only small-scale local facilities will be permitted where they meet a proven qualitative need and which, together with new/ committed retail schemes, do not cause adverse significant impacts on defined centres.

**1.5** The approach to the spatial development of the city reflects the opportunities afforded by the unique nature and characteristics of the five sub-areas. It is also mindful of the planning and locational principles set out in national planning policy guidance. Each sub-area has its own issues, needs and opportunities which have been reflected in the spatial principles outlined above. Where viable, development has been focussed on brownfield sites, but in order for the City to thrive, consideration has had to be given to the release of some greenfield land in order secure long-term regeneration.

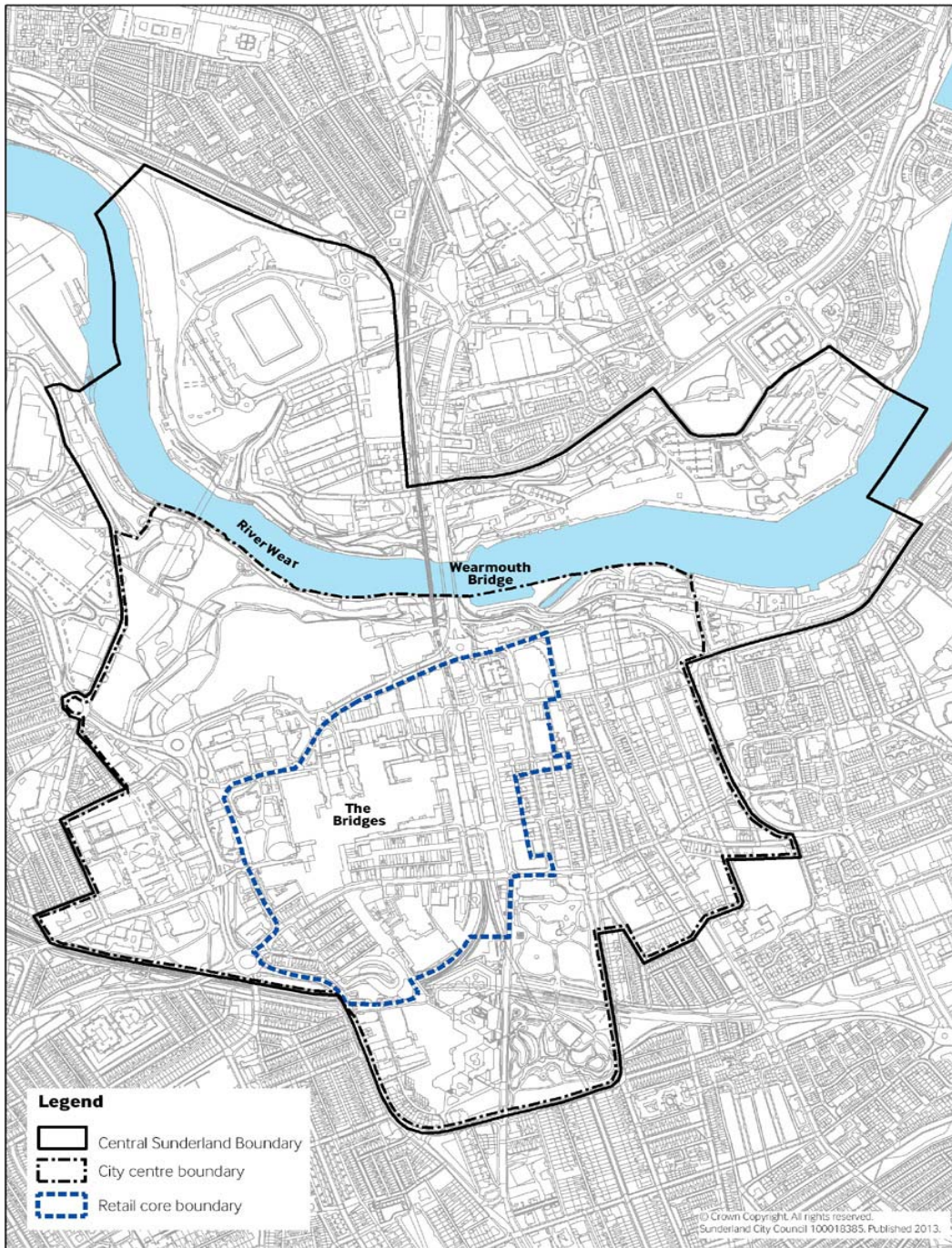
**1.6** The priority for development will be the Central Area. Focussed on the City Centre, this area represents a particular concentration of development activity, including the strategic site at Vaux/ Farringdon Row, major retail development sites in the City Centre Retail Core, the two University campuses and Stadium Village. It is also at the centre of the local public transport network so is a highly sustainable location, more so with the completion of the SSTC and new Wear crossing. The development of this area is seen as the main driver for the regeneration of the wider city. It is therefore vital that new business and retail opportunities are realised in this area, along with a new resident population.

**1.7** South Sunderland will see major housing growth to accommodate the identified housing needs of the area, whilst absorbing some of the needs generated by the Washington and North Sunderland housing markets that cannot be accommodated in those areas. Some 7,600 new dwellings are proposed over the plan period which represents over half of the city's overall housing requirement. The southern periphery of this area has the potential to accommodate a significant amount of new housing across the entirety of the plan period. Sites at Chapelgarth, Cherry Knowle, Burdon Lane and South Ryhope are identified as separate Locations for Major Development, though these will be brought forward together in a co-ordinated and comprehensive manner as the South Sunderland Growth Area (Policy CS2.2).

**1.8** Due to its strategic location on the trunk road network and its key role at the centre of the Low Carbon Economic Area, Washington's main role is as a centre for economic development. This will accord with the key aims of the Sunderland Economic Masterplan and reflect the opportunities afforded by the declaration of the Low Carbon Enterprise Zone adjacent to the A19 and the ongoing success of Nissan. The development of the 20ha strategic site on land to the north of Nissan (Policy CS3.2) will expand the land portfolio in this key location and generate exceptional economic benefits for the city.

**1.9** By contrast, the built up area of Washington has limited new housing opportunities due to the village layout of the new town and open space and employment allocations. The town is also highly constrained by the surrounding Green Belt.

Figure 4 : The City Centre Retail Core



**1.10** New development in the Coalfield will primarily focus on the attractiveness of the area as a source of new housebuilding; some 3,000 new homes could be developed over the plan period which represents some 20% of the City total. Conversely, with the exception of Rainton Bridge, the area's existing employment areas comprise older estates which struggle to meet modern market requirements and are subject to redevelopment pressures. The approach in the Core Strategy is to ensure that the area retains viable opportunities for local employment, whilst balancing these against the regeneration benefits enabled through new housing development (including the provision of affordable housing). The City Council will continue to monitor

and manage the release of employment land in the area to ensure that opportunities to access local employment are maintained. Houghton Town Centre is identified as a Regeneration Area where new retail development will be sought (CS4.4).

**1.11** As a result of the built up nature of the North Sunderland area, there is a lack of land available for new development and as such there are few identified opportunities for growth. Nevertheless, some 1,200 new dwellings could be built in the area. The regeneration focus will be on the seafront at Roker and Seaburn as detailed in the Seafront Regeneration Strategy (CS4.4). The modern business parks along the riverside will provide important employment opportunities for the area. Where new sites come forward for development in this area, proposals will be assessed against the policies in the Core Strategy.

**1.12** The Core Strategy is based on a series of technical documents which provide robust evidence on development requirements in the City over the plan period. With regard Policy CS1 these principally comprise:-

- Strategic Housing Land Availability Assessment (2012)
- Strategic Housing Market Assessment (2012)
- Employment Land Update (2012)
- Retail Needs Update (2012)

**1.13** The quantitative requirements for development in the City established through these documents have been reflected in Policy CS1.2. Further detailed information on housing and employment land requirements are given in subsequent chapters in this plan.



## Chapter 2 : Key Regeneration Sites

### Introduction

**2.1** At national level, the NPPF highlights that two of the Government's main priorities are 1) the need for economic growth and 2) the need to deliver new housing. The NPPF states that local planning authorities should plan proactively to meet development needs and support an economy fit for the 21st century. Similarly authorities must ensure a wide choice of high quality homes, sometimes through planning for larger scale development.

**2.2** These principles have been embraced in the policies of the Core Strategy and in particular through the identification of sites for large-scale economic development and housing developments. These take the form of Strategic Sites or Locations for Major Development.

### Background to Strategic Sites/ LMD policy

#### What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the policies for these major development sites and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

#### Strategic Sites

- There is support for the regeneration of Vaux with priority for employment and housing uses.
- There is support for a strategic site to the North of Nissan. It should be a business park for a range of employment uses. Development would have good access to the national road network but there would need to be improved public transport access to the area

#### Locations for Major Development

- Support Stadium Village site but will need very careful planning with regard to type of "large scale leisure uses" particularly when mixed with housing.
- Groves site is supported- it is important to the local area
- Housing incursion into Sheepfolds and Pallion yards would be good idea
- Pallion Yard should be protected for ship building/repair
- There is too much emphasis on overly large sites – we need smaller strategic sites to push forward such as Bonnersfield and St. Peters Wharf
- The Port should be protected for employment uses. Though mixed use could be appropriate, but a lot of investment needed.
- Employment site at South Ryhope would be more appropriate for a high quality mixed use scheme (employment and housing), which would complement the predominant residential character of the area
- Cherry Knowle is a good site for housing, but needs road improvements.

#### Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2012) highlighted:-

- The Strategic Site at Vaux would contribute positively to sustainable development objectives in order to satisfy the requirements of the Core Strategy.

- The Strategic Site on Land North of Nissan has shown several uncertainties in terms of performance against environmental SA objectives. The mitigation measure proposed however should ensure that some of these concerns are tackled in an appropriate manner.
- The development of Stadium Village, Bonnersfield, Sunnyside, Holmeside and Crowtree would contribute positively to sustainable development objectives.
- The development of The Port and Pallion could have a detrimental impact on climate change and the environment, and along with Groves, could impact negatively on biodiversity.
- The development of South Ryhope, Cherry Knowle, Burdon Lane and Chapelgarth will have a positive impact in terms of population only. However, the latter two sites score poorly in terms of the appraisal and mitigation measures will need to be put in place.

## **Spatial Strategy**

**2.3** The Spatial Strategy set out in Core Strategy policy CS1 emphasises the role that the sub-areas will play. These major sites are key components in delivering the spatial strategy. Furthermore, by virtue of their size, location and proposed land use they will contribute significantly to the regeneration of the City. In particular, the two Strategic Sites are considered to be critical to the economic regeneration of the City. More details of these can be found in Policy CS3.2.

**2.4** The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

## **Delivery of Spatial Objectives**

### **3. Economic Development**

*Facilitate economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, and strengthen existing industry.*

### **4. Housing**

*Provide enough land for to meet the city's housing requirement and ensure a range and choice of housing types and tenures including increased provision of affordable and executive homes.*

### **10. The City Centre and other main centres**

*To expand and develop the City Centre and its fringe into a vibrant and economically buoyant entity connected to its River and Coast, by improving and expanding the office and retail offer, whilst securing the viability and attractiveness of district and local centres*

## **Key Regeneration sites**

**Policy CS2.1 - A number of locations are identified where major development or redevelopment will assist in the regeneration of the City. These comprise:-**

### **1) Strategic Sites at:-**

- i) Former Vaux brewery/ Farringdon Row (offices and**

- housing)
- ii) Land to the North of Nissan (employment)

**2) Locations for Major Development (LMD) at:-**

- i) Holmeside Triangle (mixed use including retail);
- ii) Crowtree Leisure Centre (retail);
- iii) Sunnyside (housing, leisure, business);
- iv) Stadium Village (leisure, housing and business);
- v) Bonnersfield (housing and education);
- vi) Former Pallion Shipyard (manufacturing/ offshore engineering);
- vii) The Port (port-related development);
- viii) Groves (housing and supporting infrastructure);
- ix) Chapelgarth (housing and supporting infrastructure);
- x) Cherry Knowle (housing and supporting infrastructure);
- xi) Land North of Burdon Lane (housing and supporting infrastructure);
- xii) South Ryhope (housing and employment);
- xiii) Philadelphia (housing/ mixed use and supporting infrastructure)

**Policy CS2.2 - The housing sites at:-**

- ix) Chapelgarth;
- x) Cherry Knowle;
- xi) North of Burdon Lane; and
- xii) South Ryhope

**Will be brought forward in a co-ordinated manner, along with associated infrastructure, as the “South Sunderland Growth Area”. A Supplementary Planning Document will be prepared to guide development.**

**2.5** As outlined in Policy CS3.2, the development of the two Strategic Sites at Vaux/ Farrington Row and to the north of Nissan will each provide specific - and significant - regeneration benefits within different parts of the City and within different sectors of the economy. These sites represent opportunities to diversify the local economy over the long term, driving the demand for occupations in new skill areas.

**2.6** Locations for Major Development are large sites where new business or residential development will be encouraged. These fall broadly into two land uses; economic development and housing. The LMD's along the riverside and in the City Centre/ Central Area take forward the land uses established in the UDP Alteration for Central Sunderland, where the primary emphasis was on redevelopment for manufacturing/ business uses. The four LMD's proposed along the southern periphery of South Sunderland take forward long-standing housing sites (with the exception of the site at Burdon Lane). The numbers of new houses proposed on these LMD's will not only significantly expand housing choice but will drive demand for services and allow for the creation of new sustainable communities. These four areas comprise:-

- **Chapelgarth** - was identified and allocated as a housing site in the UDP. The site is in council ownership.
- **Cherryknowle** - is HCA owned, the site will be predominately made up of residential development, however the site will also accommodate a replacement of the mental health facility and a hospice.
- **Land at South Ryhope** - the site was allocated in the UDP for economic development. This allocation has been reviewed through the Employment Land Update and the Core Strategy now proposes the site be used primarily for housing along with some economic development uses.
- **Land North of Burdon Lane** – This new site falls within a settlement break allocated in the UDP. However, the land has significant potential to bring forward a comprehensive development that offers regeneration opportunities for the city.

**2.7** The scale of development will result in the creation of a new residential community. In this respect, there is a need to ensure provision of the supporting infrastructure essential to the creation of a sustainable community. This is likely to comprise a new primary school, a local centre, community/ cultural facilities, open space, woodlands, cycleways, footpaths. The completion of the Doxford-Ryhope link road will be pursued (through developer contributions) to ensure the area is linked to the local road network. A detailed development framework will establish how the growth area will be brought forward.

**2.8** As highlighted in the 2012 Sustainability Appraisal, the scale of some of these sites might result in some adverse local environmental impacts. Development Management policy DM2 establishes the need for these sites to be masterplanned to ensure that environmental and sustainability concerns are taken fully into account in the detailed implementation of subsequent schemes.

## Chapter 3 : Developing the City's Economic Prosperity

### Introduction

**3.1** At national level, the NPPF highlights that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.

**3.2** Planning should operate to encourage sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system. The NPPF states that in order to help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.

**3.3** The need to ensure the sustainable regeneration of the city's economy has been a key priority of the City Council for some years. In this respect, the Council's Economic Masterplan will be a key driver in providing a long-term strategy for Sunderland's future economic growth. The Aims of the Economic Masterplan are set out in Chapter 1.

### Background to Economic Prosperity policies

#### What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the economic development topic and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

#### General

- The Core Strategy needs to be aligned with the Economic Masterplan to make it specific to the needs of Sunderland
- New growth industries should be encouraged in existing employment areas
- Development should be focused on accessible and brownfield urban areas but greenfield land may be allocated where good public transport links exist or transport infrastructure improvements would be developed

#### City Centre

- Improvements to the city centre are vital to the economy of the city as a whole
- Consideration should be given to creating new food stores in Sunderland, Houghton-le-Spring and south east Washington
- Office development should be promoted in the city centre (but office building in outer areas prevents this)
- Software City should be recognised as a key sector in the future development of the city

#### Existing employment sites

- The intensification and regeneration of existing employment land within the city is supported, particularly land close to existing public transport and sustainable transport options
- Small-scale employment sites should be retained in order to sustain new

economic development opportunities

### **Strategic sites**

- There is support for the regeneration of Vaux with priority for employment and housing uses.
- There is support for a strategic site to the North of Nissan. It should be a business park for a range of employment uses. Development would have good access to the national road network but there would need to be improved public transport access to the area
- Any major incursion into the Green Belt requires detailed justification and should only be pursued if the council can demonstrate that there is no alternative means of satisfying need.

### **Sustainability Appraisal**

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2012) highlighted:-

- In overall terms the Economic Prosperity policies would be likely to have positive/ significantly positive impacts. The proposed Strategic Site to the north of Nissan could have significant negative effects in terms of climate change and environmental limits/ infrastructure, though detailed mitigation could minimise these.

### **Spatial Strategy**

**3.4** The Spatial Strategy set out in Core Strategy policy CS1 takes forward the main thrust of the Economic Masterplan and emphasises the role that the Central Area and Washington will play in providing a location for new regeneration uses that will assist in developing and diversifying the local economy.

**3.5** The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

### **Delivery of Spatial Objectives**

#### **3. Economic Development**

*Facilitate economic growth by providing a wide portfolio of high quality employment sites, whilst supporting the development of new key employment sectors, including the low carbon economy, and strengthen existing industry.*

### **Economic Prosperity**

**Policy CS3.1 - The City Council will facilitate sustainable economic growth within the city by encouraging the development of new employment sectors which will diversify the economy and support the city's long-term economic growth. This will be achieved by:-**

- a) Attracting low carbon businesses and technologies to key areas including the North East Low Carbon Enterprise Zone;
- b) Prioritising the city centre for office development;
- c) Supporting developments which assist in the creation of the "University City"; proposals for facilities which support high-tech and knowledge-based sectors will be encouraged in the

- city centre;
- d) Exploiting the potential of the Port of Sunderland;
- e) Promoting the development of the tourism, leisure, heritage and culture sectors (including the Evening Economy in the City Centre);
- f) Encouraging investment in education and training in order for people to develop the qualifications and skills that are attractive to business and vital to new enterprise.

**Policy CS3.2 - Strategic Sites, which are central to the regeneration of the city, will be delivered at the following locations:-**

**i) Vaux, Farringdon Row/ Galleys Gill (19ha)**

As shown by Figure 5, the City Council will support a residential and employment-led mixed-use development on the former Vaux/ Galleys Gill/ Farringdon Row site.

Development on the Vaux site will comprise a mixture of business (B1) and residential (C3) uses with emphasis on the development of high-density B1a office floorspace. Farringdon Row will be developed for B1a office floorspace and residential (C3) use.

Other main town centre uses of an ancillary nature and scale will be acceptable as part of the redevelopment of these sites.

Galleys Gill will be retained and enhanced as public open space

**ii) Land to the North of Nissan (20ha)**

As shown by Figure 6, the City Council will support the development of land to the North of Nissan for strategic economic development use.

Development on the site will comprise land uses in use classes B1b (research and development), B1c (light industry), B2 (general industrial) and B8 (storage and distribution). Emphasis will be given to particular developments which support low carbon technologies. Offices (B1a) will only be acceptable when ancillary to the wider development and should not be of a scale where they impact upon the deliverability of office sites in the City Centre.

The site will be developed to accommodate major employers and should be in accordance with an agreed masterplan. Piecemeal development will not be acceptable. Due to its location, a high standard of design and landscaping will be sought to minimise its impact on the landscape.

**Policy CS3.3 - Established employment areas in the City will be maintained through the improvement, development and intensification of land and premises for economic development (B1, B2 and B8) purposes. The City Council will seek to manage the development of**

these areas in accordance with the following approach:-

a) The following areas are identified as Primary Employment Areas:-

- i) Doxford International (47.4ha)
- ii) The Port (108ha)
- iii) Pallion Shipyard (16.9ha)
- iv) Hylton Riverside (36ha)
- v) Sunrise Business Park (12.5ha)
- vi) Rainton Bridge (North and South) (52.7ha)
- vii) Glover (41.1ha)
- viii) Pattinson North (71.4ha)
- ix) Pattinson South (35.1ha)
- x) Stephenson (30ha)
- xi) Wear (45.9ha)
- xii) Nissan (335ha)
- xiii) Turbine Park (19ha)

Development within sites i) to xi) will be subject to Development Management policy DM3 in order to ensure the continued effective functioning of the area; development of sites within the Low Carbon Enterprise Zone will be subject to the approved Local Development Order (2012).

b) The following areas are identified as Key Employment Areas:-

- i) Hendon (44.3ha)
- ii) Leechmere (20ha)
- iii) Pennywell (14.4ha)
- iv) Pallion (25.7ha)
- v) Deptford (33.7ha)
- vi) Low Southwick (9.5ha)
- vii) North Hylton Road (29.6ha)
- viii) Armstrong (10ha)
- ix) Crowther (33.5ha)
- x) Hertburn (13ha)
- xi) Parsons (13.5ha)
- xii) Swan (3.9ha)
- xiii) New Herrington (3.7ha)
- xiv) Dubmire (5.0ha)
- xv) Sedgelethch (8.5ha)
- xvi) Market Place (3.3ha)
- xvii) Hetton Lyons East (15ha)

Development within these areas will be controlled through Development Management Policy DM3 to maintain appropriate economic development uses and to ensure the continued effective functioning of the area.

### **Potential Additional Employment Land Requirements**

**Policy CS3.4 - Working with South Tyneside MBC**, should evidence demonstrate there is further demand for employment land which cannot be met within the existing employment land areas, the two councils will seek to deliver this need through the production of a joint development



**plan document at the earliest opportunity.**

**3.6** The Council's 2009 Employment Land Review (ELR) has been updated to take full account of the Economic Masterplan and recent initiatives in the City, such as the designation of the Low Carbon Economic Area and, particularly, the Low Carbon Enterprise Zone located adjacent to the A19/ Nissan plant. The Employment Land Update (2012) highlights the significant potential of low-carbon industries to support the long-term future growth of the City's economy. This Update has informed the direction of the Core Strategy. Additional work is currently being undertaken to extend the Update so that it covers the full 20 year period of the plan.

**3.7** The 2012 Employment Land Update considers four scenarios for the development of the City's economy. These are based on differing growth rates envisaged as arising from the successful delivery of the overall strategy of the EMP. These growth rates can be translated into land requirements and potential new jobs; the preferred Scenario could give rise to some 8,500 new jobs by 2027.

**3.8** Essentially the overarching approach in the Core Strategy is to pursue opportunities to grow new employment sectors in the local economy, whilst ensuring existing sectors can prosper. This requires that the employment land portfolio is fit-for-purpose so that it can respond to emerging developer requirements. The Core Strategy has "realigned" this portfolio so as to focus on the Washington area – where the greatest potential for growth lies – whilst allowing a more flexible approach in those areas where market demand is weaker.

**3.9** To ensure a range and choice of sites, the Core Strategy identifies some 1137ha of land capable of supporting business and manufacturing uses. The Core Strategy proposes a range of sites which provide a comprehensive hierarchy:-

**3.10 *Strategic Sites*** which, due to the scale and nature of development, will provide the step-change in the local economy. These sites – at Vaux/ Farringdon Row and on land to the north of Nissan – are critical to the success of the City. They will provide large numbers of new jobs in new sectors of the economy. Further detail on these is provided below.

**3.11 *Primary Employment Areas*** (816.4ha) identified in the Employment Land Update, these twelve areas are considered essential to the long-term economic success of the City. These areas should be entirely protected from non-employment uses which could impact on their viability as employment locations.

**3.12 *Key Employment Areas*** (271.2ha) are also identified in the Update. Here a more flexible approach to new development is more appropriate, though a main requirement will be to ensure that industrial operations remain unaffected. Development Management policies set out the specific requirements for these areas.

**3.13** Outside of these locations are a number of older, less effective employment areas. Whilst these are expected to remain in employment use in the short-medium term, in the longer term in these areas the movement towards non-employment uses (e.g. housing) could provide significant new local regeneration benefits.

### **Strategic Sites**

**3.14 *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 provide the range and number of city centre B1 offices found in other similar sized cities. The former Vaux brewery site has been identified as a Strategic Site where office floorspace will be provided as part of a mixed-use development along with housing and supporting retail and leisure uses. This – along with the adjacent Farringdon Row site - is the only site of sufficient size in the city centre which gives 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.

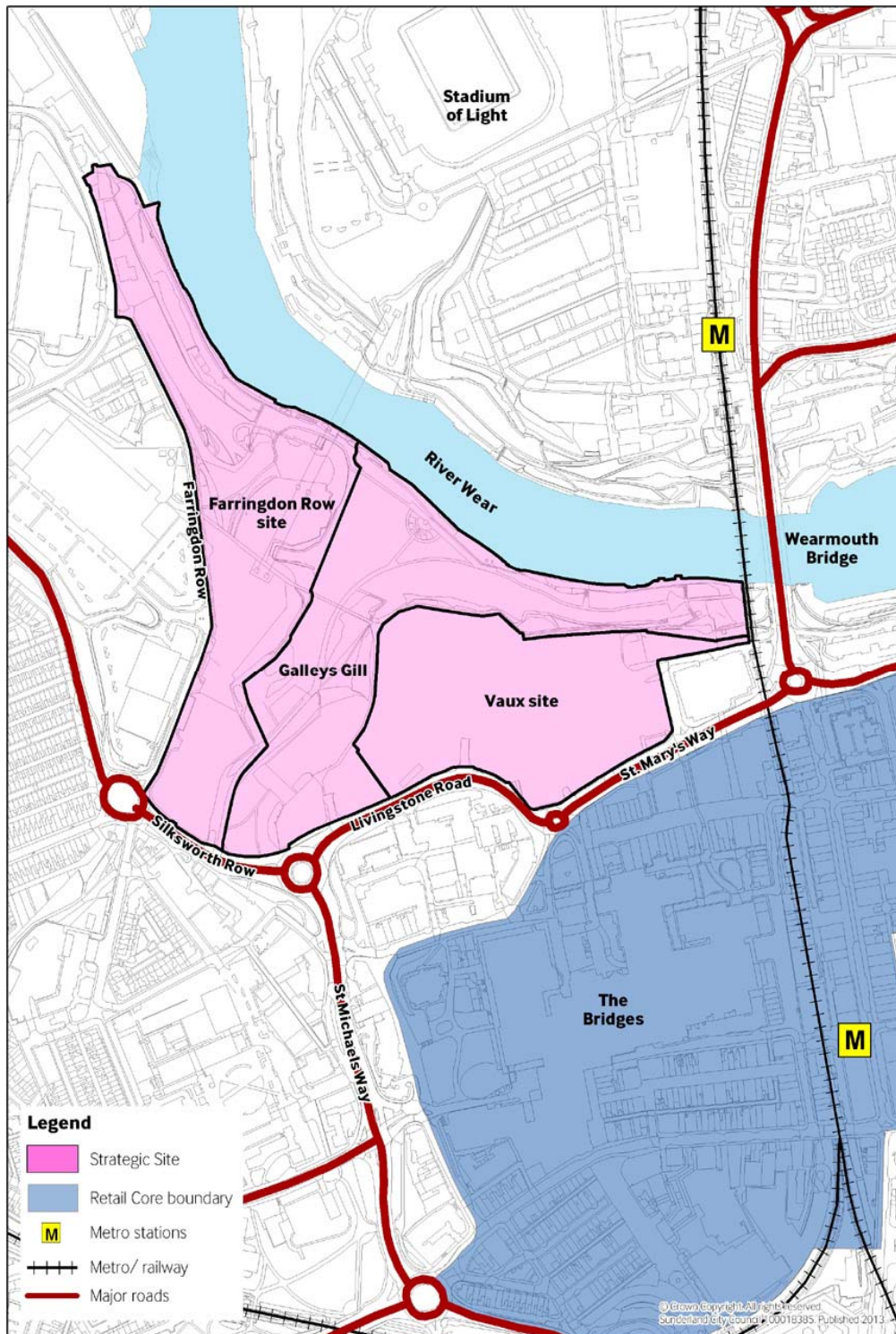
**3.15** The re-development of the Vaux/ Farringdon Row site will be an important component in the City Council's strategy for encouraging people to remain, or move back into the city centre. Not only this, the employment opportunities for existing and prospective communities will help address social inequality, raise prosperity levels and stimulate investment.

**3.16** As part of a high-density mixed development the Vaux site could accommodate up to 4000 jobs. Such a development would maximise the job creation potential of the site, raise the profile of the city as an investment location and, by attracting large numbers of additional people to the city centre, would bolster the function of the nearby retail core.

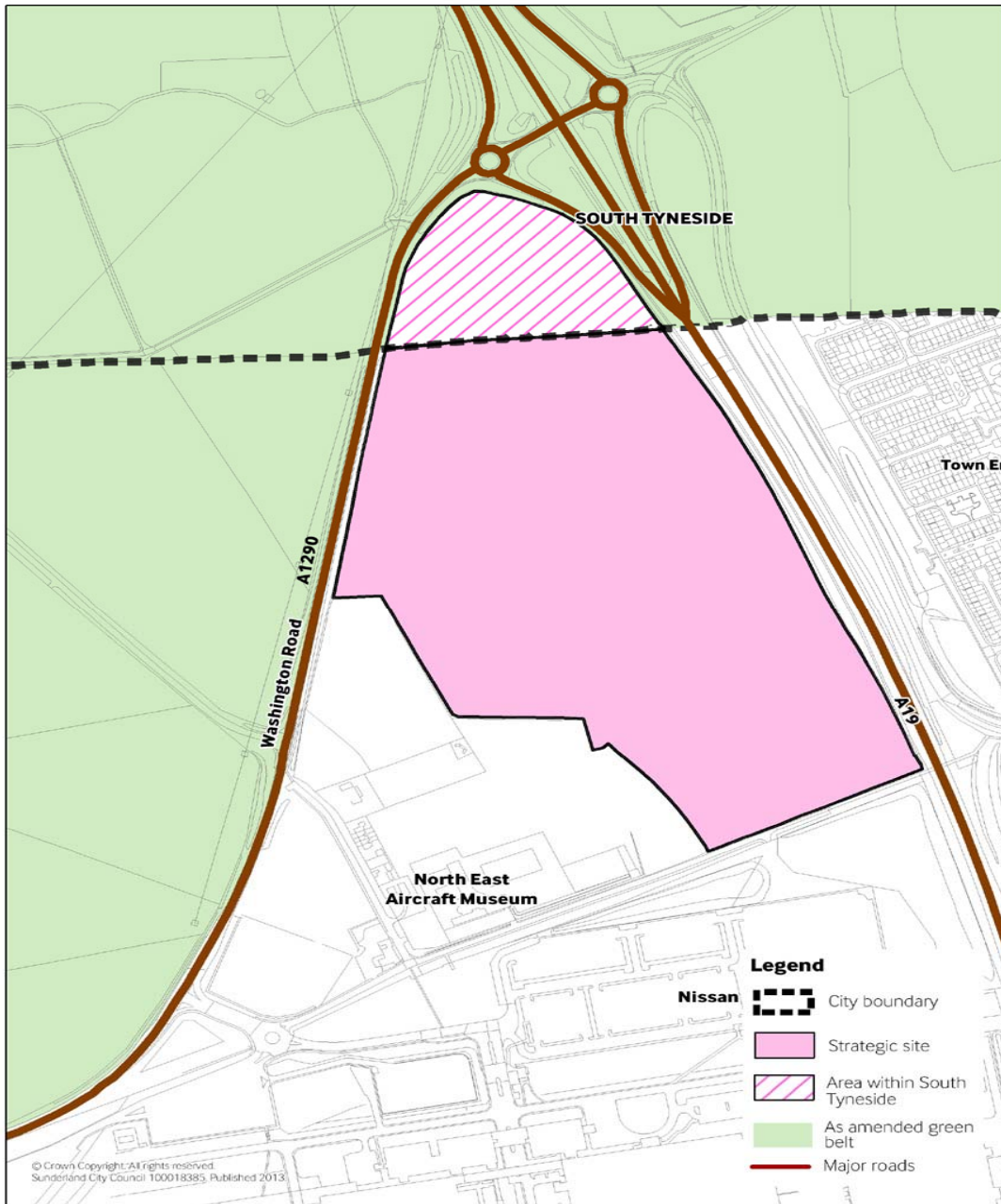
**3.17 *North of Nissan:*** The Council's 2009 Employment Land Review highlighted the need to seek a release of land to accommodate potential demand for employment land in the Washington area in the future. This requirement is confirmed in the 2012 Update of the ELR. Due to the constrained nature of the Washington conurbation, this requirement was considered to be best met in the form of a large (20ha) new site to the North of Nissan. With the emergence of the Low Carbon Economic Area, the designation of the Low Carbon Enterprise Zone and the ongoing success of Nissan, the site is ideally located to capitalise on the emerging low carbon economy. It will allow the delivery of key elements of the Economic Masterplan.

**3.18** The potential uses for the site would be principally within the low carbon technologies/ advanced manufacturing sectors. A masterplan will be prepared to guide the development of the site; piecemeal development will not be acceptable as the site is critical to attracting strategic economic inward investment to Sunderland and needs to be developed in a cohesive and comprehensive manner.

Figure 5 : Policy CS3.2 – Strategic Site – Vaux, Farrington Row and Galleys Gill



**Figure 6 : Policy CS3.2 – Strategic Site – North of Nissan**



**3.19** The site is currently in the Green Belt. It is considered that the scale and long-term nature of the economic benefits gained through the development of the site will constitute the “exceptional circumstances” required to amend the boundary of the Green Belt in this location.

**3.20** In the light of emerging new retail developments (especially in the north part of the City) an update has been undertaken of the Council’s 2009 Retail Needs Assessment. This Update identifies a modest need for new convenience retail floorspace in the city in the period up to 2032 (due to the effect of new supermarket developments on the overall expenditure capacity in the City). However there remains significant growth in the comparison goods sector over the plan period and a need to address qualitative

deficiencies in comparison shopping facilities. The most appropriate – and pressing - location for new comparison facilities will be in the City Centre where they will assist in boosting vitality and viability.

**3.21** The Policy sets out the Council's spatial strategy for delivering economic growth and prosperity and its commitment to investment in education, skills and training. New development can contribute towards this strategy by generating opportunities for employment and training for local people and by encouraging the use of local businesses and the voluntary and community sectors. Equally, the presence of a skilled and trained workforce will be a major attractor to new employers seeking to invest in the city.

**3.22** It is the Council's intention to make best use of its planning responsibilities to increase the economic prosperity of the city and, in particular, to ensure that local residents and businesses benefit as a result. This will be achieved through the inclusion of 'social and economic clauses' in planning obligations which will encourage the adoption of processes by developers, contractors and "end users" that will help to stimulate economic growth.

## **THE POTENTIAL FOR ADDITIONAL LONG-TERM EMPLOYMENT LAND REQUIREMENTS**

**3.23** As highlighted earlier, the Council's 2012 Employment Land Update establishes the overall requirement for employment land in the City up to 2027. This is reflected in the strategy and policies of the Core Strategy.

**3.24** This requirement is based on the amount of land needed to support the retention of existing "traditional" employment sectors, along with the new and emerging industries associated with the anticipated growth in low-carbon sectors as highlighted in the Economic Masterplan. The preferred economic growth scenario (*Masterplan ++*) indicates that some 81ha of land will be required in Sunderland to support emerging industries and businesses over the next 20 years. This has informed the policy direction of the Core Strategy. As part of this, a 20ha strategic site to the north of Nissan is proposed to accommodate companies requiring a location close to the factory.

**3.25** However, it is clear that there is significant demand from major manufacturing companies for land and sites over and above this, with the main focus being in the vicinity of Washington. The City Council's Business and Investment Team (BIT) continue to receive significant numbers of enquiries from companies who wish to locate in the City. It is clear that similar inquiries have been made to neighbouring Councils.

**3.26** A considerable number of these inquiries comprise large floorplate schemes for major manufacturing companies seeking a base in the area. Some of these companies are suppliers to Nissan. Many of these inquiries come to fruition and are successfully located on appropriate sites. However the large size of some of the proposals means that they cannot be accommodated on available sites on existing employment areas in Sunderland (or South Tyneside). Effectively, because of the lack of suitable

sites, these valuable economic development proposals – and the significant job creation opportunities they would bring – cannot be realised.

**3.27** These proposals represent opportunities to capture significant investment in the city; but the current inability to find readily available sites means that these opportunities are often lost to other parts of the country.

**3.28** It is unlikely that there are existing suitable sites in the urban part of the conurbation due to the built up nature of the area, limited site size or other physical constraints. However the possibility of developing on sites in the built up area needs to be examined and discounted. Nevertheless, it is likely that the need will arise to consider exploring locations outside of the built up area where new land for economic development could be brought forward to meet this demand.

**3.29** At national level Government has emphasised that there is a need to secure economic growth, particularly in new sectors such as advanced manufacturing. There is also an emphasis on the need for plans to be based on robust evidence which takes account of market signals as well as the need to supporting new and emerging sectors. For this reason, the development of an Advanced Manufacturing Park in this location is a key component of the Council's recent bid to Government under the City Deal initiative. The bid is supported by South Tyneside Council.

**3.30** Work will continue on identifying actual land requirements. The outcome of this will be reflected in the next stage of this Core Strategy.

**3.31** Therefore working jointly with South Tyneside, further assessments are being undertaken to establish an understanding of the market demand over a 20-year period. This will particularly focus on the major mobile investment opportunities as well as the automotive, advanced manufacturing and offshore renewable sectors.

**3.32** Should this evidence demonstrate there is a need which cannot be met within the existing employment land portfolios, the two council's will work jointly to meet this need formally through the development plan system. This may include the preparation of a joint development plan document.

## Chapter 4 : Sustainable Communities

### Introduction

**4.1** National planning policy supports the creation of sustainable balanced and mixed communities. The NPPF recognises the need to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, highlighting the need for new housing to meet the needs of the different groups in the community. But new housing is not the only means to meet housing need, the NPPF identifies the need for local authorities to also identify and bring back into residential use empty housing and buildings.

**4.2** Town centres sit at the heart of sustainable communities and the NPPF requires councils through to promote town centres and support their viability and vitality.

**4.3** The overarching spatial approach of the Core Strategy sustainable community policies builds upon these principles in seeking to ensure that Sunderland becomes a more sustainable city with a strong sense of place.

### Background to the Sustainable Communities Policies

#### What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to Sustainable Communities and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

#### New Housing

- New housing should be accessible to and support local and main service centres, and more housing close to employment locations should be sought
- Development of employment land for housing should only be where it is clearly of no value, be in sustainable locations and where there would be no amenity conflict with nearby industry.

#### House types / density / affordability

- Mixed developments of housing would be welcomed, as opposed to estates all of the same type of house.
- Higher density housing should be sought close to key public transport corridors and interchanges.
- Support for low densities where it achieved high value executive family housing.
- More 'affordable' and social housing is required to help young people and first time buyers and renters.
- More housing is required that is adaptable and suited to older people and those with mobility difficulties.
- More high quality 'executive' homes to, including large low density family homes.

### **Housing renewal and regeneration**

- Where appropriate brownfield land should be developed in preference to greenfield land.
- Manage the release of land for new housing in order to assist regeneration and renewal areas.

### **Community Facilities**

- Making Sunderland a healthy, safe and inclusive city should be a top priority

### **Sustainability Appraisal**

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2012) highlighted:-

- By bringing empty properties back into use and supporting renewal programmes, the city's residential environment will improve. Along with the provision of affordable and executive dwellings, there will be an increase in population.
- By supporting the renewal of housing areas and identifying Hetton Downs/ Eppleton as a regeneration area, there will be an improvement in the city's residential environment.

### **Spatial Strategy**

**4.4** The Spatial Strategy set out in Core Strategy policy CS1 emphasises the role that the sub-areas will play in delivering future housing needs. But housing alone does not deliver a sustainable community. In creating thriving, healthy, sustainable communities it is essential that there is not only the provision of a balanced housing market but that communities are supported by viable and vibrant centres with sufficient health, leisure, cultural and education facilities to meet the needs of the existing community and new population.

**4.5** The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

### **Delivery of Spatial Objectives**

#### **4. Housing**

*Provide enough land for to meet the city's housing requirement and ensure a range and choice of housing types and tenures including increased provision of affordable and executive homes.*

#### **7. Neighbourhoods and Communities**

*Develop cohesive, inclusive and attractive sustainable communities and neighbourhood that are well integrated with schools, shops, services, facilities and open space whilst ensuring that the diverse needs of the city's different communities are met.*

#### **8. Well-Being**

*Improve and protect citizens' health, promote healthy lifestyles and ensure the development of facilities to enable lifelong learning to reduce inequality and ensure a high quality of life.*



### **10. The City Centre and other main centres**

*To expand and develop the City Centre and its fringe into a vibrant and economically buoyant entity connected to its River and Coast, by improving and expanding the office and retail offer, whilst securing the viability and attractiveness of district and local centres.*

#### **Sustainable Communities**

**Policy CS4.1 - The City Council will seek to ensure that Sunderland will become a more sustainable city, with a strong sense of place, by:-**

- a) Ensuring an appropriate mix of good quality housing of all types, sizes and tenures is provided to meet the needs of the existing and future population;**
- b) Supporting the roles of the city centre, town centres, major district centres, district centres and local centres, to ensure they remain as viable and vibrant destinations, consistent with their scale and function;**
- c) Ensuring the provision of appropriately located high quality health, leisure, cultural and education facilities in conjunction with council initiatives and the co-locating of facilities;**
- d) Seeking and supporting area-based regeneration initiatives.**

#### **Housing**

**Policy CS4.2 - The City Council will seek to manage the existing housing stock to ensure an appropriate supply of dwellings by:-**

- a) Bringing empty properties back into use and supporting programmes of improvement, renewal and replacement to regenerate the city's housing stock, in partnership with Gentoo and other Registered Providers;**
- b) Preventing over concentrations of Houses in Multiple Occupation and the loss of family housing, either through conversion, sub division, change of use or redevelopment. The City Council will declare Article 4 Directions where necessary.**

**Policy CS4.3 - To ensure that new housing development meets future needs, the City Council will:-**

- a) Require provision of 10% affordable housing on all housing developments proposing a minimum of 15 dwellings or on sites of 0.5ha or more;**
- b) Support the development of executive dwellings as part of housing schemes and also as stand alone developments;**
- c) Increase the choice of accommodation for older households to enable independent living; including the provision of bungalows, retirement villages and extra care housing;**
- d) Support the development of student accommodation, in appropriate locations where there is an identified need;**
- e) Support the development of accommodation for people with disabilities, enabling a choice of tenure and independent living;**
- f) Seek the incorporation of new housing into mixed use schemes where appropriate;**

- g) Provide some 14 new stop-over pitches for Gypsies and Travellers and 43 new plots for Travelling Showpeople between 2012 and 2018.**

**Policy CS4.4 - The following locations are identified as Regeneration Areas:-**

- i) Houghton town centre: new retail opportunities and environmental improvements;**
- ii) Roker and Seaburn Seafront: tourism and leisure-led development supported by new housing and environmental improvements.**

### **Future Housing**

**4.6** The Strategic Housing Market Assessment (SHMA) 2008 identifies an imbalance of house types amongst the city's housing stock, with low levels of family, detached and 'executive' type dwellings. This lack of choice is a major cause of out-migration to areas with more appropriate housing and is one of the main reasons behind the longstanding population decline in the city. It is necessary to ensure that an adequate and appropriate supply of housing is provided across the city in terms of type, tenure, design and price to meet the needs of existing and future residents. A flexible housing stock that can satisfy change in household size, ageing population and diverse lifestyle choices is required.

**4.7** Following the production of the SHMA the economic viability of affordable housing in the city was tested<sup>2</sup>, which indicated that a target of 10% affordable housing would be viable city wide for proposals that delivered 15 or more dwellings or for sites of 0.5 hectares or more. The council have chose to have a city wide percentage rather than sub-area percentages. Therefore it is expected that 10% affordable housing will be included wherever the development is located. Development Management Policy DM4.8 provides further details on the affordable housing policy. The Council's emerging Affordable Housing SPD will provide further detail on how affordable housing should be implemented.

**4.8** There are insufficient 'executive-type' dwellings within the city; these dwellings suit the needs of higher-income households and professionals and can help diversify Sunderland's housing offer and should be provided wherever possible, in order to help stem out-migration and enrich the city's socio-economic profile. The Allocations DPD will allocate these sites.

**4.9** It is also necessary to ensure that housing is delivered that meets the needs of all, particularly under-represented groups, including older people and people with disabilities, students, gypsies & travellers and showpeople. The Enabling Independence Strategy will provide the basis for bringing forward the necessary accommodation to meet the housing needs of older people and people with disabilities.

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<sup>2</sup> The (2010) Economic Viability of Affordable Housing Requirements Report

**4.10** Sunderland University has two main campuses, St. Peter's on north side of the river Wear and Chester Road (the "City Campus") in the city centre. The University is of key strategic importance for the city and it is important that the need for student accommodation is satisfied, but only in appropriate locations which have good access to both the educational establishments they serve and to local facilities.

**4.11** The Tyne and Wear Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessment (2009) identified a need within the city for 14 Pitches for Gypsy and Travellers between 2008-2018. Further evidence is to be developed to update the requirements for Gypsies, Travellers and Travelling Showpeople to cover the whole plan period. The results will be incorporated into the Core Strategy at the earliest opportunity. However, for the timing being, this figure reflects the current uneven distribution of pitch provision within the Tyne and Wear area, rather than being a set requirement. As such, the Council will endeavour to find an appropriate site in a sustainable location with access to necessary infrastructure. However, based upon past/current requirements for Gypsy and Travellers in the city being of a temporary nature, the site may reflect this and provide for stop-over provision, rather than permanent. The use of the site will then be monitored, to get an indication of any requirements for a site of a permanent nature, which will be planned for accordingly should this be demonstrated.

**4.12** There is also a need for 43 plots for Travelling Showpeople across the city to accommodate household growth within the Showpeople community. The City Council will ensure the housing needs of this community are met when considering housing sites in the Allocations DPD.

### **Existing Housing**

**4.13** Regardless of proposed new housing development, the city's existing housing stock will remain its most important asset, forming around 90 percent of the stock in 2032. It is recognised that where existing housing is obsolete and not viable for improvement, demolition provides the opportunity to provide replacement housing that better meets local needs and aspirations of the area. Gentoo, the largest single Registered Provider in the city are undertaking a large regeneration/renewal programme throughout the city, with around 4,000 dwellings scheduled for demolition and 3,000 to be built. (To date 3,850 properties have been demolished and 1,650 new dwellings have been built.

**4.14** Due to the economic climate Gentoo have sold a number of sites onto private developers and as such the proposed build numbers of Gentoo are not as high as initially anticipated when the regeneration programme commenced. This has not impacted on the provision of rental properties rather a reduction in the number of properties Gentoo are developing for sale. Gentoo, subject to funding, will continue to develop high quality mixed tenure housing developments in areas in need of housing regeneration throughout the city.

**4.15** Sunderland has a shortage of larger family properties, and as such is limiting the economic growth of the city. It is therefore important to retain the larger properties, in doing so the Council will seek to resist the sub-division, demolition and change of use of family homes. Article 4 Directions will be implemented, where necessary, to control and manage the number of Houses of Multiples Occupation in any one locality.

### **Thriving Communities**

**4.16** Sunderland city centre and Washington and Houghton town centres are recognised as the three most important centres in the city. All three perform significant retail and additional non-retail functions and are important centres for the local transport network in the respective sub-areas. The size of the other centres in the city varies; the major district centres feature significant retail facilities and services such as banks, whilst the much smaller local centres primarily cater for day-to-day shopping needs.

**4.17** There is a hierarchy of centres in Sunderland. These are primarily locations for shopping facilities, but also play important roles as “hubs” of the local community:-

#### **City centre**

Sunderland city centre

#### **Town centres**

Houghton and Washington

#### **Major district centres**

Concord, Sea Road and Hetton

#### **District centres**

Southwick Green, Chester Road and Doxford Park

#### **Local centres**

Hylton Road, Pallion, Grangetown, Ryhope, Hendon, Pennywell, Silksworth, Thorndale Road, Shiney Row, Easington Lane, Market Street (Hetton), Fencehouses, Monkwearmouth and Castletown.

**4.18** In addition to these centres, there is also a need across Sunderland to provide an adequate provision of community facilities and key services which encourage social interaction and provide opportunities to support the needs of the city’s residents particularly older and disabled people, including the development of libraries, health facilities and public convenience. Large- scale residential developments should help in the creation and enhancement of sustainable neighbourhoods and create easy access to facilities and services.

**4.19** There are specific parts of the City where there are opportunities to pursue ‘targetted’ regeneration initiatives. Currently two areas have been identified: Houghton Town Centre and the Seafront.

**4.20** Houghton town centre has experienced considerable slippage in the national retail rankings since 2000/2001. The town centre has a limited convenience and comparison retail sector, a vacancy rate which is slightly above the national average, a low level of footfall, limited operator demand and is characterised, in part, by a relatively poor environment. However, Houghton town centre continues to have an important non-retail function for the Coalfield. The Retail Needs Assessment recommends that the scope to enhance the role and function of the town centre should be developed, in particular to ensure better representation for convenience and comparison goods. In this respect a scheme for the redevelopment of the former Houghton colliery site on the edge of the town centre to provide a new supermarket is being progressed.

**4.21** Sunderland's twin seafront resorts of Roker and Seaburn are two of the city's most treasured natural assets. Despite a decline over recent years the seafront continues to remain an important leisure destination and a strategic priority for the City Council. The regeneration of Sunderland's seafront is fundamental to the city's quality of life, the development and diversification of the city's economy and its cultural and tourism offer.

**4.22** To guide the regeneration and development of the Seafront, a suite of strategies and supplementary planning documents have been produced and adopted by the Council :

- The Seafront Regeneration Strategy provides the strategic platform for the regeneration of Seaburn and Roker. It sets out the Council's vision of an attractive, safe, clean and accessible seafront for all residents and visitors, of which the people of Sunderland can be proud.
- The Marine Walk Masterplan Supplementary Planning Document (SPD) provides development guidance for Marine Walk in the Roker Conservation Area. The Marine Walk Masterplan encourages proposals to reference the area's rich cultural and built heritage and distinctive natural environment.
- The Seaburn Masterplan and Design Code SPD seeks the comprehensive redevelopment of the Ocean Park area for leisure-led, family-focused development. A spatial masterplan develops broad planning principles supported by an indicative layout for the area. A design code provides more specific design guidance.

**4.23** To support the regeneration of the seafront the City Council is delivering infrastructure improvements at both Roker and Seaburn and is actively working with partners to deliver the aspirations set out in the Seafront Regeneration Strategy.

## Chapter 5 : Connecting the City

### Introduction

**5.1** The NPPF emphasises that planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities. A key element of the NPPF highlights the need for Councils to pursue sustainable growth and that local planning authorities should plan proactively to support an economy fit for the 21st century. The need for effective transport infrastructure underpins this.

**5.2** The overarching spatial approach of the Core Strategy transport policies builds upon these principles by:-

- promoting sustainable travel and seek to improve local transport infrastructure in order to secure local economic regeneration, and
- enhancing connectivity, both within the City and to the immediate sub-region

### Background to Connectivity policies

#### What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the connectivity topic and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are summarised as follows:-

#### Transport

- Transport and land use needed to be developed hand-in-hand
- Housing, offices and employment need to be in accessible locations
- Public transport, followed by walking and cycling needed most improvement and development in Sunderland, with cars and motorbikes given the least priority
- The Ryhope-Doxford link road needs to be included
- Coupled to improvements to the SSTC and the Central Route there should be public transport enhancements and demand management measures
- There should be focus on developing the Metro corridor
- The reopening of the Leamside Line would support economic development, freight and public transport

#### Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2012) highlighted:-

- By supporting an integrated approach to transport and land use planning and focusing and intensifying development in accessible built-up areas, encouraging a reduction in trip distances and supporting of trips by public transport, walking and cycling, carbon emissions in the city will be reduced. However, the implementation of the various transport schemes will have mixed effects on emissions. The SSTC will have lead to an increase in emissions whilst the Metro and the improvement of arterial routes would lead to an increase in usage and reduction in emissions. Focussing development in accessible locations and the development of public transport and walking and cycling routes, will help to will ensure that air quality does not deteriorate. There will also be an improvement in the economy and residents health.

### **5.3 Spatial Strategy**

The Spatial Strategy set out in Core Strategy policy CS1 emphasises the role that each of the five sub-areas will play in the development of the City. Key to realising this will be how the areas, and the communities within them, “connect”. Public transport plays a major role in this, but there is also a need for major road schemes to enhance accessibility, particularly with regards to major employment areas.

**5.4** The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

### **Delivery of Spatial Objectives**

#### **5. Accessibility**

*Implement sustainable transport solutions that enhance the city’s profile, its economic competitiveness and achieve low-carbon outcomes whilst enhancing accessibility for all to a full range of facilities and jobs and reducing dependency on the car. Traffic management measures will be employed in order to manage congestion and associated environmental and health impacts of traffic.*

### **Connectivity**

**Policy CS5.1 - The City Council will promote sustainable travel and seek to improve transport infrastructure in order to secure local economic regeneration and enhance connectivity, both within the City and to the immediate sub-region, by:-**

- a) Focusing and intensifying development in accessible built-up areas;
- b) Encouraging a reduction in trip distances and supporting trips by public transport, walking and cycling;
- c) Enhancing the City’s transport network to improve connectivity to key employment sites and neighbourhoods;
- d) Utilising traffic management measures in order to manage congestion and the environmental and health impacts of traffic;
- e) Ensuring that transport initiatives support the development of safer, cleaner and more inclusive centres and neighbourhoods;
- f) Working with neighbouring councils and other partners to promote cross-boundary transport initiatives.

**Policy CS5.2 - The City Council will work with the Highways Agency, the Department for Transport and other partners to facilitate the delivery of the following key schemes:-**

- i) East Washington Low Carbon Zone Infrastructure;
- ii) Sunderland Strategic Transport Corridor (remaining phases);
- iii) Ryhope to Doxford Park Link Road;
- iv) Central Route.

**Policy CS5.3 - The City Council will improve the following existing main transport routes in the City:-**

- i) A183 Chester Road;
- ii) A690 Durham Road;
- iii) A1231 Sunderland Highway;
- iv) A1018;
- v) A182 Houghton Road

**Policy CS5.4 - The City Council will work with Network Rail, Nexus and other transport partners to secure improvements to the public transport service and infrastructure in Sunderland, including the extension of the Metro system.**

**Policy CS5.5 - Enhancing the character and setting of the main public transport gateways as defined within the Central Area Design Framework:-**

- i) Sunderland Station;
- ii) Metro corridor;
- iii) Major road and pedestrian entry points into the City Centre;
- iv) City centre car parks.

**Policy CS5.6 - The City Council will safeguard the following former railway routes to ensure their protection as transport corridors:-**

- i) Penshaw – Pallion Line (South Hylton to Penshaw);
- ii) The Leamside Line (section within City).

**Policy CS5.7 - The City Council will work with partners to create a strategic network of district walking, cycle and equestrian routes, linking residential areas, employment sites, local centres, education, leisure and community facilities.**

**Policy CS5.8 - The City Council will support proposals that encourage the use of the River Wear for transport, in particular for leisure related trips.**

**5.5** Key ‘connectivity’ issues for the Core Strategy relate to the need to enhance accessibility by sustainable transport modes to local services and centres, key facilities such as hospitals and schools, and to main employment centres.

**5.6** Focusing on sustainable transport development will not only improve connectivity but will also help to support other crucial initiatives in Sunderland such as helping to improve traffic congestion, air quality, road safety and supporting increased levels of physical activity and overall health. Speed reduction and traffic management measures (including 20mph zones in residential areas) will be introduced where appropriate.

**5.7** A main “connectivity” issue is the need to ensure that transport infrastructure contributes to securing economic growth and regeneration in the City. A number of new road schemes and initiatives will assist in this:-



- The role of Washington as a source of economic development opportunity is emphasised in the Economic Masterplan and this is reflected in this Core Strategy. The anticipated level of development realised through the low carbon Enterprise Zone, the continuing success of Nissan and the development of the proposed 20ha Strategic Site will generate additional vehicle movements and put pressure on the existing road network. The City Council is working in close partnership with the Highways Agency and other transport partners to assess and implement the highway works needed to support the development of this area.
- The Sunderland Strategic Transport Corridor (SSTC) will provide a high-quality route between the A19 and The Port, taking in the City Centre as well as development sites along the riverside. The initial section of this road comprises the new Wear crossing at Claxheugh' however four phases of this road remain, comprising:-
  - Phase 1B (St. Michaels Way to Beach Street)
  - Phase 3 (South Bridgehead to Beach Street)
  - Phase 4 (Wessington Way)
  - Phase 5A (Improvements to Port Access)
- As outlined under Policy CS2.2 the Council is proposing a major area of housing growth in the South Sunderland Area. A key infrastructure requirement needed to support the scale of new development is the Ryhope-Doxford Link Road. Developer contributions will be sought to pay for this road.
- The Central Route has been a long-standing aspiration of the Council. The road will connect important employment areas to the primary route network in the Coalfield and enhance their marketability. Developer contributions will be sought to fund this road.

**5.8** In addition to these schemes, the City Council will continue to work with adjoining Durham County Council to investigate the possibility of a road link, in the longer term, around the southern Coalfield to connect with the East Durham Link Road/ A19 near Dawdon (the Coalfield Regeneration Route).

**5.9** In the City, the Metro is a significant public transport asset but the network needs modernisation to meet future needs. Some £580million has been awarded to reinvigorate the system by 2019. The main focus is currently on modernising Metro stations and facilities rather than expanding the network itself. However, the Core Strategy should also look to the long-term future to ensure that development does not prejudice the most feasible expansion possibilities of the Metro system in Sunderland. This is likely to comprise an extension of the route from the current South Hylton station westwards utilising the former South Hylton to Penshaw railway line. For this reason it is proposed that a corridor based on the line should be protected from development over the period of this plan to ensure that the route is not severed. The City Council will work with partners to implement Metro services between Sunderland, the northern Coalfield and Washington in the longer term.

**5.10** Similarly the former Leamside railway line provides an opportunity to improve connectivity between Washington and Sunderland (by taking in the former Penshaw-Pallion line). The Council will continue to work with its sub-regional partners and transport infrastructure stakeholders to investigate the potential of this line. This could include an access to sites within the Low carbon Enterprise Zone based around Nissan in Washington.

**5.11** In preparing this Core Strategy and the forthcoming Allocations DPD – and through the development control process - the Council will ensure that the location and design of new development does not conflict with the potential for the line's re-instatement.

**5.12** Traffic congestion on several strategic roads and junctions (e.g. at peak periods on A183 Chester Road and A690 Durham Road) is a cause of delays, with consequent additional costs to business and lost time for employees and other travellers. The Congestion Reduction Plan has been produced on behalf of the Tyne and Wear Local Transport Plan partners and outlines strategies to reduce congestion and improve public transport on key corridors. The schemes aim to improve the journey times, frequency, reliability, accessibility and quality of public transport on key routes to ensure major developments are easily accessible by bus. Initial schemes include major improvements to the A183 Chester Road as well as the Wheatsheaf Gyratory junction on the A1018 Newcastle Road. Other major road corridors will be improved as finances permit.

**5.13** The City is crossed by a network of footpaths, cycleways and equestrian routes. These ensure good – and sustainable – access to all parts of the City and a variety of destinations. Efforts will continue to develop the network. For example a new coastal route is being proposed from Ryhope Dene northwards to the River Wear to tie in with a long term proposal for a new foot and cycle connection (possibly a ferry) between the East End riverside and St Peter's campus.

**5.14** Although the River Wear is unlikely to facilitate large numbers of journeys, there is the potential to increase the use made of the river, in particular for leisure related trips. The development of river transport will be supported not least because of the contribution that it would make to the council's vision to better relate the River to City Centre activities.

## Chapter 6 : Caring for the City's Environment

### Introduction

**6.1** The Government is committed to protecting and enhancing the natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving towards a low carbon economy.

**6.2** The need to ensure the welfare of the city's environment has been a key priority of the City Council for some years. Through policy it is important that new development addresses the connections between people and places and integration into the natural, built and historic environment.

### Background to the Caring for the City's Environment Policies

#### What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to the policies to the City's Environment and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

#### Built Environment

- Improved, secure and well designed environments are important.
- The design of developments should be in keeping with the established character of an area whilst, incorporating innovative design concepts.
- The standard of design across the city should be raised and encompass all elements of the public realm including streets and green spaces.

#### Natural Environment

##### Green Belt

- Major incursions into the Green Belt require a detailed justification and should only be pursued if the Council can demonstrate that there is no alternative way in which an adequate supply of employment land can be provided.

##### Green Infrastructure/ Green Space

- The approach should assist in the delivery of improved, integrated, multi-functional green infrastructure.
- There should be increased an increased emphasis on the quality and accessibility of public greenspace, rather than quantity alone.
- Pedestrian accessibility to greenspace should be improved.
- Only in special circumstances, such as where greenspace is identified as having low local value, should greenspace be used for other purposes.

##### Biodiversity

- Wildlife corridors and designated areas of biodiversity and geodiversity importance should continue to be protected.
- Priority should be given to increasing tree and woodland planting, particularly within new developments.
- Increased protection for existing trees, woodland and nature sites where important.
- That the maintenance and enhancement of all landscape areas should be encouraged.

### **Historic Environment**

- The protection and enhancement of the city's diverse heritage and built environment is a key issue across the city.
- Historic buildings should be preserved if threatened by new development.
- The local heritage and character of an area are important features that create a pleasant environment to live and work in.
- Heritage and cultural facilities are seen as important in attracting more visitors and tourists to Sunderland.

### **Sustainability Appraisal**

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2012) highlighted:-

- The policy aims to protect local environmental quality; ensuring that drainage systems take account of the impact on ecology and that water resources are protected
- The policy will ensure well designed and sustainable development
- The establishment of green infrastructure would ensure that biodiversity in the city is enhanced and designated sites are protected.
- The policy aims to maintain the broad extent of the Green Belt from inappropriate development.
- The policy sets out to protect and enhance biodiversity habitats and species and sites recognised at international, national and local levels as outlined in the Durham Biodiversity Action Plan. It also states that designated nature conservation sites, will be protected from inappropriate development.
- The establishment of green infrastructure, comprising of six strategic inter-district corridors and local sub-area corridors, would increase access to green and open space for the vast majority of residents in the city which would help promote sport and exercise.
- The policy respect the city's local heritage and historic environment (including listed buildings and conservation areas) by preserving and enhancing those parts of the built environment that make a positive contribution to local character, that establish a distinctive sense of place and which represent the unique qualities of Sunderland.

### **Spatial Strategy**

**6.3** The Spatial Strategy set out in Core Strategy Policy CS1 identifies the growth objectives of the city. But growth can not occur without consideration for the environment. New development should protect and enhance the natural and built environment, by directing development away from sensitive areas that cannot accommodate change, and through providing adequate mitigation to off-set any adverse impact.

#### **Delivery of Spatial Objectives**

##### **2. Climate Change**

*Adapt to and minimise the impact of climate change by reducing carbon emissions and seeking to reduce the risk and impact of flooding.*

##### **6. Green Infrastructure**

*Protect the city's biodiversity, geological resource, countryside and landscapes, including the River Wear, the coast and the Magnesian*

*Limestone Escarpment and seek opportunities to enhance that resource where possible, whilst ensuring that all homes have good access to a range of interlinked green infrastructure.*

### **8. Well-being**

*Improve and protect citizens' health, promote healthy lifestyles and ensure the development of facilities to enable lifelong learning to reduce inequality and ensure a high quality of life.*

### **11. Design and heritage**

*To increase the contribution that urban design and valued cultural and heritage assets can make to the image of the city and the quality of life of its residents.*

## **Caring for the City's Environment**

**Policy CS6.1 - The City Council will ensure that the City's environment remains one of its key assets, and its importance is recognised and capitalised on by:-**

- a) seeking resource efficiency and high environmental standards within developments in the City;
- b) protecting and conserving the City's natural environment;
- c) protecting, preserving and enhancing the built heritage and culture of the city;
- d) protecting local environmental quality.

## **Built Environment**

**Policy CS6.2 - Those parts of the built environment that make a positive contribution to local character, that establish a distinctive sense of place and which represent the unique qualities of Sunderland will be protected, conserved and enhanced.**

**Policy CS6.3 - The City Council will ensure that existing and proposed public realm located throughout the City will be of a high standard to offer accessible, functional, attractive and legible spaces.**

**Policy CS6.4 - Sustainable design and construction will be integral to new development in Sunderland; development should address the following key issues:**

- a) Maximising energy efficiency and integrating the use of renewable and low carbon energy;
- b) Waste and recycling during construction and in operation;
- c) Conserving water resources and minimising vulnerability to flooding;
- d) The type, life cycle and source of materials to be used;
- e) Flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting;
- f) Opportunities to incorporate measures which enhance the biodiversity value of development, such as green roofs.

## **Natural Environment**

**Policy CS6.5 - The openness of the countryside around existing built up areas of the City will be secured by maintaining the green belt. The broad extent of the Tyne and Wear Green Belt (except land North of Nissan referred to below) will be maintained to:**

- a) Check the unrestricted sprawl and encourage the regeneration of the built up area;
- b) Assist in safeguarding the city's countryside from further encroachment;
- c) Preserve the setting and special character of Springwell Village;
- d) Prevent the merging of Sunderland with Tyneside, Washington, Houghton-le-Spring and Seaham and the merging of Shiney Row with Washington, Chester-le-street and Bournmoor.

Land to the north of Nissan will be de-allocated from the Green Belt to accommodate the proposed Strategic Site (CS3.2ii).

A strategic review of the existing Green Belt will be undertaken and inform this Core Strategy where necessary.

Minor boundary amendments will be undertaken as part of the Allocations DPD.

**Policy CS6.6 - The City Council will protect, conserve and enhance the varied landscape character within the City and the separate identity of its settlements, through the retention of important open-breaks and wedges within and between settlements.**

**Policy CS6.1.7 - The City Council will:-**

- a) Protect, conserve, enhance and review designated ecological and geological sites of international, national and local importance;
- b) Ensure that development protects existing locally distinctive priority habitats and species and makes the fullest contributions to enhancing their biodiversity, both through on-site measures and by contribution to local biodiversity improvements;
- c) Ensure that development protects and enhances local geodiversity assets.

**Policy CS6.8 - The City Council will :**

- a) The City Council will establish a network of strategic and district Green Infrastructure Corridors comprising linked green spaces. These strategic corridors will connect the city to neighbouring authorities with the:
  - i. Coastline
  - ii. River wear

- iii. Green Belt and open countryside west of A19
- iv. Northern boundary Green Belt
- v. Part of the Coast to Coast (C2C) cycle route
- vi. Part of the Walney to Wear (W2W)
- b) Maintain, protect and enhance the integrity and connectivity of the proposed Green Infrastructure corridors in line with the emerging Green Infrastructure Strategy;
- c) Protect, conserve and enhance the quality, community value, function and accessibility to the City's green space and wider green infrastructure, especially in areas of deficiency.

### **Historic Environment**

**Policy CS6.9** - The historic environment of the City, especially designated heritage assets (Conservation Areas, Listed Buildings, Scheduled Ancient Monuments, Historic Parks and Gardens) and their settings, other valued buildings and areas of historic, cultural and townscape significance and sites of archaeological importance will be protected, conserved and enhanced where possible.

**Policy CS6.10** - The City Council will support and develop initiatives to:-

- a) Secure and sustain the conservation and (where appropriate) viable use of Heritage Assets at Risk;
- b) Capitalise in an appropriate and sensitive manner on the regeneration and tourism potential of heritage assets;
- c) Promote and improve access to and understanding and enjoyment of the historic environment.

**Policy CS6.11** - The Council's heritage designations will continue to be reviewed. The City Council will make new designations to protect and conserve the City's built heritage assets where justified by appropriate surveys and evidence.

### **Environmental Quality**

**Policy CS6.12** - The City Council will seek to ensure that new development is sited and designed as to avoid adversely impacting upon the quality of the local environment.

### **Built Environment**

**6.4** The creation and maintenance of an attractive City has a significant role to play in attracting investment and assist in urban regeneration. This ties in with one of the fundamental aims of the Sunderland Strategy which is to achieve widespread recognition of Sunderland's attractiveness as a place in which to live, work, study and to visit.

**6.5** The city has many areas of public realm which has the potential to act as a catalyst for regenerating the city, by making it a more attractive place to invest, work, live and visit (for example Sunnyside in the city centre). The Economic Masterplan will introduce improvements and additions to public

realm in the city centre. Public realm will be designed for a range of user groups and should consider the safety, protection and enjoyment of people within the space.

**6.6** Action to reduce the impact of climate change is a key part of the overall vision of the Core Strategy and Development Management policies and is a cross cutting theme throughout, including objectives for reducing the need to travel supporting sustainable transport (CS5), supporting the role of Green Infrastructure (CS6) and sustainable design and development (CS6). It is recognised that climate change will have significant implications for the city.

**6.7** New development provides an opportunity for reducing energy consumption and enabling more efficient use of energy, both of which are important for reducing carbon emissions and wasteful use of finite natural resources. It is important that developments are designed to mitigate climate change, and to withstand its effects. This will help to minimise the impact of development on the global environment, and ensure that buildings and spaces endure.

**6.8** Sustainable design also includes the sustainable use of resources, which is an important part of conserving materials and natural resources that are likely to become scarcer. This includes considering how existing buildings can be re-used, and how new buildings might be used in different ways in the future. Sustainable materials include those that are degradable, have low embedded energy, are easily renewed, or are recyclable.

### **Historic Environment**

**6.9** The historic environment of Sunderland is an asset of enormous cultural, social, economic and environmental value. The city benefits from a rich, diverse and distinctive cultural and built heritage that makes a fundamental contribution to the quality of the City's environment and providing a sense of place and belonging for its local communities. The significance of the City's heritage assets is wide-ranging and far-reaching, providing an important educational resource, a catalyst for regeneration and offering huge tourism and visitor potential.

**6.10** The city's historic environment includes an extensive range of designated heritage assets that are considered to be of national (and sometimes international) significance, as well as regionally and locally important. These consist of 9 Scheduled Ancient Monuments, including the 7<sup>th</sup> century monastic site of Wearmouth, which is one half of the Wearmouth-Jarrow candidature for World Heritage Site inscription, almost seven hundred Listed Buildings, 2 registered Historic Parks and Gardens and 14 Conservation Areas. The majority of these are located predominantly in urban areas in Sunderland, with concentrations in the city centre. The City also contains a vast range of non-designated heritage assets of predominantly local significance, many of which are closely associated with Sunderland's social and economic history, for instance being representative of its industrial legacy.



**6.11** The Council acknowledges the value and importance of the City's historic environment and recognises that its heritage assets are an irreplaceable resource that must be conserved in a manner appropriate to their significance. To ensure that the City's heritage assets are appropriately conserved and sustained into the future the City Council will, as a general principle and in accordance with the NPPF, ensure that development affecting heritage assets and their settings will wherever possible preserve and enhance the significance of the heritage asset in a manner that is proportionate to the relative importance and nature of the asset. The detail of how this will be achieved is set out within Development Management Policy DM6.

**6.12** The Council also recognises that the historic environment has a fundamental role to play in the on-going regeneration and sustainable future of the City. Indeed, heritage-led regeneration initiatives have in recent years been particularly successful in transforming the built environment and driving forward the revitalisation of parts of the City Centre, most notably Sunnyside.

**6.13** Some of the city's Heritage Assets are however at risk, especially as a result of the economic downturn in recent times, and this situation is reflective of a wider national problem albeit somewhat more acute within the North East region. The City Council has and will continue to be pro-active in responding to this issue. Addressing Heritage-at-Risk is therefore a key priority of the Council and it will focus on working with funding partners such as English Heritage and Heritage Lottery Fund, other partner organisations, property owners and developers, to collaboratively and constructively develop solutions that secure and sustain the future of assets at risk.

**6.14** The Council will also seek to increase its knowledge and understanding of its historic environment, reviewing its local heritage designations, undertaking survey and appraisal work and commissioning specialist studies and research as opportunities arise, with the aim of continually developing its database of heritage assets and potentially making new designations where justified by such work. For instance the Council's Heritage Protection Team will continue to produce Conservation Area Character Appraisals and Management Strategies (CAMS) to ensure that all its Conservation Areas are supported by adopted planning guidance and a robust policy framework and relevant guidance is in place for the protection and stewardship of the city's local historic assets.

**6.15** The Council further acknowledges that the conservation and enhancement of the City's heritage assets should go hand-in-hand with enjoyment of them. The Council will therefore continue to promote and raise awareness and appreciation of the City's historic environment and seek to ensure wherever possible that is an accessible resource to be enjoyed by its local communities and visitors alike.

## **Natural Environment**

### **Green Belt**

**6.16** Although primarily urban in character, 57% of the city is classed as open countryside or green space, nearly 30 percent of which is designated Green Belt, that surrounds and separates the main urban areas.

**6.16** The maintenance of the broad extent of the Green Belt boundaries is an important factor in directing new development to urban areas. A significant amendment to the Green Belt boundary is proposed to accommodate the Strategic Site to the North of Nissan. The release of this site is vital to secure the ongoing development of the city's economy.

**6.17** The Council will be undertaking both a strategic and non-strategic review of the Green Belt boundaries to ensure the boundaries remain robust to meet the city's strategic development needs. However, it will not necessarily lead to a whole scale roll back of the existing Green Belt, findings will be incorporated into this Core Strategy at the earliest stage. At a more detailed level, this review will also consider minor boundary changes to ensure the Green Belt boundaries remain robust and clearly recognisable. These will be detailed within the emerging Allocations DPD.

### **Landscape Character and Settlement Breaks**

**6.18** The city has a diverse landscape, encompassing parts of two national landscape character areas, the Durham Magnesian Limestone escarpment and Tyne and Wear lowlands. The protection of the former is now the subject of study through the Limestone Landscape Partnership and also includes the Durham Heritage Coastline and River Wear Estuary. These areas require continued conservation, enhancement and protection where necessary.

**6.19** The broad extent of open breaks between settlements will be retained in order to support the development of green infrastructure, focus of development on urban areas and to help retain the distinct physical characteristics of local neighbourhoods within the city. Notwithstanding this, an amendment to the settlement break boundary in South Sunderland will be proposed to accommodate the proposed Location for Major Development at Burdon Lane. The deletion would facilitate the growth objectives and needs of the city.

**6.20** The Council is undertaking a full review of all its settlement break boundaries, to ensure they are still appropriate and fit for purpose. The findings of which are being consulted upon alongside the Core Strategy Revised Preferred Options and will inform the Allocations DPD.

### **Green Infrastructure Corridors and Greenspace**

**6.21** The wide variety, quality and quantity of green infrastructure in Sunderland contributes significantly towards the creation of safer, healthier and more sustainable neighbourhoods, and in turn will protect and improve citizen's health and welfare.

**6.22** The Council seeks to complete an interconnected network of green infrastructure (GI) corridors that enable safe and convenient movement for wildlife, walkers and cyclists. A network of good quality GI can assist the city in meeting several of its spatial objectives by improving land for recreation purposes, improving local access and biodiversity, assist in mitigating against climate change and enable sustainable drainage. A GI Strategy for the city will be developed to support these key objectives.

**6.23** Six inter-district green infrastructure corridors within the city have been identified (as shown by Figure 7). These corridors will build on the existing network linking the city to the wider region and seek to broaden the range and quality of functions that green infrastructure can bring to the city. Due to the nature of the corridors, which include private as well as public open space, not all will be accessible to the public.

**6.24** Lower order district corridors that have particular relevance to local communities will also be protected and enhanced. The network of the potential green infrastructure corridors is also shown at Figure 7.

**6.25** The city contains a wide diversity of green space. Though overall provision of green space has improved over the last 15 years, the spatial distribution and quality of green space available remains varied especially in the older neighbourhoods in and around Central Sunderland. It is therefore important to protect valued green space from adverse development and create and enhance new green space where this will achieve higher quality value and greater distribution.

**6.26** Through the Green Space Audit which was consulted upon through 2012, the Council has quantified and surveyed all green space in Sunderland and the value it they have to the local community. Responses to the Green Space Audit and previous Core Strategy community engagement suggests that all but some minor areas of amenity space are valued.

### **Biodiversity**

**6.27** Due to the geology of the city, Sunderland has many sites of botanical interest and a variety of habitats of value to wildlife, including parts of two Natura 2000 sites, the Northumbria Coast Special Protection Area (SPA) which protects species and the Durham Coast Special Area of Conservation (SAC) which protects habitats. These sites are protected by European Union legislation and the impact of this plan on them has been considered in an 'Appropriate Assessment' in accordance with UK regulations.

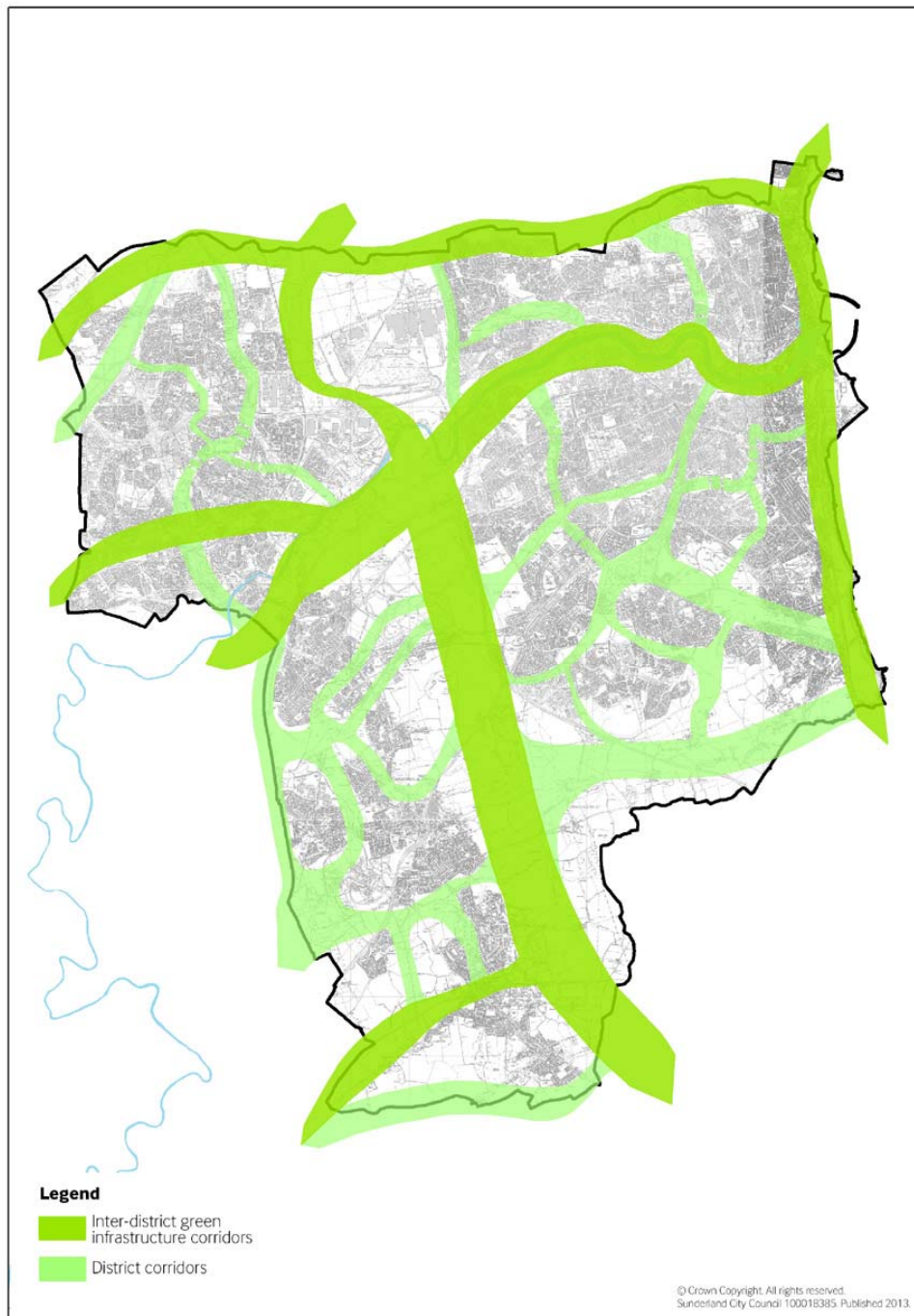
**6.28** There are currently 17 Sites of Special Scientific Interest (SSSIs), 10 of which are identified for both biological and geological or geomorphic value, 68 Local Wildlife Sites and five Local Nature Reserves within the city.

**6.29** The City Council will continue to work in partnership with the Durham Biodiversity Partnership for the successful delivery of the Durham Biodiversity Action Plan (DBAP) and its key targets. The DBAP will form the primary mechanism for achieving both the UK BAP targets and regional targets, within

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

**6.30** An full audit of the city's ecology was undertaken in 2011/12 and will be consulted upon shortly. This will inform both this Core Strategy and the emerging Allocations DPD regarding amongst other matters, the designation of new sites of nature conservation importance and (where necessary) deletion of existing sites.

**Figure 7 : Proposed Green Infrastructure Corridors**



## Chapter 7: Renewable Energies

**7.1** Climate change is recognised as one of the most significant threats facing the 21<sup>st</sup> Century and as such there are unprecedented challenges to the environment, economy and the future security of energy. The impact will be felt through changes in the range and extremes of weather on communities and the natural world, as well as global consequences such as rising sea levels.

**7.2** The NPPF stipulates that planning should support the transition to a low carbon future and encourage the use of renewable resources through the development of renewable energy and associated infrastructure in order to deliver the economic, social and environmental dimensions of sustainable development.

### Background to Renewable Energies Policy

#### What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to waste and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- Support for all types of renewable energy systems, with a slight preference overall for solar energy systems.
- Policy should be aligned with the Sunderland Climate Change Action Plan to emphasise role of energy efficiency.
- A preference for large wind turbines to be located offshore.
- In the occurrence of onshore wind turbine development preference for brownfield land to rural locations, but no preference between having just a few large wind farms, or many sites with fewer, smaller turbines.

#### Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2012) highlighted:-

- That it will help to ensure that carbon emissions are reduced in the city, whilst also increasing the amount of energy produced from renewable energy.

#### Spatial Strategy

**7.3** The Spatial Strategy set out in Core Strategy Policy CS1 identifies the growth objectives of the city. The sustainable regeneration of the city's economy and the achievement of the growth objectives is a key priority for the City Council. The Sunderland Economic Masterplan will be a key driver in providing a long-term strategy for Sunderland's future economic growth. The Masterplan proposes that, to become more prosperous, Sunderland must focus on a small number of important sectors and on the city centre, and do this by developing a low-carbon economy. The vision is that Sunderland will

become 'An entrepreneurial University City at the heart of a low-carbon regional economy'.

**7.4** The spatial objectives aim to help achieve the spatial vision. A range of planning actions that could bring about the achievement of each objective has also been suggested.

### **Delivery of Spatial Objective**

#### *2. Climate Change*

*Adapt to and minimise the impact of climate change by reducing carbon emissions*

### **Renewable Energies**

**Policy CS7 - The development of decentralised, renewable and low carbon energy will be supported subject to satisfactory resolution of all site specific constraints.**

**Renewable energy development should be located and designed to avoid significant adverse impacts on landscape, wildlife, heritage assets and amenity.**

**Appropriate steps should be taken to mitigate any adverse impacts, such as noise nuisance, flood risk, shadow flicker and interference with telecommunications, through careful consideration of location, scale, design and other measures.**

**Consideration will be given to the cumulative impacts of proposals within and outside the City.**

**7.5** The Economic Masterplan (EMP) vision that Sunderland will become 'An entrepreneurial University City at the heart of a low-carbon regional economy', is to be achieved through the successful delivery of priority aims. Aim 2 of the EMP is to establish Sunderland as a leading UK city for low-carbon technology and production and to support the wider region in developing a sustainable, low-carbon economy.

**7.6** In 2009, Nissan Sunderland announced future investment to pioneer electric vehicle battery production, just as the UK Government's announcement that the UK's Low Carbon Economic Area for Ultra Low Carbon Vehicles would be centered on Sunderland. This provides Sunderland with the opportunity to place itself at the front of a highly significant national policy, where it will attract attention, recognition and the prospect of international investment. This is an opportunity to present the city as a national exemplar, promoting showcase projects including electric vehicles, carbon-efficient technologies and low-carbon lifestyles.

**7.7** As is apparent, Sunderland is committed to playing its part in tackling climate change in helping to achieve the national target to cut carbon dioxide

emissions by 80% by 2050. Sunderland Partnership and Sunderland City Council recognise that climate change is one of the greatest environmental challenges facing the world today. Sunderland's Climate Change Action Plan sets out how the city is going to reduce its energy consumption, emissions of carbon dioxide (CO<sub>2</sub>) and other greenhouse gases, which are known to be the main cause of climate change. The Plan outlines a number of priority actions including improving transport infrastructure to create greener, cleaner and healthier transport

**7.8** In addition, Sunderland has joined other European cities in pledging to reduce carbon emissions by 20% by 2020. Sunderland has signed up to the European Union's Covenant of Mayors. The Covenant offers a permanent network of major European cities which, through sharing ideas and strategies, will work together to create the energy efficient, low carbon cities that are needed if the EU is to be successful in tackling climate change.

**7.9** Supporting renewable and low-carbon decentralised energy schemes is an important component of meeting carbon reduction targets. Renewable energy generators are already an important component of energy use in the city with 10 wind turbines at Nissan providing 6.6MW and a small windfarm at Great Eppleton Farm with 4 wind turbines providing 12 MW. The city also accommodates a number of smaller renewable energy generators including wind turbines, pvc cells, biomass.

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

**7.11** Further studies are required to understand the scope for further renewable development in the future. The Regional Renewable Energy Strategy (2005) identified that wave, offshore wind, solar, tidal and geothermal resources are not viable renewable energy technologies on a large scale in Sunderland.

**7.12** In addition, there maybe limitations for future wind turbine development within the Coalfield area. A report produced for the North East Regional Assembly, Wind Farm Development and Landscape Capacity Studies: East Durham Limestone and Tees Plain, 2008, identifies the Coalfield to be of medium to high sensitivity with regards to further wind farm development, due to the landscape impact of existing turbines at Great Eppleton and High Sharpley upon the Magnesian Limestone Escarpment.

**7.13** The Council are in the process of procuring consults to undertake a feasibility study to identify broad locations for future renewable energy development and the feasibility of decentralised energy in the city, the findings of which will inform future drafts of the Core Strategy.

## Chapter 8 : Waste management

### Introduction

**8.1** The National Planning Policy Framework does not specifically address waste. Planning Policy Statement 10 “Planning for Sustainable Waste Management” still remains in force. Updated national waste policies are awaited from the new National Waste Management Plan for England. Notwithstanding the lack of up to date guidance, waste management is under going a period of significant change which will see a reduction in waste generated and more sustainable forms of management in order to meet challenging targets for waste reduction, recovery and recycling/composting sufficient facilities.

### Background to the Waste Policies

#### What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to waste and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- The use of recycled materials in new development should be encouraged.
- Waste management industries for the treatment of residual household waste should be encouraged.
- Recycling industries should be encouraged to locate in the city.

#### Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2012) highlighted:-

- The policy aims to reduce waste production and increase recycling through applying the waste hierarchy (reduce, re-use, recycle, recover energy from waste and ultimately disposal).

### Spatial Strategy

**8.2** The Spatial Strategy set out in Core Strategy Policy CS1 identifies the growth objectives of the city. But growth can not occur alone. Development must be planned for alongside all necessary supporting infrastructure including waste management.

### Delivery of Spatial Objectives

#### **9. Waste and recycling**

*To increase the reuse and recycling of ‘waste’ in line with sub-regional responsibilities and plan for the most sustainable way of disposing of the remainder.*

### Waste Management

**Policy CS8.1 - The City Council will ensure the sustainable management of waste in Sunderland by:-**

- a) Managing waste through the waste hierarchy, in sequential order. Waste should only be disposed of in landfill if there are no other waste management solutions;**



- b) Supporting delivery of the South Tyne and Wear Joint Municipal Waste Management Strategy;**
- c) Facilitating the development of a network of small scale local waste management facilities in accessible locations, and effective methods of waste management such as facilities to separate or store different types of waste, including materials that are required to be separated for kerbside collection schemes;**
- d) Allocating land as necessary for waste management facilities, to meet identified local and regional requirements.**

**8.3** The Government's objective is to protect the environment and human health by producing less waste and using it as a resource wherever possible. This means reducing the dependence on landfill and diverting waste to more sustainable methods of waste management.

**8.4** Driven by European legislation and established targets there is now a requirement to reduce the amount of waste generated, increase the levels of waste diverted away from landfill, and recycle more waste. This approach to sustainable waste management reflects the waste hierarchy, setting out the order in which options for waste management should be considered on environmental impact. The hierarchy gives priority to the following waste management solutions :

- Waste prevention
- Preparing for re-use
- Recycling
- Other types of recovery (including energy recover)
- Disposal (e.g. landfill).

**8.5** The aim is to recycle 50% of waste from household by 2020 under the EU Waste Framework Directive and to recover 70% of construction and demolition waste by 2020.

**8.6** Sunderland has progressed a joint approach to the procurement of waste services, along with the Councils of South Tyneside and Gateshead, known as the "South Tyne and Wear Waste Management Partnership" (STWWMP). Guided by the joint waste strategy, the partnership has developed a longer-term strategic solution for the treatment and disposal of residual municipal waste. A contract has been secured for the City's residual municipal waste to be treated at a new Energy from Waste Facility at Haverton Hill in Teeside.

**8.7** The contract involves building an Energy from Waste facility which will burn the waste to create electricity. The plant will be able to deal with up to 256,000 tonnes of waste each and capable of exporting 18.84MW electricity to the national grid. The facility will be supported by a Visitor and Education Centre at Gateshead's waste transfer facility which is located within Sunderland's boundary at the Campground site in Springwell. A new waste transfer facility station has been granted consent and will be developed at Jack Crawford House depot, in Hendon.

**8.8** In 2012 a forecasting exercise was commissioned by the North East local authorities to gain an understanding of commercial and industrial waste arisings up to 2030. Although the main focus of the study was commercial and industrial waste, as so many key facilities in North East England process waste from both municipal (i.e. household) and commercial and industrial (i.e. business) sources, a precise forecast of free capacities required the need to consider municipal waste arisings too.

**8.9** The tables below provide further information on the findings of the Study. The findings are based upon the achievement of statutory targets. Alternative scenarios were also developed which modelled increased recycling and landfill diversion targets. These show more positive outcomes, so the findings below are a worst case scenario. The alternative scenarios are discussed in the Urban Mines Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities 2012.

**Table 1 : Existing Waste Infrastructure facilities in Sunderland**

Site Type	Not Operational (tonnes per annum)	Operational (tonnes per annum)	Total Capacity (tonnes per annum)
Co-Disposal Landfill		500,000	500,000
Haz Transfer Station		1,186,541	1,186,541
HWRC		61,499	61,499
Inert Landfill		150,000	150,000
Inert transfer station		999,999	999,999
Metal Recycling and ELV	7,498	174,003	181,501
Material Recycling Facilities (MRF)	6,900	629,998	636,898
Non-Haz Landfill	450,000	695,170	1,145,170
Non- Haz Waste Transfer Station	0	1,982,452	1,982,452
Treatment		74,999	74,999
Grand Total	464,398 6	6,454,661	6,919,059

Capacity is EA licensed capacity

**Source:** Environment Agency

**Table 2 : Projected Non-Hazardous Waste Arisings & Capacity Gaps**

	Total Arisings	Capacity Gap	Excluding Houghton Landfill
2012	328,169	+69,000	+69,000
2022	344,531	+166,000	- 84,000
2030	350,566	- 86,000	- 86,000

**Source:** Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities), 2012

**8.10** With considerable local landfill capacity and access to the new energy from waste plant at Haverton Hill in Tees Valley, residual waste capacity exceed arisings until 2029, although there is still energy recovery shortfall attributed to commercial & industrial generated waste.

**8.11** However, the owners of Houghton Landfill are considering closing the landfill in the near future and a planning application is currently being considered. Modelling requirements without the Houghton landfill extension shows a significant shortfall in available local landfill capacity of some 80,000 tonnes. Currently none of Sunderland's Municipal Solid Waste goes into Houghton Landfill. The closure of Houghton Land fill is more likely to have a sub-regional and regional impact than at a local level.

**8.12** With the move to drive waste management up the waste hierarchy, the intention is not to provide additional landfill capacity within the city during the plan period but to look at alternative methods for managing waste. Development Management Policy DM8.1 provides further details on the criteria to be used in both allocating appropriate sites (through the Allocations DPD) and to determine planning applications for future waste facilities, including strategic waste facilities.

**Table 3 : Projected Hazardous Waste Arisings & Capacity Gaps**

	<b>Total Arisings</b>	<b>Capacity Gap</b>
2012	6,340	0
2022	6,146	0
2030	5,973	0

**Source:** Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities), 2012

**8.13** Hazardous Waste arisings (not including waste water and related treatment) are some 6,000 tonnes per annum, which is not expected to change significantly over the forecast period. This compares to a local hazardous transfer capacity of some 1.2 million tonnes annually (2010 figures). Although there is no hazardous landfill capacity in the city, there is considerable capacity in nationally significant sites in the Tees Valley sub-region, and at a regional scale there appears to be significant hazardous waste treatment and landfill overcapacity.

**Table 4 : Organic Waste Arisings & Capacity Gaps**

	<b>Total Arisings</b>	<b>Capacity Gap</b>
2012	28,000	0
2022	47,000	0
2030	49,000	0

**Source:** Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities), 2012

**8.14** Forecasting shows that some 28,000 tonnes of segregated organic waste is produced in Sunderland at present, increasing to some 49,000 tonnes.

**8.15** Comparing likely arisings to local capacities, there is no significant existing or planned organic recycling capacity, in windrow composting or anaerobic capacity in the city. A Materials Recycling Facility in Washington provided and operated by the Council's contractor and transfer station in Birtley, currently takes Sunderland's garden waste for onward transportation to a Green Waste Composting Facility outside the city. There maybe

opportunities for the development of suitably located organic recycling facilities, subject to satisfying Development Management Policy DM8.1

**8.16** There is limited information on low level radioactive waste arisings as such a Low Level Radioactive Waste Study is shortly to be undertaken. Once again the assessment is being undertaken collaboratively with most Local Authority's in the region. Once finalised the outcome of this work will be reflected in the Core Strategy.

## Chapter 9: Minerals

### Introduction

**9.1** The NPPF recognises that minerals are essential to support sustainable economic growth and our quality of life. It is necessary to ensure that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the area needs. Since minerals are a finite natural resource, and can only be worked where they are found, it is important to make best use of them to secure their long-term conservation.

**9.2** Sunderland possess a variety of valuable minerals resources including Permian yellow sand and crushed rock which play a part in meeting local, regional and national requirement.

### Background to the Mineral Policies

#### What you told us

There has been public consultation on the Core Strategy as it has progressed through its various stages. A number of responses are directly relevant to waste and these have been taken into consideration in formulating the policies in this version of the Core Strategy. These responses are set out as follows:-

- Mineral extraction should be restricted to the most suitable sites, especially where minerals can be transported by rail or water.
- The impact on SSSI's and priority habitats must be assessed in relation to the broad locations for Minerals Safeguarding Areas.

#### Sustainability Appraisal

The Core Strategy has been subject to Sustainability Appraisal continuously as it has developed. The latest SA (April 2012) highlighted:-

- The policy would not minimise the use of global and local resources by continuing to extracting minerals. Mineral safeguarding areas would ensure that resources are available for the future and ensure that no development is permitted which could cause unnecessary sterilisation by development.
- The processes involved in extracting minerals could help to develop appropriate employment opportunities that are accessible and diverse and attractive to residents and potential in-migrants.
- The extraction of minerals from the city's quarries could have a detrimental impact on the city' landscape.

### Spatial Strategy

**9.3** The Spatial Strategy set out in Core Strategy Policy CS1 identifies the growth objectives of the city. But growth requires building materials. Building materials for the development of the new homes, offices, schools, roads required as part of the cities proposed growth.

### Delivering of Spatial Objective Minerals

To manage the city's mineral resources ensuring the maintenance of appropriate reserves to meet the future needs of the community whilst making sure that environmental impacts are properly considered.

## **Minerals**

**CS9.1 The City Council will ensure that mineral resources in the City are properly managed by:-**

- a) Ensuring an appropriate contribution is made to the national and regional needs for minerals, in ways which conserve and enhance the quality of the environment and the quality of life for existing and future generations, in accordance with the principles of sustainability;**
- b) Identifying Mineral Safeguarding Areas (MSAs) around mineral deposits that are considered to be of current or future economic importance in the broad locations of Eppleton, Great Eppleton, Pittington Hill, Warden Law and Springwell to safeguard the deposits against unnecessary sterilisation by development;**
- c) Assessing proposals for non-energy mineral extraction both individually and cumulatively, in terms of contribution to targets, and the social, environmental and economic impacts arising.**

**9.4** Minerals are a finite resource and can only be worked where they exist. Sunderland's main contribution to meeting local, regional and national requirements in the last decade has been in providing Permian yellow sand and crushed rock from quarries on the Magnesian Limestone Escarpment.

**9.5** Sunderland currently has two operational quarries extracting aggregates, at Hetton Moor House Farm and Eppleton. There is no longer any coal extraction in the city and no new sites for aggregate extraction have been identified.

**9.6** Revised national and regional guidelines for the provision of aggregates in England 2005 to 2020 were published in June 2009. The guidelines for the provision of land-won aggregates from North East England over this period are 24 million tonnes of sand and gravel and 99 million tonnes of crushed rock. A sub regional apportionment has been established through technical work undertaken by the North East Aggregates Working Party (NERAWP). The Tyne & Wear Sub-region (including Gateshead, South Tyneside and Sunderland) must retain a land bank of planning permissions sufficient to deliver approximately 3.1 million tonnes of sand and gravel and 3 million tonnes of crushed rock over the period to 2020.

**9.7** Based on the latest Regional Aggregate Working Party annual report 2008, and the recent approval (subject to the signing of section 106's) for the extension of Eppleton Quarry, the Tyne & Wear Sub-region exceeds the NERAWP apportionment requirements for both crushed rock and sand and gravel extraction.

**9.8** The NPPF requires local authorities to undertake an annual Local Aggregate Assessment (LAA), either individually or jointly with neighbouring authorities. The LAA is an assessment of supply options and a rolling average 10 years sales data and other relevant local information. County Durham, Northumberland and the Tyne & Wear are producing a joint LAA. The findings of which will inform future drafts of the Core Strategy.

**9.9** Mineral Safeguarding Areas (MSAs) are defined for mineral reserves that are considered to be of current or future economic importance. These are shown on the key diagram. The purpose of MSAs is to ensure that mineral resources are adequately taken into account in all spatial planning decisions. They do not automatically preclude other forms of development taking place, but highlight the presence of an economically viable mineral so that it is considered, and not unknowingly or needlessly sterilised.

**9.10** Surface coal resources are present across roughly the western half of Sunderland, defined on the key diagram. It is necessary to ensure that coal resources are not unduly sterilised by new development. In instances where this may be the case, the Coal Authority may seek prior extraction of the coal. Developers should liaise with the Coal Authority when proposing developments within Coal Safeguarding Areas.

**9.11** Mineral extraction has been one of the most significant activities shaping the development of the city over the past two centuries. Consequently, there are approximately 290 recorded mine entries listed in the city, potentially resulting in land instability. It is important new development does not lead to future public safety hazards, where required developers should carry out site investigations and where necessary mitigate, the coal mining legacy on site where necessary.

**9.12** Land instability and mining legacy is not a complete constraint on new development; rather because the legacy of past mining has been addressed the new development is safe, stable and sustainable.

**9.13** Where proposals for mineral extraction occur Development Management Policy DM9.1 sets out the criteria by which proposals for mineral extraction should be considered, to ensure that environmental, social and economic issues and impacts are fully considered and where adverse affects are identified, they are effectively managed and mitigated.

## Chapter 10 : Plan, Monitor, Manage

### Introduction

**10.1** National planning policy requires that plans should be deliverable over the plan period. In other words, they should not contain a 'wish list' of matters councils would like to see come forward, irrespective of whether there is a realistic chance of them being delivered.

**10.2** A central objective of national policy is to proactively drive forward and support sustainable economic development to deliver the homes, businesses and infrastructure that the country requires. Of particular note are the requirements for councils to *inter alia* :

- Maintain a rolling 5 year supply of deliverable housing land
- Keep under review the changing requirements and demands of the business community in terms of the scale, type and location of land to accommodate their requirements
- Monitor the changing and emerging demands of local communities in terms of the type, size and tenure of new required.

### **Plan, Monitor and Manage**

**Policy CS10 – Compliance with the policies and allocations will be continuously monitored throughout the plan period via Annual Monitoring Reports. Should this demonstrate that policies and allocations are not being achieved, the following mechanisms will be triggered:**

- a) Review of relevant supply of development related allocations;
- b) Review of relevant policies.

**Should at anytime the above mechanisms be triggered the following actions will be used to assist in the delivery of policies and allocations, where relevant:**

- i. Consider the potential for surplus / undervalued open space as an outcome of the greenspace strategy.
- ii. Consider the potential for surplus employment land through future reviews of the city's employment land portfolio.
- iii. Selective use of Compulsory Purchase Powers to assemble land suitable for the marketplace.
- iv. Bringing forward the phased release of Council owned land.
- v. The selective use of Compulsory Purchase Powers and /or land acquisition to assemble land suitable for the market place to meet any shortfalls in supply
- vi. Review and reprioritise its heads of terms for securing developer contributions as detailed in Policy DM10 to enable to ensure proposals remain viable.
- vii. Where major sites require significant levels of reclamation the City Council will consider a partnership agreement to bring a site to a stage where it becomes viable for development.
- viii. Supporting bids for Public Sector Funding through partnership work.



- ix. Working with the relevant agencies and utility providers to secure the timely provision of infrastructure
- x. Review internal working practices such as the pre-application or development management processes.
- xi. Regularly assess the needs and demands of the development industry, residents and partners.
- xii. Consider the preparation of supplementary planning documents to provide clearer guidance as to how the relevant policies should be implemented.
- xiii. Through the duty to cooperate, continue to work with adjacent Councils and agencies to consider the cross boundary development needs and infrastructure requirements.

Should there fail to be a five-year housing land supply at any time, the City Council in consultation with partners and developers will seek to bring forward additional suitable housing land and boost housing delivery, in accordance with Policy CS1, through the above actions and the following management actions :

- i. Establish an agreed process with developers, landowners and agents by which the SHLAA process can provide a 'real time' position on the city's housing land supply position rather than relying on an annual review.
- ii. Sites within the subsequent 6-10 year period of the SHLAA which do not adversely affect the achievement of other aspects of the Core Strategy will be advanced into the 5 year land supply.
- iii. Responding to changing demands in house types, in relation to densities.
- iv. Consider the bringing forward of suitably identified greenfield sites where they can help subsidise bringing forward the delivery of PDL.

**10.3** The spatial objectives and policies of this Plan will be delivered through coordinated working with a wide range of organisations from the public, private and third sector. The public sector (such as Government agencies, the public transport providers, the NHS Teaching and Primary Care Trust, the water, electricity, gas and telecommunications industries) will play an important role in the delivery of the Plan. Rationalisation of public sector assets to maximise their effective and efficient use is expected to continue over the coming years. This will include the disposal of assets for alternative uses or co-location for the efficient use of land.

**10.4** It is also envisaged that significant investment would come from the private sector (such as through house building companies, developers, retailers and businesses) through direct investment in land and buildings and developer contributions towards infrastructure delivery.

**10.5** The Council is working towards the comprehensive delivery of the policies and proposals of the Core Strategy. Presently, there is no reason to believe that these will not be implemented in full. However, it is accepted that

there are circumstances beyond the Council's control where development may fail to come forward for a number of reasons.

**10.6** Accordingly, the Core Strategy and its subordinate development plan documents must be flexible and robust enough to respond to changing needs and circumstances. This is particularly relevant given the current domestic and wider recessionary pressures affecting the ability of the private sector to deliver. This is equally pressing within the public and voluntary sector as a result of the Government imposed austerity measures. As such, where the Council is able to use its influence and power to enable delivery of the proposals and policies, it will do so.

**10.7** Policy CS10 sets out a range of measures that are available to the Council that it can utilise not just in response to a potential situation where a specific part(s) of the plan appear to falter, but also to directly pump-prime and where necessary accelerate delivery. These measures can call on the Council's role :

- As the statutory local planning authority both in terms of the processes by which proposals are determined but also how it responds to changing circumstances through the development plan making process
- As land owner in terms of how and when it disposes of its land and buildings, but also where it may directly intervene to purchase land
- As enabler and facilitator where it can influence the investment programmes of key infrastructure delivery agencies (through the Infrastructure Delivery Plan) that will be essential for the effective delivery of proposals.

**10.8** The Core Strategy has an in-built mechanism to 'plan, monitor and manage' the delivery of its policies and proposals through the Annual Monitoring Report (AMR). Chapter 21 of this Core Strategy, 'The Implementation and Monitoring Framework' sets out the range of targets to each policy alongside a range of contingency measures that may be employed to bring the Plan in the event that it needs to respond to changing circumstances. Accordingly, Policy CS10 must be read in conjunction with the Implementation and Monitoring Framework.

## Chapter 11 : Promoting Sustainable Development Patterns

### **Presumption in Favour of Sustainable Development**

**Policy DM1.1- When considering development proposals the City Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. The City Council will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.**

**Planning applications that accord with the policies in this Plan (and, where relevant, with policies contained within other Development Plan Documents or neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.**

**Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the City Council will grant permission unless material considerations indicate otherwise – taking into account whether:**

- a. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**
- b. Specific policies in that Framework indicate that development should be restricted.**

### **Alternative Approaches**

The policy reiterates national policy approach set out in NPPF. It replicates the required 'model' policy developed by the Planning Inspectorate which it requires to be included within new Development Plans. **There is no reasonable alternative.**

**11.1** A presumption in favour of sustainable development is now enshrined in national planning policy. When considering development proposals the Council will take a positive approach that reflects this presumption.

**11.2** Development and economic growth, though desirable and necessary, is not sustainable in itself. There are three dimensions to sustainable development- the community/ society, the environment and the economy. Sustainable development can only be achieved when all three aspects are considered together consistently and are given equal weight.

**11.3** The Council will work proactively and positively with prospective developers, businesses, community representatives and local stakeholders to negotiate and bring forward quality development solutions which mean that

proposals can be approved wherever possible and which will maximise sustainable economic, environmental and social benefits for City.

### **The Sequential Approach to Development**

**Policy DM1.2 – Land for development should be released in the following sequential order :**

- i. Suitable, viable and deliverable previously-developed sites and buildings within urban areas, particularly around public transport nodes;**
- ii. Other suitable, viable and deliverable locations within urban areas not identified as land to be protected for nature or heritage conservation or recreational purposes;**
- iii. Suitable, viable and deliverable sites in locations adjoining urban areas, particularly those that involve the use of previously-developed land and buildings; and**
- iv. Suitable, viable and deliverable sites in settlements outside urban areas, particularly those that involve the use of previously-developed land and buildings.**

**Planning proposals on greenfield land will only be supported where it can be demonstrated that the release of the site can be justified on the basis of the above sequential approach.**

**All sites should be in locations that are sustainable, or will be, and be well related to homes, jobs and services by all modes of transport, particularly public transport, walking and cycling having regard to other relevant policies within the LDF.**

**Sites and proposals not covered by the above will be considered on their merits and compliance with other policies of the LDF.**

### **Alternative Approaches**

The policy reflects messages within the NPPF in terms of the presumption in favour of sustainable development, promoting the vitality of the main urban area and encouraging effective use of land by reusing land that has been previously developed. **There is no reasonable alternative**

### **Supporting Text**

**11.4** The policy advocates a sequential approach to the identification of sites for development, recognising the need to make the best use of land and optimise the development of previously developed land. Development of sustainable sites within the Urban Area should take priority over development beyond the urban limits.

**11.5** Over the last 10 years the City has delivered much of its new housing on sustainable brownfield sites and this remains both a national and local priority. However, there is not an inexhaustible supply in the long term. Whilst there remains a number of major brownfield sites across the city, development viability is a major planning issue and a number of these sites

are not available in years 1-5 as a result of various physical constraints and the costs of bringing them back into use.

**11.6** The Council recognise that to achieve the growth aspirations of the city there will be a need to consider the use of suitability sustainable greenfield sites in both the short and long term. Notwithstanding this, the development of sustainably located PDL and buildings should continue to take priority over greenfield land.

## Chapter 12 : Strategic Sites and Locations for Major Development

### Strategic Sites & Locations for Major Development

#### Strategic Sites

**Policy DM2.1.** - Development proposals for the Strategic Sites must be supported by either a masterplan or development framework, which includes a delivery strategy. Development Proposals must:

- a. provide the appropriate level of physical, social, health, green and transport infrastructure necessary, to achieve a sustainable development and create a sense of 'place'; and
- b. have regard for all policies within this document
- c. demonstrate through the use of detailed drawings and a written statement how they have successfully addressed the elements of the site and its surroundings, including
  - i. urban form, such as building lines, frontages, plot sizes and patterns, building heights, storey heights and massing;
  - ii. architectural quality, such as colour, type, source and texture of detailing and materials used;
  - iii. natural features, such as topography, trees, boundary treatments, planting and biodiversity;
  - iv. visual context, such as location and scale of landmarks, strategic and local and other site specific views.

#### Locations for Major Development

**Policy DM2.2.** - LMDs will be defined and allocated through the Allocations DPD. Should an LMD come forward in advance of this document proposals will be considered against policies within the NPPF, the Development Plan and the criteria set out for Strategic Sites.

#### Alternative Approaches

Policy establishes main requirements underpinning development of these sites. **There is no reasonable alternative**

**12.1** Strategic sites by their nature will involve major development or redevelopment, as such proposals must be planned in a comprehensive manner and considered in line with DM Policy 6.1, which should be detailed through the preparation of a masterplan or development framework. The inclusion of a delivery strategy within the masterplan/framework will allow for a managed approach to the development process.

**12.2** The preparation of a master plan/development framework for these sites ensures all aspects of development are considered and encompassed into the proposals to achieve a sustainable development and create a sense of place.

## Chapter 13 : Economic Development

### Development within Employment Areas

#### Primary Employment Areas

**Policy DM3.1-** Within Primary Employment Areas the City Council will safeguard, promote and manage land and premises for employment uses falling within the B use classes that is Business (B1), General Industrial (B2) and Storage and Distribution (B8).

Within these areas proposals for new development and changes of use for developments not within the B use classes will not normally be permitted. The only exceptions to this will be proposals for small scale ancillary uses where these can be shown to genuinely support, maintain or enhance the business and employment function of the area. These could include:-

- i) Shops (A1) including sandwich bars
- ii) Cafes (A3) including snack bars and cafes

The maximum permitted floorspace for individual units will be 50sqm. The number and massing of units will be carefully considered to avoid an over-dominance that might affect the function and appearance of the area. Conditions will be imposed to prevent the further change of use of units.

Other potential uses might include:-

- i) Training centres (D1)
- ii) Crèches/ day nurseries (D1)
- iii) Gymnasiums (D2)

Other uses will be considered on their merits. In all cases all new uses must:-

- a. be of a type, scale or appearance compatible with the established character and function of the employment site;
- b. not adversely prejudice the day-to-day operation of the employment site through traffic generation or pedestrian movement;
- c. not – with other similar uses - constitute a significant dilution of the business use on the area.

#### Key Employment Areas

**Policy DM3.2-** The release of vacant land or premises within designated Key Employment Sites to non-employment purposes will only be considered acceptable where it can be demonstrated that:-

- a. The Council's most up-to-date employment land assessment(s) recommends their release for another purpose; and
- b. The integrity, function and purpose of the remaining Site for employment purposes is not diluted;
- c. The land or building is no longer needed for employment uses,

- and has this been evidenced through the provision of a local (or, where appropriate, strategic) assessment of demand;
- d. It can be demonstrated to the City Council's satisfaction that a site is no longer viable or capable of accommodating economic development uses (e.g. due to its location or for reasons of development viability);
  - e. The site has been unused for employment uses for at least a year, despite having been properly marketed on reasonable terms in accordance with DM3.3;
  - f. The current employment use (if one remains) is moving to an alternative accessible and otherwise suitable site within the city;
  - g. The site is of an insufficient quality and/ or fitness to accommodate existing types of industrial demand;
  - h. The site has been allocated for redevelopment for mixed or non-economic development uses through the Allocations DPD.

#### **Alternative Approaches**

Approach accords with NPPF applied to local level. There is a need to distinguish the relative importance of different employment areas and adopt an appropriate approach to development management within these areas.

**There is no reasonable alternative.**

**13.1** Employment land is a finite resource and needs to be protected to ensure that sufficient is available to allow the City's economy to prosper. However, these areas are increasingly subject to pressure for the development of non-employment uses (typically housing). National Planning Guidance highlights the importance of securing economic growth but outlines the need to take into account wider regeneration needs when assessing proposals.

**13.2** The Council's Employment Land Update classifies existing employment areas in the City as either "Primary" or "Key" according to a range of criteria. The Update also highlights the need to differentiate between these areas and – accordingly – apply a different Development Management approach to each of these. This will ensure an appropriate level of protection is afforded to individual estates commensurate with their role and importance to the local economy.

**13.3** Where an application is submitted for the redevelopment of a site or property for an alternative use, a key requirement is the need for the applicant to completely demonstrate that attempts have been made to secure the current employment use of the site/ property before an alternative use will be considered favourably by the Council.

**Policy Marketing – Development on Key Employment Areas**  
**Policy DM3.3-** When considering applications for non-employment development within Key Employment Areas the City Council will require a statement of the efforts that have been made to market any premises or site currently or last used for employment development where an



**applicant puts forward that:-**

- a) There is no realistic prospect of an employment re-use of the land or premises, or;**
- b) Redevelopment for an employment use would not be economically viable.**

**Proof of marketing should involve all of the following actions:-**

- i) The land/ premises has been widely marketed through an agent/surveyor dealing in commercial property at a price that reflects its current market value for employment purposes for at least 12 months and that no reasonable offer has been refused;**
- ii) The land/premises has been regularly advertised in the local press and regional press (e.g. the Sunderland Echo), property press (e.g. Estates Gazette), specialist trade papers and any free papers covering relevant areas. Initially this should be intense (weekly) advertising in local papers for the first month and subsequently monthly insertions for at least 8 months;**
- iii) The land/ premises has been continuously included on the agent's website, the agent's own papers and lists of commercial/ business premises. Copies of sales particulars and a record of all enquiries/offers should be submitted as part of the planning application;**
- iv) There has been an agent's advertisement board on each site frontage to the highway throughout the period; this should be of an appropriate size and design and be visible from the highway;**
- v) The land/ premises has been included in the Council's Sites and Premises Database for a period of at least 12 months;**
- vi) Show evidence that local property agents and specialist commercial agents have been sent mail shots or hard copies of particulars to find out whether there is a demand for business premises in the area;**
- vii) Show evidence that local businesses have been contacted and sent mail shots or hard copies of particulars to explore whether they can make use of the premises (or part of) as alternative or additional accommodation.**

**The above timescales are appropriate for the current market situation and may need to be extended in times of flat or falling markets. [are we not in this position now?]**

**Where viable, development proposals which result in the loss of vacant employment land and premises to other uses should include measures to outweigh the loss of the site which include:-**

- a. Supporting employment opportunities, including :**
  - i. Providing or funding the construction of incubator units, managed workspace and workshops of small and medium sizes businesses; or**
  - ii. Providing discounted rental agreements within mixed-use developments; or**
  - iii. Employment initiatives; or**

- iv. Funding or sponsoring training initiatives to raise skill levels within the workforces and the unemployed.
- b. Creating mixed use development that includes employment uses and / or live-work units;
- c. Assisting the relocation and expansion of existing businesses displaced from the site;
- d. Assisting the consolidation of businesses operating from multiple sites on to a single location;
- e. Providing grants to assist businesses to improve their sites/ premises; and
- f. To deliver the above supporting measures, the Council may alternatively seek a commuted sum.

Where this is the case the potential of the surplus land or buildings to provide vital community facilities will be given priority over residential-only proposals.

#### Alternative Approaches

This is a key requirement in assessing proposals for non-employment uses and addresses the viability of existing property and sites. Whilst different time periods and media could be included in the policy, those featured are considered to be reasonable in the context of current market conditions. **There is no reasonable alternative.**

**13.4** It is important that proposals which would result in the loss of employment land or properties are properly assessed in order to ensure that the loss can be completely justified. This policy sets out how this assessment should be undertaken

**13.5** It should be noted that the Statement of Efforts and Proof of Marketing will only be part of an assessment by the Council of whether the proposed use is acceptable. Consideration of economic viability will need to take account of the costs of re-using the premises for employment purposes. The appropriateness of non-employment use will need to be assessed in terms of the other provisions of the policy.

#### Other Employment Sites

**Policy DM3.4 - On non-designated employment areas proposals for new employment uses or extensions to existing uses will be supported. Proposals for the change of use or redevelopment of land and buildings which are presently in employment uses but not specifically identified above will be considered favourably where it can be demonstrated they can secure other significant regeneration benefits and are considered acceptable in all other respects to other policies within the Plan.**

#### Alternative Approaches

This approach accords with NPPF regarding review of employment land allocations and the need for flexibility. The sites have been identified through the Employment Land Update. **There is no reasonable alternative.**

**13.6** In accordance with the guidance in the NPPF, the City Council has appraised the employment land portfolio in the City and has identified those areas which are most suited to supporting the development of the local economy. There are a number of existing areas which are not identified as a Primary Employment Area or a Key Employment Area. These tend to be older, less marketable employment areas close to, or within residential areas, where proposals for redevelopment for other uses – more likely to be residential use - could give rise to significant regeneration benefits. Each application will be decided upon its merits but a key consideration will be the ability to secure appropriate levels of residential amenity in any redevelopment scheme.

**New Employment uses outside identified Employment Areas**  
**Policy DM3.5 - The Council will support proposals for new employment uses outside designated areas where it can be demonstrated that there is not the capacity within the existing portfolio of sites and where such uses would not be contrary to other policies within the plan or detrimental to local amenity.**

**Alternative Approaches**

This approach accords with NPPF regarding the need for flexibility of approach in terms of employment land supply and the need to be responsive to market signals. **There is no reasonable alternative.**

**13.7** Whilst the City's established employment areas will be the most appropriate location for businesses, it is acknowledged that in order to maximise opportunities to grow the local economy and be responsive to changing market conditions, there may be occasions where a certain use require a location outside of these areas. This policy highlights the key considerations that the City council will take into consideration when assessing proposals for such development.

**Trade Counters**

**Policy DM3.6 - Where industrial users require a "trade counter" or "factory shop" type of facility some limited retailing may be permitted. In these cases, retailing will be limited to a maximum of 15% of floorspace and only comprise goods made or stored on the premises.**

**Alternative Approaches**

This policy reflects the need to control the character of employment areas, whilst allowing for business needs. **There is no reasonable alternative.**

**13.8** Certain business uses found in employment areas require an ancillary trade counter for the sale of goods. In order to retain the employment character of these areas it is important that in these cases the retailing element does not become over-dominant. A maximum of 15% of internal floorspace may be permitted to be used for sales.

**13.9** It will be up to the operator to demonstrate that proposals for a factory shop would not:-

- i) compromise the industrial nature of the site or area in question;
- ii) attract customers in such large numbers so as to impede the access arrangements and cause significant operational difficulties for other neighbouring occupants; or
- iii) affect the viability or vitality of any nearby local centre.

## **Retailing**

**Policy DM3.7 - Planning permission for restaurants and cafes (A3), drinking establishments (A4) hot food takeaways (A5) and amusement centres will normally be granted in existing city, town and local centres and other appropriately located and accessible sites unless they have a detrimental effect on the environment, residential amenity and public or highway safety.**

**In addition, the proposed use should be located such that, in itself, or in addition to other groups of non-retail uses, it does not demonstrably harm the vitality and viability or seriously adversely affect the appearance of the particular thoroughfare where it is located.**

**Applications for the development of these uses in the City Centre will be subject to provisions of the Council's approved Evening Economy Supplementary Planning Document.**

## **Alternative Approaches**

There is a need to ensure these uses are developed in a manner that is complimentary to other uses and amenity considerations. **There is no reasonable alternative.**

**13.10** The NPPF states that plans should promote competitive town centres that provide customer choice and a diverse retail offer. This policy recognises that non-retail uses are most appropriately located use in the Local Centres in Sunderland. However, it is important that non-retail are well-designed and located in order to ensure that the viability and vitality of centres is maintained. An important consideration will be the proposed hours of operation; these must be conducive to ensuring the vitality of the street where the unit is located. Proposals which result in the creation of dead frontages during normal shopping hours will be resisted.

**13.11** This policy applies to the following uses:

- **A3 (Restaurants, snack-bar, cafes, café-bars).** The primary use is for the sale of food and drink for consumption on the premises
- **A4 (Pubs and bars).** Use as a public house, wine bar or other drinking establishment. The primary use is for the sale and consumption of alcohol on the premises
- **A5 (Hot-food takeaways).** Use for the sale of hot food for consumption off the premises

**13.12** In the City Centre, applications for uses in classes A3, A4 and A5 will be subject to the provisions of the Council's approved Evening Economy Supplementary Planning Document (see below).

**Evening Economy**

**Policy DM3.8 - Applications for Licensed Premises within the City Centre should accord with the Council's Evening Economy Supplementary Planning Document.**

**Alternative Approaches**

Takes forward policy approach set out in the Council's adopted SPD. **There is no reasonable alternative.**

**13.13** The development of the evening economy in the City Centre - i.e. the period after 4.00pm - is one of the key approaches in seeking the regeneration of the City Centre.

**13.14** In 2008, the Council approved a supplementary planning document on the issue of the control of food and drink uses in the City Centre as part of the evening economy. The aim of this is to sustain and complement the vibrancy of the city centre without compromising its other attractions (both existing and planned). This SPD will be a material consideration in assessing relevant planning applications and the guidance will be applied when making decisions on planning applications within the city centre.

## Chapter 14 : Sustainable Communities

### Existing Housing

#### Re-use and Protection of Existing Housing Stock

**Policy DM4.1** - The City Council will support proposals that bring empty properties back into residential use subject to compliance with all relevant housing policies.

#### Change of Use

**Policy DM4.2** - The loss of residential housing stock through change of use or redevelopment will not be permitted unless it is demonstrated that:

- a. the dwelling no longer provides accommodation of a satisfactory standard and it has been demonstrated that it is financially unviable to improve or adapt; and either
- b, the locality and character of the surroundings are no longer appropriate for residential purposes; or
- c. the replacement house type aligns more closely with the needs of the SHMA.

#### Alternative Approaches

The policy reflects messages within the NPPF in terms of the presumption in favour of sustainable development, promoting the vitality of the main urban area and encouraging effective use of land by reusing land that has been previously developed. The NPPF also contains strong references to bringing empty properties back into use. **There is no reasonable alternative.**

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

**14.2** As part of the Council's empty homes strategy, a number of programmes are in place to assist in bringing properties back into use.

## **Houses of Multiple Occupations**

**Policy DM4.3 - The change of use or redevelopment of property for houses of multiple occupation/ self contained flats/ student accommodation will be permitted providing:**

- a. the property is located where increased traffic and activity would not be detrimental to local amenity;
- b. the intensity of use will not adversely affect the character and function of the locality;
- c. the proposal would not be detrimental to the amenities of neighbouring properties by causing undue noise and disturbance;
- d. adequate provision for parking, servicing, refuge arrangements and the management and maintenance of the property can be demonstrated through the submission of a management plan.
- e. the proposal would not result in houses of multiple occupation/ self contained flats/ student accommodation being the dominant use of the neighbourhood.

**Policy DM4.4 - Article 4 Directions will be implemented by the City Council where the number of HMOs in one locality, including student accommodation, have a detrimental affect on the character and function of an area. This will remove permitted development rights preventing the change of use to HMOs without prior planning approval.**

### **Alternative Approaches**

The policy accords with the strategic objectives of the council and as such Core Strategy policy. **There is no reasonable alternative.**

**14.3** The adaption of a building to create a number of dwelling units can assist in increasing housing supply to meet specific needs of the community. However, this form of increase can have a detrimental impact on neighbouring properties and the wider community if too many are concentrated in one area, or they are not managed appropriately.

**14.4** Therefore it is important that proposals of this nature seek to protect the existing community and the character of an area. The Council will utilise Article 4 Directions to protected areas where necessary.

## **Future Housing**

### **Housing Mix and Type**

**Policy DM4.5 - Proposals for new housing development should be informed with the most up to date Strategic Housing Market Assessment.**

### **Alternative Approaches**

The policy reflects the NPPF requirement to undertake a SHMA to assess, understand and meet housing need. **There is no reasonable alternative.**

**14.5** Local Planning Authorities are required by NPPF to have an understanding of the full both market and affordable housing needs in their area and ensure the plan meets those needs. This then allows specific housing proposals to align to an areas needs in relation to size, type and tenure and ensure the creation of sustainable, inclusive communities.

### **Housing Density**

**Policy DM4.6 - The City Council will adopt a flexible approach to housing density which recognises housing need and the varying characteristics of existing settlements across the city area. In appraising development density the City Council will use the following methodology:**

- a. Have regard to the locational characteristics of the site – higher densities will be encouraged at sites with have good public transport accessibility and are located in close proximity to local centres. In addition higher density housing development will be encouraged at central area/urban locations. Notwithstanding the above the density of each development will be considered on its own individual merits taking into account the local context of each site;
- b. promote densities which achieve the house types/sizes required through the Strategic Housing Market Assessment;
- c. consider the amount, quality and type of open space within the local area to influence on site open space requirements;
- d. appraise the design and layout of developments to ensure an appropriate balance is struck between density, amenity, parking and servicing requirements.

### **Alternative Approaches**

The policy accords with the NPPF requirement for authorities to set out their own approach to housing density to reflect local circumstances. The council have chosen not to include set specific densities. An alternative policy could be to set strict densities but the council consider this too restrictive and will not necessarily be responsive to local circumstances. **An alternative policy could include set densities.**

**14.6** The density of residential development should be informed by the characteristics of the immediate area and the housing needs of the area, rather than a set density which may restrict design and house types. This flexible approach allows development to be designed appropriately, whilst meeting an areas housing needs. Exploiting developments around good public transport links and centres through achieving higher densities contributes to creating sustainable communities.



### **Backland development**

**Policy DM4.7 - New residential development within the curtilage of an existing house will only be acceptable if it is not detrimental to general amenity and to the established character of the locality. 'Tandem' development will normally be resisted.**

**Layouts unable to maintain the particular character of the area in the vicinity of the application site will normally be resisted.**

### **Alternative Approaches**

The policy accords with the NPPF to resist inappropriate development in residential gardens. **There is no reasonable alternative.**

**14.7** Utilising large garden areas of dwelling houses for additional housing can assist in contributing to the overall housing offer within the city, whilst contributing to sustainable communities. However, careful consideration has to be given to proposals of this nature to ensure amenity issues are not created and the character of an area is not damaged.

**14.8** Retaining appropriate amenity levels and an areas character are normally difficult to achieve with 'Tandem Development' (where one house is immediately behind another and access is shared). Unless these issues can be overcome development of this nature will be resisted.

### **Affordable Housing**

**Policy DM4.8 - Residential schemes of 15 or more dwellings and/or on development sites of 0.5ha or more will be required to provide 10% affordable housing, with the tenure mix to be 75% social rented and 25% intermediate tenure. In considering planning applications :**

- a. **Affordable housing provision lower than the required rate and/or proposing a different tenure mix will only be acceptable where robust justification is provided through a viability assessment.**
- b. **The affordable dwelling types and size should reflect the sub-area needs set out in the Strategic Housing Market Assessment, however consideration will be given to the viability of a site by means of the submitted robust justification.**
- c. **The dwellings must remain affordable in perpetuity for future eligible households.**

**Off site provision, or a financial contribution towards affordable housing, as an exception will only be considered where it can be;**

- i. **proved preferable for planning reasons; and**
- ii. **brought forward for development within a similar timescale as the associated planning application.**

**Residential schemes that include affordable housing should comply with the Affordable Housing SPD.**

### **Alternative Approaches**

The policy reflects the NPPF requirement to undertake a SHMA to understand and meet objectively assessed affordable housing needs. Policy DM4.8 is based on the findings of the SHMA & EVA requires 10% 75:25 split.

The NPPF requires councils to set their own policies where affordable housing is needed. The Economic Viability of Affordable Housing Requirements Report (2010) tested numerous options for required percentages and tenure splits which resulted in the 10% requirement and the 75% 25% tenure split being the most viable option, as such these were carried forward to Policies CS4 and DM4.

The policy could have been alternatively worded so that the requirements were rigidly applied. This would not have been in accordance with the NPPF. The policy therefore provides the necessary flexibility to take into account individual circumstances relating to development viability and where appropriate the opportunity to provide provision via a financial contribution.

**Therefore there is no reasonable alternative.**

**14.9** Policy CS4.3 sets out the requirement for 10% affordable housing provision on schemes proposing 15 dwellings or more, or 0.4ha or more in size. In order to achieve a mix of tenure of affordable units in line with need the council will seek to achieve 75% social rented tenure and 25% intermediate tenure on schemes.

**14.10** The viability of schemes is recognised as a barrier to certain developments achieving the 10% or the tenure split, in these instances robust information will be required as part of the planning application and the council will negotiate with the developer on a site by site basis to achieve an appropriate affordable housing contribution.

**14.11** When designing schemes which incorporate affordable units, the required types and sizes should be informed by the most up to date Strategic Housing Market Assessment (SHMA). Any deviations from the evidence in the SHMA should be justified via the planning application.

**14.12** In certain instances to provide affordable units on site may not be appropriate. As such, the onus will be on the developer to demonstrate why off site provision or a financial contribution is preferable for planning reasons.

**14.13** Notwithstanding the above, all affordable housing units must remain affordable in perpetuity to ensure that future residents can benefit from this type of provision.

**14.14** An Affordable Housing Supplementary Planning Document (SPD) is currently in draft form, this expands upon these policies. All proposals requiring affordable housing provision should also comply with this SPD.

## **Student Accommodation**

**Policy DM4.9 - Proposals for purpose-built student accommodation or the conversion of existing buildings for student accommodation must demonstrate that:**

- a. **There is a need for the student accommodation**
- b. **No suitable/viable site is available within the following sequence of priority locations:**
  - i. **Within either Chester Road Campus or St Peter's Campus**
  - ii. **Within the Sunderland Central Area**
  - iii. **The Edge of Central Area**
- c. **Only where it can be proven that no sequentially preferable sites are available, will less central locations will be considered and such proposals must demonstrate that:**
  - i. **Less central locations are accessible to the university campuses and local facilities by a choice of means of transport and**
  - ii. **The locality does not already have an over concentration of such uses or where the development would create such an over concentration.**

**With regards conversions for student accommodation applications must also accord with the requirements of Policy DM4.3**

**All applications for student accommodation must be supported by a management strategy to demonstrate how the property will be maintained and managed.**

**In all cases, the proposed use should not be detrimental to the amenities of neighbouring properties, (including the provision of suitable parking arrangements) nor the appearance or character of an area.**

## **Alternative Approaches**

The policy reflects the NPPF in supporting the viability and vitality of Town Centres and creating sustainable, inclusive and mixed communities. The campus' are in the Central Area therefore the sequencing provides the most sustainable approach to delivering new accommodation which supports the regeneration of the city centre. An alternative policy could remove the priority locations which may result in development not assisting in the regeneration of the city centre. The requirement to demonstrate need could be removed, however this may result in an oversupply of this type of accommodation. **An alternative policy could be more flexible.**

**14.15** Sunderland is a city with a university, but does not yet possess the characteristics and qualities of a university city. The Sunderland Economic Masterplan identifies that the city centre needs to be exploited more by student life to bring about these characteristics and qualities and to generate more activity, both day and night. The close proximity of the two university campuses to the city centre would assist in driving this objective forward and developing the city centre as a prime location for student accommodation. By directing student accommodation to the campus's and the Central Area, this will minimise private car use and encourage walking and cycling as far as

possible. It is also important to ensure that students have good access to everyday facilities and services which they rely on.

**14.16** Whilst encouraging the development of student accommodation in the right location, what has to be balanced out is the need for this type of accommodation in the first instance.

**14.17** In order to avoid an over supply of student accommodation, proposals should clearly demonstrate (through the submission of an assessment) the likely demand for additional accommodation with regard being given to: -

- Existing and projected numbers for students in further/higher education in the City, taking into account any expansion plans of the University of Sunderland.
- The proportion of these students that are likely to require accommodation in the City.
- The existing number and location of student housing units.
- The number and location of additional student housing units that have extant planning permission.
- Any potential impact on the local housing market if the number of students living in accommodation not specifically designed for students decreases; and
- The adaptability of the proposed development for uses other than student housing if the anticipated demand does not manifest.

**Supported Living Accommodation**  
**Policy DM4.10 - Planning proposals for supported living accommodation, including extra care and 'clustered' accommodation for people with disabilities will be permitted where:**

- a. The proposal is linked to the councils wider programme of provision for the ageing population and;**
- b. The development is integrated into the local residential community.**

**Alternative Approaches**  
The policy reflects the NPPF requirement to undertake a SHMA to assess, understand and meet the needs of different groups in the community. **There is no reasonable alternative.**

**14.18** In order to plan for the city's aging population, the Council has an accommodation programme in place to ensure provision is brought forward in a planned manner throughout the city. The emphasis for accommodation for older people is based around 'extra care' rather than the traditional 'nursing home' type accommodation, located in existing communities with a range of facilities to ensure sustainable living.

## **Gypsies, Travellers and Travelling Showpeople**

**Policy DM4.11 - Where there is a proven need and identified demand for the provision of new pitches and plots (or the extension of existing sites) for gypsy and traveller and travelling showpeople, proposals should be located : -**

- a. in accordance with the sequential approach (Policy DM2)
- b. away from any known high flood risk areas
- c. so as not to have any detrimental impact on neighbouring residential amenities and highway safety
- d. so as to avoid adverse effects on the wellbeing of site occupiers, with particular regard given to noise & air quality
- e. so as to avoid sensitive areas (both natural and local environment) and not create a significant intrusion into the landscape
- f. on sites that are appropriate for a live/ work lifestyle
- g. in areas which are compatible with other policies of the LDF and will not be detrimental to the city's regeneration aims.

**Policy DM4.12 - The City Council will safeguard existing travelling showpeople sites, unless it can be demonstrated that:**

- a. there is no longer a need for the site, or
- b. capacity can be better met elsewhere

**Should it be demonstrated that existing sites are no longer required for travelling showpeople, sites should be reinstated to their former land allocation.**

### **Alternative Approaches**

The policy reflects the NPPF requirement to set criteria to guide land supply allocations where there is an identified need. **There is no reasonable alternative.**

**14.19** The Government's overarching aim for Gypsies, Travellers and Travelling Showpeople is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community, as such traveller sites should be sustainable economically, socially and environmentally. As well as the above Policy, proposals for sites should be considered in accordance with the NPPF and the Planning Policy for Traveller Sites (March 2012).

## Sunderland's community, social and cultural facilities

### **New community and social facilities**

**Policy DM4.13** - In order to meet increased demands for social infrastructure, the City Council will require development schemes that result in additional need for social infrastructure to contribute towards supporting existing facilities or providing for new facilities (which may include consideration being given to the potential for the co-location or integration of social infrastructure providers).

New social infrastructure uses must be :

- a. Close or accessible to the community they serve
- b. Accessible by a range of transport modes, in particular, walking cycling and public transport
- c. Appropriately located in relation to their scale and the needs of the catchment they serve
- d. Provided in buildings which are flexible and sited to maximise the shared use of premises.

### **Alternative Approaches**

The policy requirement reflects the NPPF's approach to enhancing the sustainability of communities and residential environments. **There is no reasonable alternative.**

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

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

**14.22** When assessing the impact of new development the Council will consider:

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

## **The Loss of Social Infrastructure**

**DM 4.14- Where land or buildings currently or formerly in community use become surplus to requirements, priority will be given to alternative public or community uses. The Council will resist the loss of social infrastructure facilities unless the following conditions can be demonstrated:**

- a. No shortfall in provision will be created by the loss; and**
- b. Adequate alternative facilities are already available in the sub-area; or**
- c. A replacement facility that meets the needs of the local population is provided, with a preference for on-site provision.**

**In all cases the applicant will be required to:**

- i. Consult with the Council's Community Officer; and**
- ii. Consult/market the site for 6 weeks (minimum) with the Local Voluntary Community Sector and the Local Press; and**
- iii. Liaise with relevant area officers to ensure the loss would not create, or add to, a shortfall in provision for the specific community use.**

## **Alternative Approaches**

The policy is in line with the NPPF's aims of guarding against the unnecessary loss of valued facilities and services. **There is no reasonable alternative.**

**14.23** As well as encouraging new facilities and services it is important to protect viable facilities so far as is practicable unless there is an overriding justification for their loss or exceptional benefits deriving from alternative forms of development.

**14.24** The Council will require any application involving the release of any community facility or land last used for community purposes to be supported by written evidence to satisfy the criteria within Policy DM4.14. The level of detail will depend upon the nature of the proposal; the applicant should contact the Council at the earliest stage to discuss. Evidence that may be required to support an application could include:

- a. The nature and condition of the building or site and the cost of repairs, renovations or improvements needed to allow the facility to continue in operation;
- b. The nature and location of comparable facilities;
- c. The potential to relocate the use into other premises or to another site in the area
- d. Evidence that the premises has been actively marketed. Evidence will be required of sales literature, details of approaches, and details of offers. (It should be noted that any evidence of a commercially sensitive nature or which breaches commercial confidentiality would not be made publicly available);
- e. Evidence that the local community has been notified in writing of the intention to close the facility and detail of representations received.

## Chapter 15 : Transport, Access and Parking

### Transport, Access and Parking

#### Policy DM5.1 - Proposals for new development should:

- a. provide access for pedestrians, cyclists and users of public transport through the creation of direct and attractive links between new and existing development and pedestrian, cyclist and public transport networks, in addition to private car access;
- b. have safe and adequate means of access, egress and internal circulation/turning arrangements for all modes of transport relevant to the proposal;
- c. be acceptable in relation to highway capacity and safety on existing roads and include proposals to mitigate any adverse impacts, the cost of this must be met by the developer.
- d. Include a level of parking appropriate to the development and be designed to sensitively integrate parking and servicing requirements; avoiding vehicles dominating the streetscene.

**Policy DM5.2 - All development proposals must demonstrate their effect on traffic and transport by submission of a Transport Statement (and where relevant a Travel Plan), that accords paragraphs 32-36 of the NPPF. The extent of which should be appropriate to the scale and nature of the development and its location.**

**Policy DM5.3 - The findings of the Transport Statement/ Travel Plan should be incorporated into the proposed development, including parking requirements.**

#### Alternative Approaches

The policy accords with the approach the NPPF sets out for promoting sustainable transport. **There is no reasonable alternative.** The policy accords with NPPF approach in relation to the requirement for Transport Statement. **There is no reasonable alternative.** The policy ensures the findings of the transport statement are implemented. **There is no reasonable alternative.**

**15.1** Facilitating sustainable development through ensuring people have a choice about how they travel is a key message of the NPPF, particularly with the contribution it can make to wider sustainability and health objectives. Minimising the need to travel and journey lengths can be achieved by providing a balance of mixed land uses in communities.

**15.2** Proposals should exploit opportunities for the use of sustainable transport modes, of which the Transport Statement/ Travel Plan should detail in line with the NPPF.



### **Electric Vehicle Charging Points**

**Policy DM5.4 - All new residential development that include garages and car parking spaces should make provision for access to an electrical facility suitable for charging electric vehicles.**

**Policy DM5.5 - For communal and non-residential developments 5% of parking spaces must be marked out for Electric Vehicle use and adequate charging infrastructure should be provided.**

### **Alternative Approaches**

The policy accords with the approach the NPPF takes. An alternative approach would be to set a size limit on residential developments. **An alternative policy could set size thresholds.** The policy accords with the approach the NPPF takes. The % level set in the policy has been put forward as a 'reasonable' amount. **An alternative policy could increase or decrease the % levels.**

**15.3** Electric vehicles are a highly sustainable mode of transport and are becoming more of a choice for consumers and as such new dwelling houses should ensure they are adequately equipped to charge electric vehicles. By also ensuring that communal and non-residential developments of any size incorporate a small percentage of parking spaces with the adequate charging infrastructure in place will contribute to the availability of facilities throughout the city and encourage more journeys via this sustainable method.

### **Public Transport**

**Policy DM5.6 - The City Council will work in partnership with Nexus, bus operators,**

**developers and other relevant agencies in order to:**

- a. implement measures to assist public transport movement over other vehicles**
- b. ensure that stops and stopping areas are well designed, appropriately located and accessible.**

### **Alternative Approaches**

The policy is in line with the approach set out in the NPPF. **There is no reasonable alternative.**

**15.4.** Public transport is one of the most sustainable forms of transport, provided that people have adequate access to it and the networks in place are efficient. Developing and improving systems can not be undertaken in isolation and effective partnerships with public transport providers will ensure public transport becomes a priority over other forms, resulting in it becoming a mode of choice for the city's residents and visitors.

## Chapter 16 : Caring for the city's Environment

### Built Environment

#### Design

**Policy DM6.1 - The City Council will seek to ensure that all new development across the city creates high quality, distinctive and well designed places. New development should be designed to maximise durability and adaptability throughout the lifetime of the development.**

**Consequently development proposals must:**

- a. create places which have a clear function, character and identity based upon a robust understanding of local context, constraints and distinctiveness
- b. maximise opportunities to create sustainable, mixed-use developments which support the function and vitality of the area in which they are located
- c. be of a layout, scale and massing which is compatible with its surroundings, retains acceptable levels of privacy and protects amenity.
- d. promote natural surveillance and active frontages, including the provision of appropriate lighting, to assist in designing out crime.
- e. create visually attractive and legible environments through provision of distinctive high quality architecture, detailing and where deemed necessary public art
- f. provide appropriate landscaping as an integral part of the development, including the enhancement and upgrade of public realm, existing green infrastructure, landscape features, natural assets and provision of additional open space
- g. not detract from established views of important buildings, structures and landscape features
- h. in the case of tall buildings, must form a positive relationship with the skyline and topography of the site and the surrounding area.

**Where practical the City Council will require development proposals**

- i. to achieve a Building for Life standard
- j. achieve Lifetime Homes accreditation, in terms of residential development.

#### Alternative Approaches

The policy is in line with the NPPF'S requirement for councils to secure high quality, distinctive and well designed places. **There is no reasonable alternative.**

**16.1** The Council will seek a high standard of design and layout for new development appropriate to the site's context, the area's defining characteristics and local distinctiveness. The Council will encourage

proposals which are attractive, sustainable, functional, modern, well-connected and inspiring.

**16.2** The policy sets out the design principles that should be applied across the city to all forms and scales of development. To avoid undue repetition within individual policies, it is intended that the criteria within the policy is used in conjunction with other policies within this document. The policy should also be used as a basis for the assessment of proposals that can not comfortably be assessed against other policies.

**16.3** A number of Supplementary Planning Documents (SPDs) in relation to design, including Residential Proposals, Householder Alterations and Extensions and Design and Access statements have been produced by the Council. The SPDs supplement the above policy and will be a material consideration in the determination of planning applications for relevant proposals.

**Resource Efficiency and High Environmental Standards  
Policy DM6.2 - New development will be required to incorporate sustainable resource management and high environmental standards. Developments must be supported by a Sustainability Statement that sets out how the development;**

- a) is designed with regard given to sustainable development principles, taking into account the effects of climate change;
- b) achieves or exceeds the government's targets towards zero carbon;
- c) reuses and recycles materials and other resources from all stages of development, design, demolition, construction and operation;
- d) maximises energy efficiency through internal and external layout, orientation, massing, materials, insulation, heat recovery, construction techniques, natural ventilation, shading and landscaping; and
- e) protects existing water and sewage infrastructure. Where development increases the demands for off-sites service infrastructure, it must be demonstrated that sufficient capacity already exists or that extra capacity (or a financial contributions towards capacity) will be provided.

**Where suitable and viable, extensions, conversions and retrofitting of existing buildings will be required to meet or exceed the relevant Code for Sustainable Homes and BREEAM targets. Where appropriate, simple and cost effective energy efficiency measures should be incorporated into the existing buildings.**

### **Alternative Approaches**

The policy accords with the NPPF to support energy efficiency and reduce greenhouse gas emissions. The council could alternatively insist on higher targets, but this would/ could threaten the viability of schemes- without feasibility or viability information the council are not in a position to request standards above the nationally prescribed targets . **An alternative policy would be to request higher CSH/ BREAM targets.**

**16.4** New development provides an opportunity for reducing energy consumption and enabling more efficient use of energy, both of which are important for reducing carbon emissions and wasteful use of finite natural resources. It is important that developments are designed to mitigate climate change, and to withstand its effects. This will help to minimise the impact of development on the global environment, and ensure that buildings and spaces endure.

**16.5** The policy seeks to influence the quality of development proposals and promote energy efficiency and sustainable sources of energy supply. Progress towards 'zero carbon' development will be made through progressive tightening of the Building Regulations. Over time these changes will replace the energy related elements of the Code for Sustainable Homes (CSH) standards and the BREEAM standards for non-domestic buildings.

**16.6** Applicants are expected to include a Sustainability Statement alongside developments applications. The Sustainability Statement should set out how the development has assured high resource efficiency and high environmental standards against the criteria within policy DM6.2. Since not all development involves new buildings, extensions and alterations to new building are also required to demonstrate how the proposals will also assured high resource efficiency and high environmental standards.

**16.7** The Council will actively promote and support individual schemes which showcase best practice in sustainable construction and renewable energy, where appropriate.

### **Advertisements/ Shop Fronts**

**Policy DM6.3 - In order to add to the appearance of City's street scenes proposals for;**

- a. advertisement signs/displays should relate in size and height to the shop front/surroundings and be appropriate to the context of the site**
- b. new and redesigned shopfronts should be to a scale and design which relates to the building in which the shop front is to be installed as well as adjacent buildings.**
- c. security shutters and roller grilles, should be perforated in design, colour co-ordinated with the frontage and have recessed shutter boxes.**

**Proposals in areas of special advertisement control will be subject to the requirements of the relevant designation.**

### **Alternative Approaches**

The policy accords with the NPPF with regards advertisements. **There is no reasonable alternative.**

**16.8** Advertisements can play a helpful role in promoting the City's businesses and provide direction to locations. However, they can sometimes have a negative impact upon the amenity of an area as well as public safety, as such consideration must be given to local characteristics and features of the street scene. In relation to public safety it is necessary to consider the effect of an advertisement upon the safe use of vehicles and operation of traffic flow, including pedestrian traffic.

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

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

### **Telecommunications**

**Policy DM6.4 - Telecommunications development will be permitted where it would not have a serious adverse effect on residential amenity, the appearance of the area, or sites of archaeological or nature conservation value. Where such effects are considered likely, the Council will also take into account the following factors:-**

- a. **The significance of the proposed development as part of a telecommunications network;**
- b. **Whether any satisfactory alternative sites for telecommunications development are available;**
- c. **Whether there is any reasonable possibility for sharing existing telecommunications facilities;**
- d. **In the case of radio masts or towers, whether there is any reasonable possibility of erecting antennae on an existing building or structure;**
- e. **Whether all reasonable steps will be taken to minimise the impact of the development on local amenity.**

**Where permission is granted for a building or other structure used for telecommunication, and which is not considered capable of any subsequent use, adequate arrangements will be required to ensure removal of the development when no longer needed.**

### **Alternative Approaches**

The policy accords with the NPPF to support high quality communications infrastructure. **There is no reasonable alternative.**

**16.11** The development of telecommunications equipment plays a vital role in enhancing the provision of local community facilities and services and maximising existing masts, sites and buildings should be utilised in the first instance. All equipment must be sited sympathetically within an area and be justified in accordance with paragraph 45 of the NPPF.

### **The Historic Environment**

**Policy DM6.5 - The City Council will, wherever possible support proposals that have a positive impact on the significance of the City's heritage assets and local historic character. Development proposals affecting heritage assets should recognise their significance and values and demonstrate how they conserve and enhance the significance and character of the asset, its setting where appropriate, and sustain its significance into the future.**

**In considering proposals the City Council will have regard to the relative status and international, national and/or local contextual importance of the heritage asset and the impact of the proposal on its importance.**

### **The Candidate World Heritage Site (cWHS)**

**Policy DM6.6 - The City Council will seek to facilitate development that is of high regenerative value that will serve to preserve and enhance the internationally recognised Outstanding Universal Value (OUV) of the Wearmouth-Jarrow candidate World Heritage Site and its setting. There is a presumption that development considered to impact adversely upon this cherished heritage site will be refused consent.**

**All development within the defined buffer zone of the cWHS will be required to accord with the design principles and guidance of The Wearmouth Masterplan and Design Code SPD. All proposals to develop should be informed and supported by a Heritage Impact Assessment and preceded by an appropriate level of archaeological investigation.**

### **Alternative Approaches**

Reiterates NPPF policy on conserving and enhancing the historic environment.  
**There is no reasonable alternative.**

**16.12** The former 7<sup>th</sup> century monastic site of St Peters is one half of the candidate World Heritage Site (cWHS), the other half comprising St Pauls monastic site in Jarrow. The twin monastic site is considered to be globally important by virtue of having Outstanding Universal Value (OUV). The site's OUV is conveyed and expressed through five attributes which are defined in the Management Plan for the site, namely the relationship between the twin monasteries and their estuarine settings, the standing (above-ground) remains and the in-situ excavated remains of the Anglo-Saxon monastic building complexes, the monastic plan and further archaeological remains. These five attributes are used for day-to-day management of the cWHS, including through the development management process in defining the impact of proposed changes or developments on the site and its setting.

**16.13** The Wearmouth Masterplan and Design Code Supplementary Planning Document (January 2012) to establish design principles and guidance for development within the defined buffer zone of the cWHS. The SPD recognises the five tangible, physical attributes of the OUV of the monastic sites that are to be protected through the Council's development management function. Some of these attributes require key views of the main feature of the cWHS (i.e. the church of St Peter and adjacent site of monastic remains) from distant vantage points to be protected from being obscured; such defined 'key' views are also required to be enhanced by being 'framed' by high quality architectural solutions for the development sites in the SPD.

**16.14** All applications for development within the buffer zone will be required to be supported by a Heritage Impact Assessment (HIA) that fully considers the impact of the proposed development on the key visual attributes of the site's OUV within the context of the provisions of the SPD and the Management Plan. The HIA should include a visual analysis of the impact of the proposed development and in seeking to justify the appropriateness of the development must demonstrate that it satisfies the requirements of the SPD.

**16.15** Developers should also at the outset of the design process consult with the County Archaeologist to ensure that the appropriate level of archaeology assessment required to support an application is undertaken at the appropriate stage of the process, and where necessary further investigation to be carried out prior to development commencing is programmed accordingly.

### **Scheduled Ancient Monuments**

**Policy DM6.7 - Development which adversely affects the site or setting of a Scheduled Ancient Monument will be refused planning permission unless wholly exceptional circumstances exist that satisfy the requirements of paragraphs 132 and 133 of the NPPF.**

### **Alternative Approaches**

Reiterates NPPF policy on conserving and enhancing the historic environment.  
**There is no reasonable alternative.**

**16.16** The Scheduling of Monuments has been carried out by the government since 1882. There are currently 9 Scheduled Ancient Monuments (SAMs) in Sunderland, ranging from bronze and iron age beneath ground archaeology at Hastings Hill, Copt Hill and Humbledon Hill, the remains of the Monastic site at St Peters (that comprises part of the cWHS), Hylton Castle, Bowes Railway and the World War 1 early warning acoustic mirror at Fulwell.

**16.17** Proposed works that directly affects a SAM normally requires Scheduled Monument Consent which are determined by English Heritage and not the Council. The Council's responsibilities in relation to SAMs consist of having regard to the effect of any development upon the setting of a SAM. The Council will refuse planning permission for developments which adversely affects the setting of a SAM unless there are wholly exceptional circumstance that satisfy the requirements of paragraphs 132 and 133 of the NPPF.

## **Listed Buildings**

**Policy DM6.8 - Development affecting a listed building will be required to conserve its integrity and special interest, having particular regard to the protection and restoration of its historic fabric, features and plan form, its boundary enclosures, setting and views of it, its group value and contribution to local character.**

**Alterations and additions to listed buildings must be designed to be sympathetic and complimentary to the height, massing, alignment, proportions, form, style and materials and architectural detailing of the building and be specified to appropriate conservation standards. The City Council will resist the loss of traditional features that could be preserved.**

**Applications for proposals affecting the setting of a listed building will be required to be supported by technical and illustrative material that enables the impact of the proposal to be properly assessed.**

**The City Council will support development proposals that secure in a sensitive manner the future and return to beneficial use of listed buildings at risk. Priority will be given to the re-use of listed buildings in development schemes.**

**The demolition of listed buildings will only be considered in exceptional circumstances. Any proposal to demolish a listed building will be required to be supported by a feasibility study that has robustly explored all options to conserve the building, satisfies the requirements of paragraph 133 of the NPPF, and clearly justifies the case for demolition. Consent for demolition will not be given until redevelopment proposals have also been agreed and a programme of recording of the listed building has been initiated.**

## **Alternative Approaches**

Reiterates NPPF policy on conserving and enhancing the historic environment.  
**There is no reasonable alternative.**

**16.18** Sunderland contains 692 listed building and these represent the significant majority of those heritage assets in the City that are recognised as being of importance at a national level. Of these 9 are listed Grade I, 16 grade II\* and the remaining 667 grade II. Listed Buildings are defined as buildings of 'special architectural or historic interest' and the statutory list on which they are included is compiled by the Government on the advice of English Heritage.

**16.19** The Council will exercise a strong presumption in favour of the retention and properly informed conservation of its listed buildings. Owners are encouraged to keep their listed buildings in appropriate uses and maintain their buildings in a sensitive manner befitting their architectural and historic integrity. Proposals to repair, restore, alter and add to listed buildings should always seek to retain and repair wherever possible surviving architectural



features and historic fabric as it is the original materials and craftsmanship that usually gives a listed building its authenticity and significance. Original features and material can however sometimes be strengthened and upgraded with the introduction of modern techniques to satisfy modern requirements without undue loss of historic fabric and integrity. This is preferred to replacement which should only be carried out when the original materials are beyond repair. In such cases replacement should normally always be carried out on an exact like-for-like basis and specified to appropriate conservation standards.

**16.20** The restoration of lost features should always be undertaken on the basis of 'informed conservation', this broadly means that any restoration work should be well-researched and 'true' to the archaeological, historic, architectural or artistic integrity of the asset. For example, the design and specification of the element to be reinstated should be informed by historic evidence, physical or documented, of the original material, form, pattern and detailing of the feature or building component being restored. The Council will usually require this approach to be taken on all restoration works to all heritage assets.

**16.21** Alterations and additions to listed buildings are often necessary to allow a listed building to be adapted for new uses that secure its immediate and long term future. Where alterations are justified on these grounds an approach of minimal intervention should be taken and new work should be designed and specified in the context of the architectural and historic significance of the part of the building affected, taking into account for example the plan form, extent of surviving features and fenestration patterns. Additions to listed buildings and development within their settings (and also within Conservation Areas) should not as a general rule dominate the asset; the impact of proposals will be considered in terms of their height, massing, bulk, proportions, form and architectural articulation, use of materials, relationship with adjacent heritage assets, alignment and treatment of setting.

**16.22** Proposals for major extensions to listed buildings and for new development that affects the setting of a listed building, either by virtue of being within its curtilage or sited in the surrounding environment within which the listed building is experienced, will be required to be supported by visual analysis in the form of relevant perspectives, cross sections etc and other technical material that clearly shows how the proposed new building will impact on its setting. This is also applicable to substantial forms of new development in Conservation Areas and within the settings of Scheduled Ancient Monuments.

**16.23** The Council recognises the need in some cases to be flexible in the consideration of proposals to re-use listed buildings at risk, particularly those that have been vacant and deteriorating for long periods of time and are vulnerable to damage from vandalism and exposure to weather conditions. However, proposals which harm the significance of the listed building, including its setting, will not be considered acceptable unless the degree of harm is outweighed by the benefits of securing the repair and re-use of the

listed building and the proposal sustains the overall significance of the asset into the future.

**16.24** Proposals to demolish listed buildings will almost always be resisted by the Council and will only be considered if wholly exceptional circumstances exist. Any application to demolish a listed building must be supported by a feasibility study that has fully examined all possible options in the medium term to retain the building. The feasibility study should effectively comprise an appraisal of all possible options to re-use the building and specifically address the criteria listed in paragraph 133 of the NPPF. The study should normally include a full condition and structural survey of the building, an economic viability appraisal that establishes the conservation deficit (or surplus) for all development options considered, full details of the nature and length of any marketing of the property and any other information deemed by the Council as necessary to allow a fully informed appraisal of the proposal to be made. An Archaeological Building Recording and Statement of Significance will normally be required in such cases to give a full understanding of the importance of the listed building. It will be expected that the team of professionals that carry out the feasibility study will have appropriate knowledge and experience of listed buildings.

### **Registered Historic Parks and Gardens**

**Policy DM6.9 - Development within or adjacent the City's registered historic parks and gardens (Mowbray Park and Roker Park) and unregistered parks and gardens that are considered by the City Council to be of historic interest, will be required to protect and enhance their designed landscape character and setting and their natural and built features of historic, architectural or artistic importance.**

### **Alternative Approaches**

Reiterates NPPF policy on conserving and enhancing the historic environment.

**There is no reasonable alternative.**

**16.25** Sunderland contains 2 parks on the Register of Parks and Gardens of Historic Interest – Mowbray Park and Roker Park. The Register is compiled by English Heritage, its purpose being to safeguard the features and qualities which make the parks and landscapes of national importance. Inclusion on the register is a material consideration that will be taken into account by the Council when determining planning applications.

**16.26** There are several parks and gardens and other designed landscapes of historic interest in the City that whilst not currently registered, are considered by the Council to be of sufficient significance to warrant being treated as if they were registered when considering development proposals that affect them. These include Doxford Park, Backhouse Park, Barnes Park and Rectory Park, and some of the City's 19<sup>th</sup> century designed municipal cemeteries such as Bishopwearmouth Cemetery and Sunderland Cemetery.

## **Conservation Areas**

**Policy DM6.10** - The City Council will ensure that the significance and diverse and distinctive characteristics of the City's Conservation Areas is sensitively conserved and sustainably managed. In order to achieve this the City Council will:-

- a. Require development to accord with the objectives and proposals of the adopted Character Appraisal and Management Strategy (CAMS) for the respective Conservation Area;
- b. support development proposals that otherwise make a positive contribution to the character and distinctiveness of the conservation area;
- c. support proposals for the conversion and adaptive reuse of vacant or underused significant buildings in a sensitive manner;
- d. normally refuse permission for the demolition of any building or structure that makes a positive contribution to the character and appearance of the Conservation Area. Applications will be considered in the same manner as those to demolish listed buildings, and consent to demolish will only be given when acceptable plans for redevelopment have been agreed;
- e. normally resist development of significant open spaces and the loss of any trees that contribute to the essential character of Conservation Areas and the settings of individual buildings within them, unless there are clear heritage or environmental benefits that outweigh the loss;
- f. Use Article 4 Directions, where appropriate, to restrict permitted development rights and protect features of historic / architectural importance; applications submitted as a result of a Direction will be required to accord with the guidelines in the relevant CAMS;
- g. Require new buildings to respect and enhance the established historic built form, street plan and settings of Conservation Areas and important views and vistas into, within and out of the areas.

## **Alternative Approaches**

Reiterates NPPF policy on conserving and enhancing the historic environment.

**There is no reasonable alternative.**

**16.27** There are currently 14 Conservation Areas in the City, ranging from City Centre and riverside areas to pre-conquest villages to the Victorian suburb of Ashbrooke and the coastal resort of Roker, each with their own unique character and local distinctiveness. Conservation Areas are defined as "areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance", and they are the only type of designated heritage asset that is designated at the local level by the Local Authority. Designation is dependent on the overall quality and interest of an area, rather than individual buildings, though the majority of the City's listed building are located within Conservation Areas.

**16.28** Character Appraisals and Management Strategies (CAMS) have been adopted as formal Planning Guidance for 12 of the City's 14 Conservation Areas. These documents are material considerations in the decision-making

process. A draft CAMS has been prepared to cover the remaining 2 conservation areas – Old Sunderland and Old Sunderland Riverside – and it is anticipated this will be adopted by the end of 2013/14. Development proposals in Conservation Areas will be considered against the Management Objectives and Management Proposals in the relevant CAMS or otherwise on the basis of whether they preserve and enhance the significance of the Conservation Area. Proposals which support the objectives and proposals of the CAMS or otherwise make a positive contribution to the character and distinctiveness of the Conservation Area will normally be approved.

**16.29** Proposals to demolish unlisted buildings which are identified in the relevant CAMS as making a positive contribution to the Conservation Area will normally be refused. Applications will be expected to be accompanied by the same level of supporting information as those to demolish listed buildings.

**16.30** Article 4 Directions are an effective mechanism of planning control to protect key features of Conservation Areas and help to stem the gradual erosion of their character and appearance. The Council has been very proactive in protecting groups of important buildings in Conservation Areas through the making of Article 4 Directions. Directions are in place in 7 Conservation Areas and have been particularly effective in conserving the townscape character and architectural integrity of these areas. Each Direction is supported by a guidance note in the relevant CAMS which explains the Council's requirements for different types of proposed works, thereby establishing clarity and consistency in the application of the Direction.

**16.31** The Council will consider making further Article 4 Directions where buildings are identified (through the preparation of a CAMS, other studies and research or as part of the development management process) as being of such architectural and historic merit to warrant this extra level of protection.

**16.32** Proposals for the sympathetic and creative re-use and adaptation of vacant and underused historic buildings in conservation areas will be encouraged. Such proposals will normally be supported, especially where they provide a sustainable future for heritage assets identified as being at risk.

**16.33** The Council will require all forms of new developments within and adjacent to Conservation Areas to display high quality designs that respect and enrich their historic context and the fundamental character of the Conservation Area, as defined in the relevant CAMS. Proposals for new buildings in Conservation Areas will be considered using the same principles to those affecting the settings of listed buildings. Hence, issues of height, massing, bulk, proportions, use of materials, alignment and orientation, form and styling, relationship with surrounding heritage assets, and views into, within and out of the conservation area will be of paramount.

## **Non-designated heritage assets**

**Policy DM6.11 - Development affecting non-designated heritage assets, whether locally listed, identified in the Historic Environment Record, through characterisation studies and research, or identified as part of the application process, should have particular regard to the conservation of the heritage asset, its features and its setting, and make a positive contribution to local character and distinctiveness.**

## **Alternative Approaches**

Reiterates NPPF policy on conserving and enhancing the historic environment.

**There is no reasonable alternative.**

**16.34** Sunderland contains many heritage assets that are not designated but nevertheless make a positive contribution to the industrial, social and cultural heritage of the City and are of particular importance to local communities and the quality of the City's townscape and landscape . These assets are representative of a wide range of different types of buildings, structures and spaces, including archaeological remains, and are distributed throughout the City. Examples include Sunderland Cottages within the City's residential conurbations, farmhouses, barns and other agricultural buildings predominantly in the outlying rural parts of the City and surviving waggonways / railways, engine sheds, staiths, garths and quays from Sunderland coal mining and shipbuilding history.

**16.35** The City Council does not currently have a local list of undesignated heritage assets but will consider preparing one in the future. This does not mean that the impact of a proposal on a non-designated heritage asset should not be taken into account in determining planning applications. In considering development proposals affecting non-designated heritage assets, and where necessary their settings, the City Council will have regard to the conservation of the heritage asset and its contribution to local character and distinctiveness in weighing the up the merits of the proposal.

## **Archaeology and Recording of Heritage Assets**

**Policy DM6.12 - The City Council will ensure the preservation, protection and where possible the enhancement of the City's archaeological heritage. Where proposals affect heritage assets of archaeological interest, preference will be given to preservation in situ. However where loss of the asset is justified in accordance with the NPPF, the remains should be appropriately recorded, assessed, analysed, disseminated and the archive deposited with the Tyne and Wear Historic Environment Record.**

**Where demolition of a designated built heritage asset or undesignated building of significance has been justified, or substantive changes are to be made to the asset, works must not commence until archaeological recording of the asset has been carried out and deposited with the Historic Environment Record.**

### **Alternative Approaches**

Reiterates NPPF policy on conserving and enhancing the historic environment.

**There is no reasonable alternative.**

**16.36** The City's archaeological remains are a rare record of the evolution of civilisation in Sunderland, giving people the opportunities to experience and learn about their past.

**16.37** The Tyne and Wear Historic Environment Record (HER) is compiled, maintained and continually updated by the County Archaeologist on behalf of the five Tyne and Wear authorities. The City Council is required in accordance with paragraph 141 of the NPPF to make publicly available information on the significance of heritage assets gathered as part of plan-making or development management. The Council therefore provides information as and when opportunities arise through these processes, and takes a pro-active approach towards this gathering of information, for inclusion in the HER.

**16.38** Such opportunities arise in particular with development proposals that seek to demolish or make substantive physical changes to heritage assets. In such cases the Council will require an appropriate level of archaeological assessment, historic and architectural appraisal and other relevant analysis deemed necessary to enable firstly, the impact of the proposed development on the significance of the heritage asset (and its setting where appropriate) to be fully understood and appraised, and secondly, an appropriate level of archaeological recording to be made of the asset's state prior to works being carried out. Typically the type of assessments / appraisals required will comprise an archaeological building recording and statement of significance of the asset, depending on the extent of works involved. Occasionally elements of the building recording can be conditioned where it is not essential to understanding the impact of the proposed works.

### **Heritage at Risk**

**Policy DM6.13 - In considering proposals affecting heritage assets identified as being at risk the City Council will:-**

- a) Support their conversion and adaptation where this secures their sympathetic repair, re-use in beneficial uses and sustains their significance into the future;**
- b) Explore opportunities for grant-funding to secure their conservation and make viable schemes for their re-use;**
- c) Positively engage with owners and partner organisations to develop schemes that will address the at-risk status of the assets.**

### **Alternative Approaches**

Reiterates NPPF policy on conserving and enhancing the historic environment.

**There is no reasonable alternative.**

**16.39** The City currently has 8 buildings / structures / sites and 2 Conservation Areas on English Heritage's At-Risk Register. These comprise the Old Sunderland and Old Sunderland Riverside Conservation Areas,

Track, Wagon Shop and structures at Bowes Railway Museum, Hylton Castle and St Catherine's Chapel, Doxford House, Christ Church, Washington F-Pit, Fulwell Acoustic Mirror and Monkwearmouth Museum screen wall.

**16.40** English Heritage's Register only includes Scheduled Ancient Monuments, Grade I and II\* listed buildings and conservation areas, and occasionally grade II listed building in conservation areas. There are numerous grade II listed buildings and non-designated heritage assets across the City, the condition and vacancy of which also places them at risk.

**16.41** The City Council has developed and continues to evolve a variety of initiatives and measures to address Heritage-at-Risk across the City, which are often an integral part of the development management process. The Council through its Heritage Protection Team will work with property owners, developers and their professional advisers at pre-application stage to help source funding and agree sympathetic ways of repairing and restoring heritage assets, and develop often innovative ways of converting and adapting them to accommodate uses that secure their future in beneficial usage.

**16.42** Other measures include preparing management strategies for the City's Conservation Areas and development briefs for the disposal of heritage assets, usually in council-ownership. These documents identify the future conservation and managements needs of the assets and provide clear guidance to prospective developers on the conservation requirements of the sites thus ensuring the significance of the heritage assets is sustained in future uses of the sites. These documents are essential tools in the development management process that are used by architects and developers to inform the design process in the preparation of proposals and by the Council in the consideration of planning applications.

**16.43** Sourcing external funding is increasingly becoming an important mechanism for the Council to address heritage-at-risk. The Council has secured grants from external organisations i.e. English Heritage, Heritage Lottery Fund, to repair and restore designated heritage assets on English Heritage's at-risk register, and deliver area-based conservation-led regeneration schemes. At the current time, there are several schemes in progress or being developed utilising external funding that are specially dealing with those heritage assets on English Heritage's At-Risk Register, the aim being to secure the removal of the assets from the register and satisfy their conservation needs in the immediate and long term. These schemes include the undertaking of urgent repair works to the Wagon Shop at Bowes Railway with a grant from English Heritage, and the repair and enhancement of Fulwell Acoustic Mirror with funding from both English Heritage and Heritage Lottery Fund. The Council also jointly funds with the HLF an area-based Townscape Heritage Initiative in the Old Sunderland and Old Sunderland Riverside Conservation Areas. This initiative is building on the successes of previous jointly funded grant schemes with English Heritage in the Conservation Areas to restore and return to beneficial uses from derelict states numerous key listed buildings.

### **Access and enjoyment of the historic environment**

**Policy DM6.14 - The City Council will encourage proposals that retain, create or facilitate public access to heritage assets to increase understanding, appreciation and enjoyment of their significance, special qualities and cultural values.**

**Proposals should demonstrate that all reasonable steps have been taken to ensure heritage assets are accessible to all user groups and that this can be achieved without harming the significance of the asset.**

### **Alternative Approaches**

Reiterates NPPF policy on conserving and enhancing the historic environment. **There is no reasonable alternative.**

**16.44** Conservation of the City's historic environment goes hand in hand with enjoyment of its heritage assets, often facilitating understanding, appreciation of their special qualities and creating or improving access to them for the local and wider community. Restoration and enhancement schemes, especially those with funding from English Heritage or Heritage Lottery Fund, often incorporate physical and web-based interpretation, public accessibility and educational requirements, and heritage skills training, in order to disseminate appreciation and enjoyment of the history and importance of the heritage asset to a wider audience.

## **The Natural Environment**

### **Development within the Green Belt**

**Policy DM6.15 - Proposals for development in the Green Belt should accord with Chapter 9 of the NPPF 'Protecting Green Belt Land'.**

### **Alternative Approaches**

Reiterates NPPF policy on Green Belt. **There is no reasonable alternative.**

**16.45** The National Planning Policy Framework continues to protect the Green Belt from inappropriate development. Inappropriate development is, by definition, harmful to the Green Belt. The NPPF confirms that the essential characteristics of Green Belts are their openness and permanence, but development may also harm other characteristics.

**16.46** The Council will impose strict controls, in accordance with the NPPF, on the nature and form of development within the Green Belt. The construction of most types of new building in the Green Belt is inappropriate development, and will be resisted, in order to protect the Green Belts purpose and character, unless there are 'very special' circumstances which outweigh the harm to the Green Belt. The 'very special' circumstances required to justify inappropriate development will not be considered to exist unless the harm (by reason of inappropriateness and any other harm) is clearly outweighed by other considerations. Proposals for development within the



Green Belt will be considered against the relevant provisions within the NPPF and policy DM6.18.

**16.47** Several small settlements are included within the Green Belt e.g. Burdon and Offerton. Proposals for extensions and alterations within these areas will be assessed in accordance with the NPPF and DM6.18. In accordance with the NPPF residential gardens do not constitute previously developed land and proposals for their development will constitute inappropriate development within the Green Belt.

### **Settlement Breaks**

**Policy DM6.16 - In order to prevent the merging of settlements, development will not be permitted where it would prejudice the aims of maintaining the open character of settlement breaks as identified on the key diagram.**

### **Alternative Approaches**

The policy accords with Core Strategy Policy in preventing the merging of settlements. **There is no reasonable alternative.**

**16.48** The retention of open breaks between settlements are longstanding elements of planning policy for the City. Settlement breaks help to retain the distinct physical characteristics of the City's constituent communities; assist in the regeneration of the older or poorer quality urban areas by focusing resources and investment into the built up area; provide open space lungs, sometimes incorporating leisure/ recreational facilities which help to alleviate local deficiencies.

**16.49** The same approach applies to land within Settlement Breaks as land within the Green Belt. Applications for development within Settlement Break should be assessed in accordance with policy DM6.18.

### **Agricultural Land**

**Policy DM6.17 - Development which results in the irreversible loss of the best and most versatile agricultural land (grades 2 and 3a) will not be permitted unless it can be demonstrated that no other sites exists upon which the development could reasonably be located.**

### **Alternative Approaches**

The policy accords with the NPPF, taking account of the best and most versatile agricultural land. **There is no reasonable alternative.**

**16.50** The NPPF requires authorities to take into account the economic and other benefits of the best and most versatile agricultural land.

**16.51** The Agricultural Land Classification (ALC) system classifies land into five grades, with Grade 3 subdivided into Subgrades 3a and 3b. The best and most versatile land is defined as Grades 1, 2 and 3a by policy guidance is the land which is most flexible, productive and efficient in response to inputs and

which can best deliver future crops for food and non food uses such as biomass, fibres and pharmaceuticals.

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

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

### **New Development in the Countryside (including Green Belt and settlement break)**

**Policy DM6.18 - Development proposals in the countryside will require special justification for planning permission to be granted. Proposals should be necessary for the efficient operation of agriculture, horticulture, forestry and other land based business. The applicant will be expected to provide the following evidence as part of a planning application:**

#### **New rural dwellings**

**a. New permanent dwellings should only be allowed to support existing rural activities on well-established units, providing it is demonstrated that:**

- i. there is a clearly established *existing* functional need**
- ii. the need relates to a *full-time* worker, or one who is primarily employed in a rural activity and does not relate to a part-time requirement;**
- iii. the unit and the rural activity concerned have been established for at least three years, have been profitable for at least one of them, are currently financially sound, and have a clear prospect of remaining so ;**
- iv. the functional need could not be fulfilled by another existing dwelling on the unit, or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned; and**
- v. other planning requirements, e.g. in relation to access, or impact on the countryside, are satisfied.**

**Where the business has not been established for three years and the permanent dwelling can not be justified consideration will be given to temporary accommodation.**

**Proposals for temporary accommodation will also be subject to points i, ii, iv, v of the above criteria and will have to provide clear evidence of a firm intention and ability to develop the enterprise concerned.**

### **Rural Diversification**

**b. Proposals for rural diversification must be supported by evidence to demonstrate that:**

- i. the diversification scheme contributes to the viability of the farm as a whole and its continued operation, or to the sustainability of the local community;**
- ii. The proposal either retains existing, provides additional or creates alternative employment, or is for community purposes; and,**
- iii. The proposal does not involve a residential use except where consistent with other Strategic or Development Management policies.**

### **Conversions**

**c. The conversion, adaptation and reuse of rural buildings will be permitted provided that:**

- i. Any necessary modifications, alterations or extensions do not increase the scale, or adversely affect the form and character of existing buildings, but are designed to reflect and compliment them; and**
- ii. Proposals do not involve the conversion of a recently constructed agricultural building(s) that has not been materially used for agricultural purposes.**

**Proposals for the conversion, adaptation and reuse of rural buildings for residential dwellings will also be subject to the following:**

- iii. the applicant has demonstrated that alternative uses for the building are not available or viable;**
- iv. the creation of a residential curtilage will not have a harmful impact on the character of the Countryside.**

**Where substantial reconstruction is necessary, the proposal will be considered in the same way as a new building in the Countryside and assessed against other Strategic and Development Management policies of this Core Strategy.**

### **Alternative Approaches**

The policy is an extension of the NPPF policy, but rather than dealing with applications on their merits and on a case by case basis it was considered prudent to include a policy that provides more detail- along the lines of PPS7- Annex A. **There is no reasonable alternative.**

**16.54** The planning system recognises that it plays an important role in supporting and facilitating development and land uses which enable those that earn a living from, and help to maintain and manage the countryside

continue to do so. However, careful consideration has to be given to proposals in the countryside to ensure that they are necessary for the efficient operation of agriculture, horticulture, forestry and other land based businesses. As such proposals of this nature require special justification to be considered acceptable.

### **New rural dwellings**

**16.55** In demonstrating a functional need (Policy DM18.a[i]) consideration should be given to the following:

- A functional need is necessary to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. (Such a requirement might arise, for example, if workers are needed to be on hand day and night; in case animals or agricultural processes require essential care at short notice or to deal quickly with emergencies that could otherwise cause serious loss of crops or products).
- If the functional requirement is established consideration will be given to the number of workers needed to meet it, which will be derived from the scale and nature of the enterprise.

**16.56** In demonstrating that the unit and the activity are financially viable and established (Policy DM18.a[iii]):

- A financial test is necessary and evidence of the size of the dwelling which the unit can sustain. A realistic approach will be taken to the level of profitability, taking account of the nature of the enterprise concerned.

**16.57** The dwelling proposed should be of a size commensurate with the established functional requirement. Dwellings that are unusually large in relation to the rural needs of the unit, or unusually expensive to construct in relation to the income it can sustain in the long-term, will not be permitted. It is the requirements of the enterprise, rather than those of the owner or occupier that are relevant in determining the size of the dwelling that is appropriate to a particular holding.

**16.58** In the authority are particularly concerned about abuse the history of the holding will be investigated.

### **Rural Diversification**

**16.59** It is recognised that diversification into non-agricultural activities is vital to the continuing viability of many rural enterprises and as such the Local Planning Authority will be supportive of well-conceived schemes for business purposes that contribute to sustainable development, help to sustain the rural enterprise and are consistent in their scale with their rural location.

### **Conversions**

**16.60** To promote a strong rural economy the Local Planning Authority will support the re-use of appropriately located and suitably constructed existing buildings in the countryside where this would contribute to sustainable development.

### **Landscape Character**

**Policy DM6.19 - Development proposals in areas of high landscape value, or where it is considered necessary by the City Council, will be required to include landscaping schemes which retain or enhance existing landscape features or offer appropriate mitigation measures for loss of landscape features to reflect local landscape character.**

### **Alternative Approaches**

The policy accords with the NPPF in protecting and enhancing valued landscapes. **There is no reasonable alternative.**

**16.61** The policy emphasises the importance of local character and distinctiveness and ensuring that the new development relates to and enhances areas of high landscape value. The draft Landscape Character Assessment for Sunderland will need to be given due regard when submitting proposals that could have an impact on the landscape in order to assess the possible landscape impacts of any proposals.

## **Woodlands/ Hedgerows and Trees**

**Policy DM6.20** - New proposals should retain all trees, woodlands and hedgerows of amenity and wildlife value. Consideration must be given to both individual merit as well as general contribution to amenity and their interaction as part of a group within the broader landscape setting. Where this cannot be achieved, mitigation and compensation measures should be outlined in a planning statement. There should be an emphasis on native species in rural, urban fringe and semi natural areas. Urban areas may include a combination of native and non-native species with the aim of promoting increased bio-diversity.

Where on-site compensation cannot be provided, a financial contribution of the full cost of appropriate re-provision and successful establishment will be required.

Development near trees must be carried out to the relevant British Standards currently BS 5837.

Development schemes that include the planting of new trees must follow the recommendations of the National House Building Council's Practice.

No new developments are to be positioned where they will be excessively dominated by or be solely under the crown of protected trees.

An arboricultural report must be undertaken by a qualified person and be submitted as part of any proposal which impacts upon trees.

The council will ensure the retention and protection of trees which are subject to Tree Preservation Orders and those which are located within Conservation Areas. Applications which involve the loss of TPO trees and trees within a conservation area will be considered on their own merits and on their contribution to the character of an area.

## **Alternative Approaches**

The policy recognises the important role of Woodland/ hedgerows / tree for biodiversity habitat and residential environments in accordance with the NPPF. **There is no reasonable alternative.**

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

**16.63** Detailed schemes of landscaping should be submitted with the planning application or may be required as a condition of planning permission

where appropriate. Proposals which fail to make satisfactory arrangements for landscaping or the tree protection of retained trees will be refused.

**16.64** British Standard 5837:2012 Trees in Relation to design, demolition and construction recognises that trees need to be properly protected during construction periods. This document provides guidance on planting and protecting trees during construction and the level of information required for full surveys.

**16.65** Tree Preservation Orders (TPOs) are particularly important in controlling the felling and pruning of trees or woodlands which make a significant contribution to the environment. New orders will continue to be made where trees of amenity value are at risk. The Council will take enforcement action against those who deliberately damage or remove protected trees.

### **Biodiversity**

**Policy DM21 - Development proposals adjacent to a designated site (including its buffer zone) will contribute to its long term positive conservation management as agreed in writing with the City Council.**

**Development and land use changes that are considered to have an adverse effect on priority habitats or species, or would cause fragmentation of wildlife corridors, including stepping stones will be refused permission.**

**Developments are required to implement measures in agreement with the City Council that protect and aid the recovery of priority species populations.**

**Where development results in significant harm to biodiversity an alternative habitat will need to be provided to adequately sustain current populations and facilitate the survival of an individual or group of species. The habitat and species populations will be maintained thereafter by the implementation of a scheme as agreed in writing with the local planning authority. Failure to do this will render proposals unacceptable.**

### **Alternative Approaches**

The policy reflects the NPPF requirement for Council's to conserve and enhance the natural environment. **There is no reasonable alternative.**

**16.66** The need for strong protection of nationally and internationally recognised environmental assets, landscapes, habitats and ecological networks is emphasised in the NPPF. Local authorities are required to protect valued landscapes, minimise impacts on biodiversity and provide net gains in biodiversity where possible aiming to halt the overall decline in biodiversity which has occurred over recent years.

**16.67** The general principle of the policy is to ensure the protection, management and enhancement of all natural environmental assets and the more significant the asset, the greater the presumption in favour of its protection. It is expected that in the majority of cases, priority habitats and species will have already been identified on a site-specific basis and are protected through national and local designations.

**16.68** Where a development proposal contains or is adjacent to a designated site, proposals should take account of their buffer zones and where possible incorporate or enhance them as part of the development.

**16.69** Development likely to have a significant impact on priority habitats and species will be refused.

### **Green Infrastructure**

**Policy DM6.22 - Development proposals must incorporate multifunctional Green Infrastructure through the inclusion of climate change mitigation or adaptation measures such as surface water storage, contribution to sustainable drainage systems, extreme temperature regulation and carbon capture and will be maintained thereafter as agreed in writing by the City Council.**

**All development is required to protect, enhance and manage existing wildlife corridors and green infrastructure networks helping to connect gaps and areas of weakness as demonstrated in the Green Infrastructure corridor and will be implemented via a scheme agreed in writing by the City Council.**

**Provision and design of green infrastructure must be compatible with the habitats and/or species for which a site has been designated or it is desirable to retain or promote across a given area.**

**Development proposals must help reconnect fragile habitats identified in the Green infrastructure Strategy that are susceptible to fragmentation by intensive land use, transport routes or urban development, and create networks of green and semi-natural landscapes.**

### **Alternative Approaches**

The policy requirement reflects the important role of green infrastructure in the NPPF. **There is no reasonable alternative.**

**16.70** This policy would help in delivering an integrated network of multi functional green infrastructure. The green infrastructure corridors are safeguarded for the most part either through national protection (such as Sites of Special Scientific Interest), through regional and local landscape designations of various types and through established policy protection of other areas of community open space which have recreational or amenity value.



## **Greenspace**

**Policy DM6.23 - All new developments are required to contribute towards the provision of new and enhanced greenspace. Development will be expected to provide greenspace in accordance with the quantity and quality standards and area needs set out in the Greenspace Report.**

**Public and private greenspace will be protected from development which would have an adverse effect on its amenity, recreational or nature conservation value.**

**The development of a site that is currently or its last use was for green space or for sport or recreation may be permitted provided that it can be demonstrated the development brings substantial benefits to the community that would outweigh the harm resulting from the loss of open space; and**

- a. A replacement facility which is at least equivalent in terms of usefulness, attractiveness, quality and accessibility, and where of an appropriate quantity, to existing and future users is provided by the developer on another site agreed with the Council prior to development commencing; or**
- b. If replacement on another site is neither practicable or possible an agreed contribution is made by the developer to the Council for new provision or the improvement of existing green space or outdoor sport and recreation facilities and its maintenance within an appropriate distance from the site or within the site; or**
- c. A combination of criteria a and b, and in the case of playing fields, the development is approved by Sport England.**

## **Alternative Approaches**

The policy requirement reflects the important role of green space in the NPPF. **There is no reasonable alternative.**

**16.71** Green space is a valuable asset to the community, places for people to participate in organised sport, play, for informal recreational activity and for appreciating the natural environment. The benefits to greenspace to human health and wellbeing are well documented, and the need to retain open space for these uses will continue to be important as City's population grows.

**16.72** The Greenspace Report will establish the particular greenspace needs of an area and the quality and quantity standards required. In some instances it may be necessary for contributions in lieu to be sought where there is sufficient quantity of greenspace in an area but the quality is poor. Where necessary the applicant will be required to provide detailed information on how/ when the greenspace will be implemented and once implemented how the greenspace will be maintained/ managed in its longevity

**16.73** The National Planning Policy Framework stipulates that existing open space, sport and recreation facilities should not be built on unless clearly surplus to requirements, or where the loss would be replaced by equivalent or

better provision in terms of quantity and quality, or where the need for and benefits of the development clearly outweigh the loss.

**16.74** In certain cases, a proposed development might be able to offer the opportunity for alternative provision with comparable community benefit. In this case exceptions to the policy would be considered that satisfy the criteria set out in Policy DM6.23.

### **Local Environmental Quality : General**

**Policy DM6.24 - The City Council will protect and improve local environmental quality and amenity by:**

- a. ensuring account is taken of the impact of existing sources of air, noise, dust and smell or other pollution on new development**
- b. ensuring account is taken of the impact of the new development on the amenity of existing uses by reason of its sensitivity to air, noise, dust and smell or other pollution.**

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

### **Amenity**

**Policy DM6.25 - When considering the impact of new development on amenity, the City Council will have regard to the following:**

- a. privacy/overlooking;**
- b. outlook;**
- c. access to daylight and sunlight;**
- d. noise, vibration and disturbance;**
- e. the resulting physical relationship with other properties;**
- f. light spillage, air quality and other forms of pollution**
- g. safety and security; and**
- h. bad neighbour uses**

**Development will only be acceptable where it would not cause an unacceptable loss of amenity to adjoining or future occupiers of the development or suitable mitigation measures are incorporated into the proposal.**

### **Alternative Approaches**

The policy accords with the NPPF approach to local environmental quality.  
**There is no reasonable alternative.**

**16.76** New development, redevelopment or alterations to existing buildings can themselves remedy environmental deficiencies and contribute to the quality of life of the city's residents. New development should take into account the amenities of adjoining properties, with particular attention being paid to the scale of new buildings in relation to existing surrounding development, daylight, sunlight effects, siting, elevational treatments and the use of appropriate materials. The policy seeks to ensure high standards of amenity in new development and contribute to a safe, quiet and attractive environment.

## **Water**

**Policy DM6.26 - Where development proposals affect an area identified at risk from surface or groundwater flooding (as set out within Sunderland' Strategic Flood Risk Assessment), a site specific flood risk assessment and/or drainage strategy is required to be submitted in support of the application.**

**Sustainable Drainage Systems (SuDS) should be implemented into new development where feasible. Where not implementable, justification should be provided outlining the reasons and demonstrating alternative sustainable approaches to managing surface or groundwater flooding.**

**All developments must take account of the impact on ecological factors of proposed drainage systems, and provide mitigation and enhancement measures to protect and improve biodiversity and geodiversity features and their future management on ecology, including (SuDS).**

**New development should not have a detrimental impact on the city's water resources, including the Magnesian Limestone Aquifer and its protection zones.**

**Development along the River Wear and Coast should take account of the Northumbria River Basin Management Plan, to deliver continuing improvements in water quality.**

## **Alternative Approaches**

The policy accords with the NPPF approach to local environmental quality.

**There is no reasonable alternative.**

**16.77** To help adapt to expected climate change, the policy provides the broad framework for addressing the increased risk of flooding including a requirement for sustainable drainage systems.

**16.78** Floods can occur on any ground when rainfall exceeds the natural drainage capacity of a site. In addition to rainfall changes, climate change is likely to increase the impact of other weather events in Sunderland, with the key risks likely to arise from sea level rise and extreme heat events.

**16.79** The Council's SFRA will enable the Council to ensure that development is located away from areas that are identified at most at risk from flooding and to ensure existing flooding issues are not exacerbated.

**16.80** Sustainable Drainage Systems (SuDS) should be used to minimise the risk and impacts of flooding and can be designed to function in most settings through flexible design. Developers will be expected to provide and fund effective SUDS maintenance programmes.

**16.81** The Council, together with the Environment Agency and the water providers are committed to protecting the city's water resources. It is of utmost importance that the aquifer which provides the City's drinking water and watercourses are protected from contamination from pollutants.

### **Ground Conditions**

**Policy DM6.27 - Where development is proposed on land where there is reason to believe is either unstable or potentially unstable, contaminated or potentially at risk from migrating contaminants or gases, it will be necessary to ensure any risks have been fully assessed and where necessary preventive, remedial or precautionary measures appropriate to the intended use of the land are included as part of the development proposals.**

### **Alternative Approaches**

The policy accords with the NPPF on the grounds of pollution and land instability.  
**There is no reasonable alternative.**

**16.82** In accordance with the provisions of the NPPF, the Council must ensure that sites are suitable for development taking account of ground conditions, pollution arising from previous uses and any proposals for land remediation.

**16.83** The Council must satisfy itself that the potential for contamination and any risks arising are properly assessed. Affected development must incorporate remediation and management measures. These must deal with risks of water pollution, contamination from site works and with health risks for end users.

**16.84** Where a site is affected by contamination or land stability issues, the responsibility for securing a safe development rests with the developer and/or landowner (NPPF, para 120). Accordingly, the developer should be able to demonstrate that an appropriate site investigation has been undertaken which shows no evidence of contamination on the site likely to affect the grant of a planning permission. The report should be submitted with a planning application and the Council will consult the Environment Agency and take account of environmental health officer advice in assessing such reports.

**16.85** If contamination is shown the developer must also demonstrate that a method of treatment necessary to deal with any hazards found has been agreed or conditions requiring such measures to be implemented can be

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

### **Health and Safety Executive areas**

**Policy DM6.28 - Any development within the specified distances from the sites identified as 'notifiable installations' or the development of new notifiable installations must take account of any risks involved and the need for appropriate separation between hazardous installations and incompatible uses.**

### **Hazardous Substances**

**Policy DM6.29 - Proposals involving the introduction, storage or use of hazardous substances which would create potential risk to surrounding areas will not normally be permitted.**

### **Alternative Approaches**

The policy accords with NPPF guidance on Major Hazards. **There is no reasonable alternative.**

**16.86** Sites and installations which have quantities of hazardous substances present on site are designated as notifiable installations by the Health and Safety Executive (HSE). Consultation zones are defined around these hazardous installations and the City Council is required to consult with the HSE on certain proposals for development within such zones. The Council will be guided by HSE advice in determining whether a proposed development may proceed as submitted or whether protection measures could overcome any safety objections.

**16.87** The siting of new notifiable installations will be managed with the aim of keeping the installations separate from housing and other sensitive land uses with which the installations would be incompatible. The Council will consult the Health and Safety Executive and the Environment Agency about the siting of proposals for new notifiable installations.

## Chapter 17 : Renewable Energy Development

### Renewable Energy Development

**Policy DM7.1-** In considering proposals for renewable energy developments, together with any ancillary buildings and infrastructure, consideration will be given to the potential impacts on:

- a. The surrounding natural, built and cultural landscape and townscape including buildings, features, habitats and species of national and local importance; and
- b. The amenity of local residents including visual intrusion, air, dust, noise, odour, traffic generation, recreation and access; and
- c. Air traffic operations, radar and air navigational installations

Applications within the Green Belt will also be considered against Paragraph 91 of the NPPF.

Appropriate mitigation and/or compensation measures will be required prior to any development. Where necessary the applicant may be required to include a satisfactory scheme to restore the site to a quality of at least its original condition once operations have ceased.

### Alternative Approaches

The policy accords with the NPPF on guidance on Renewable Energy Development. **There is no reasonable alternative.**

**17.1** The policy focuses on the key criteria that will be used to judge applications. This policy applies to all types of standalone renewable energy, including wind turbines, biomass generators, anaerobic digestion plants and other energy from waste technologies, hydropower turbines, and solar photovoltaic arrays.

**17.2** In accordance with national planning policy, significant weight is given to the wider environmental, social and economic benefits of renewable and low carbon energy generation. The impact on neighbouring residents and other sensitive receptors is also a significant consideration, but will vary, depending on the size, scale, location and type of technology proposed. Any potential cumulative impact of schemes within the area, including within and outside the city, will also be considered.

**17.3** Some applications may need to be accompanied by an 'environmental statement' which will include an indication of the likely significant effect of the development on human beings, flora, fauna, soil, water, air, climate, landscape, material assets and cultural and historical heritage. Applications for wind turbine installations will need to include details of associated infrastructure such as new access roads so that the Council can fully assess the proposal.

## Chapter 18 : Waste

### Waste

**Policy DM8.1 - Proposals for new waste facilities should be focused on previously developed employment land (excluding land within Primary Employment Sites) and will be required to meet the following criteria:**

- a. All waste processes and operations must be contained, processed and managed within buildings unless there are acceptable operational reasons why these processes cannot be contained within buildings ;
- b. There should be no unmitigated nuisance to adjacent premises or highway users by virtue of dust, odour, vibration, smoke, noise, mud or slurry;
- c. The site should be adequately screened;
- d. The site must have acceptable means of access to the local road network for the number and size of vehicles involved in the operation;
- e. Development will not be allowed that is judged to have a strong likelihood of creating unacceptable adverse visual, air or noise impacts on residents, neighbours and occupiers within the proximity of the development.

**Policy DM8.2 - The City Council will safeguard existing waste transfer and management sites for waste management use, unless it can be demonstrated that:**

- a. there is no longer a need for the facility; and
- b. capacity can be met elsewhere; or
- c. appropriate compensatory provision is made in appropriate locations elsewhere in the City; or
- d. the site is required to facilitate the strategic objectives of the City.

### Alternative Approaches

The NPPF does not contain specific waste policies. National waste planning policy will be published in a National Waste Management Plan for England. In the mean time policies have been drafted in accordance with PPS10 and Core Strategy policies. **There is no alternative in the short term, the policy will be revised to accord with National Waste Management Plan for England once adopted.**

**18.1** Policy DM8 focuses on the key criteria and supporting information required as part of a proposal to determine planning applications. The criteria will be used to assess all types of waste proposals. As set out at Policies CS3 and DM3, three tiers of employment land are identified - proposals for waste facilities will not be supported on Primary Employment sites. To ensure waste disposal sites operate without detriment to amenity, public safety and without having a significant adverse effect on the environment and appearance of the proposed development site it is expected that proposals will be located

within buildings, this is particularly so where they would adversely affect sensitive uses.

**18.2** Some applications may need to be accompanied by an 'environmental statement

**18.3** Existing waste management sites are part of the infrastructure for waste development in Sunderland. Depending on individual circumstances, such sites may also have the potential to increase their capacity, or be able to diversify to provide additional waste services and facilities. As some waste management facilities can be of a relatively low value land use, some of these sites could be vulnerable to redevelopment for other uses. Sites should therefore be safeguarded from development for non-waste management uses.



## Chapter 19 : Minerals

### **Minerals**

**Policy DM9.1 - Proposals for mineral extraction must demonstrate the extent, quality and significance of the reserves to be extracted and must ensure that:**

- a. The natural and historic environment is conserved, managed and enhanced as appropriate. Where this is not possible because the benefits of mineral extraction outweigh any likely harm to the natural and historic environment, significant justification and mitigation must be provided.
- b. There should be no unmitigated nuisance to adjacent premises or highway users by virtue of dust, odour, vibration, smoke, noise, mud or slurry;
- c. Sensitive working practices, high operating standards and environmental management systems are adopted
- d. Workings will not increase the potential of flood risks or surface water flooding
- e. Essential infrastructure is protected
- f. Sustainable transport methods for transportation of minerals are utilised where possible; and
- g. Practices to facilitate sensitive environmental restoration and aftercare of the site should be incorporated into the day to day operation of the site by the operator, for the lifetime of the site and for a period thereafter which will be agreed with the City Council prior to Mineral Extraction commencing.

**Policy DM9.2 - There will be a presumption against open cast coal extraction within the City unless**

- a. There is an identified need for such resources, and
- b. The proposal is environmentally acceptable, or can be made so through agreed mitigation or through planning conditions or legal obligations; or
- c. The proposal can provide City wide, local or community benefits which clearly outweigh any likely adverse impacts.
- d. The applicant can satisfy the criteria policy DM6.3

**Policy DM9.3 – Within Mineral Safeguarding Areas, proposals for non-mineral development of sites will need to demonstrate, where appropriate, that they will not result in the sterilisation of mineral resources, or where they do that the mineral resources are either not economically viable for extraction or can be extracted prior to development taking place.**

**Policy DM9.4 - Before granting planning permission for non-mineral development within a Coal MSA, consideration will be given to feasibility / viability of the extraction of coal resources prior to development commencing (defined on the Key Diagram).**

**Policy DM9.5 - For all new development proposals that require planning permission (except householder extensions or changes of use) in Coal Mining Development Referral Areas, consideration should be given to issues arising from past coal mining, in particular land instability. Where stability issues are identified developers are required to carry out site investigations and prepare a Coal Mining Risk Assessment, to be submitted with the planning application.**

#### **Alternative Approaches**

The policy requirement reflects the NPPF's approach to facilitating the sustainable use of minerals. **There is no reasonable alternative.** The policy accords with the NPPF on land instability. **There is no reasonable alternative.**

**19.1** In addition to the above policies applications for mineral extraction should be considered alongside the National Planning Policy Framework : Technical Guidance.

**19.2** Policy DM9 focuses on the key criteria that will be used to judge applications. Proposals for mineral extraction (including extensions to existing sites), will be required to robustly justify the requirement for extraction, specifically in relation to the need for the site to maintain supply in line with the sub-regional apportionment and / or the maintenance of the aggregates landbank.

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

**19.4** Proposals should be supported by a scheme for restoration and an end date by which this will have been implemented. The restoration of minerals sites will be expected to be done progressively, with small sections of the site worked and then restored and so on. Restoration should maximise public and environmental benefit, but its after-use should be determined in relation to its land use context and surrounding environmental character. Where possible restoration schemes should make contributions towards achieving specific targets set out in the Durham Biodiversity Action Plan.

**19.5** Sunderland has a limited supply of mineral resources, therefore it is necessary to safeguard known minerals resources from other development that could sterilise their eventual extraction. It is a Government requirement that proven resources are not needlessly sterilised by non-mineral development, and that there should be prior extraction of the mineral if it is necessary for such development to take place. Sunderland's MSAs have been developed in accordance with guidance published by the British Geological Survey and by using mineral resource information provided by the British Geological Survey and the Coal Authority.

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

## Chapter 20 : Infrastructure and Developer Contributions

### Infrastructure/ Developer Contributions

**Policy DM 10 –** Where appropriate, the provision of new infrastructure will be required to be provided on site. Where this is not possible, the applicant will be expected to provide infrastructure off-site but within close proximity to the proposed development site.

In instances where neither on-site or off-site provision is appropriate the developer will be required to submit robust justification demonstrating why. In this instance a commuted payment is likely to be sought.

In determining the nature and scale of any planning obligation, specific site conditions and other material considerations including viability will be taken into account.

Where necessary the applicant will be required to provide detailed information on how and when the infrastructure will be implemented and once implemented how the infrastructure will be maintained and managed in its longevity.

### Alternative Approaches

The policy accords with the NPPF in ensuring the viability of a development scheme is taken into account when seeking developer contributions. It would be unreasonable for the council not to do so. **There is no reasonable alternative.**

**20.1** The delivery of planned growth set out within the Core Strategy is dependent upon the availability of infrastructure to support it. The council is committed to implementing a Community Infrastructure Levy alongside the Core Strategy, as such strategic infrastructure improvements will potentially be provided through the Community Infrastructure Levy. However, where localised infrastructure improvements, such as open space and community facilities are required to serve the new and existing population, the Council will expect them to be provided as part of proposals through Section 106 agreements or conditions.

**20.2** Contributions that may be required include the following:

- open space and recreation (including leisure and sports facilities);
- strategic green infrastructure and biodiversity enhancement/ mitigation;
- transport (including footpaths, bridleways, cycleways, highways, public transport, car parks and travel planning);
- community facilities (including meeting halls, youth activities, play facilities, library and information services, cultural facilities and places of worship);
- employment, Training and Enterprise and Targeted Recruitment;
- education, health and social care and community safety;

- utilities infrastructure and renewable energy;
- emergency and essential services;
- environmental improvements;
- drainage / flood prevention and protection;
- waste recycling facilities;
- public art and heritage.

**20.3** The NPPF acknowledges the value of planning obligations in the planning system but highlights that they should be proportionate and reasonable. It sets out that the combined impact of obligations and other policy requirements should not be such that the ability to develop sites viably is threatened.

**20.4** It is recognised that there may be some sites where viability is an issue and planning obligations are not financially achievable. In this instance a robust economic viability assessment must be submitted. The viability assessment must fully detail the financial limitations of the site / proposed development and clearly demonstrate how the planning obligations are not deliverable.

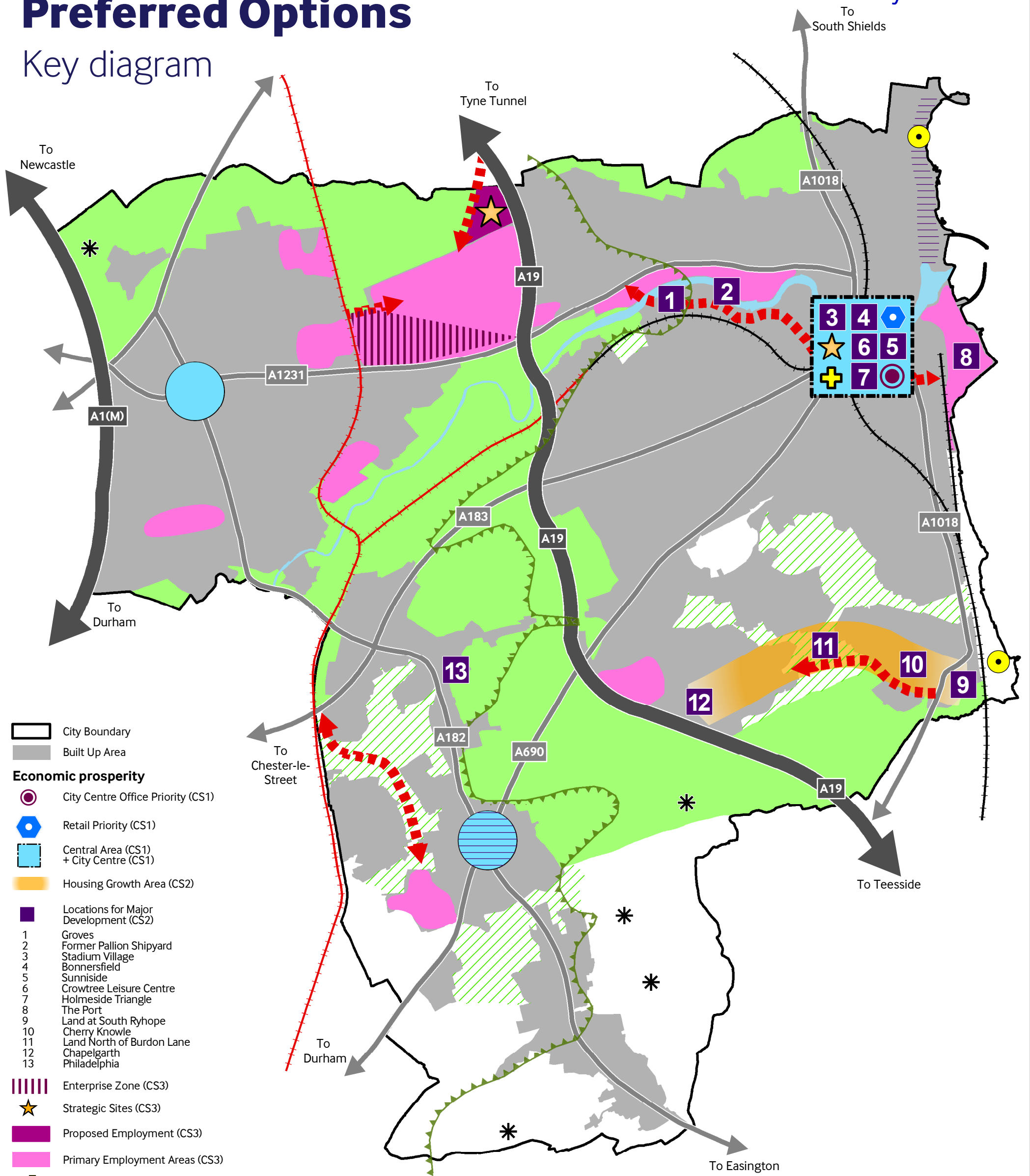
**20.5** For larger development sites, where development will be phased consideration will be given to provision for a review of the scheme's viability prior to the commencement of future phases of development.

**20.6** Where infrastructure is necessary to make a particular development acceptable in planning terms (such as environmental mitigation or compensation), the development will not be approved if the measures required cannot be secured through appropriate conditions or agreements.



# Sunderland LDF Core Strategy Preferred Options

## Key diagram

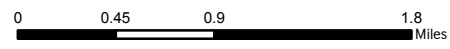


- City Boundary
- Built Up Area
- Economic prosperity**
- City Centre Office Priority (CS1)
- Retail Priority (CS1)
- Central Area (CS1) + City Centre (CS1)
- Housing Growth Area (CS2)
- Locations for Major Development (CS2)
- 1 Groves
- 2 Former Pallion Shipyard
- 3 Stadium Village
- 4 Bonnersfield
- 5 Sunnyside
- 6 Crowtree Leisure Centre
- 7 Holmeside Triangle
- 8 The Port
- 9 Land at South Ryhope
- 10 Cherry Knowle
- 11 Land North of Burdon Lane
- 12 Chapelgarth
- 13 Philadelphia
- Enterprise Zone (CS3)
- Strategic Sites (CS3)
- Proposed Employment (CS3)
- Primary Employment Areas (CS3)
- University Campus (CS3)

- Sustainable communities**
- Town Centres (CS4)
- Regeneration Areas (CS4)

- Connectivity**
- Trunk Roads (CS5)
- Major Roads (CS5)
- Proposed Schemes (CS5)
- Existing Railway (CS5)
- Transport Corridors (CS5)

- Environment**
- Green Belt (CS6)
- Settlement Breaks and Green Wedges (CS6)
- SAC's/ SPA's (CS6)
- Minerals**
- Mineral Safeguarding Areas (CS9)
- Coal Safeguarding Area (CS9)



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**CABINET MEETING – 13<sup>th</sup> March 2013**

**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

A19 Low Carbon Enterprise Zone: Local Development Order (Turbine Park and Vehicle Test Centre site)

**Author(s):**

Deputy Chief Executive

**Purpose of Report:**

The purpose of this report is to advise Cabinet of the responses received following consultation on the A19 Low Carbon Enterprise Zone: Draft Local Development Order (Turbine Park and Vehicle Test Centre site) and to seek Cabinet's approval of the revised A19 Low Carbon Enterprise Zone: Local Development Order (Turbine Park and Vehicle Test Centre site)

**Description of Decision:**

**Cabinet is recommended to**

- a) Note the amendments made to the A19 Ultra Low Carbon Enterprise Zone: Draft Local Development Order (Turbine Park and Vehicle Test Centre site) in light of responses received during the public consultation and consultation with the Secretary of State;
- b) Approve the revised A19 Low Carbon Enterprise Zone: Local Development Order (Turbine Park and Vehicle Test Centre site)

**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 implementation of a simplified planning regime at the A19 Low Carbon Enterprise Zone is required by the Department for Communities and Local Government (DCLG) as part of the package of measures set out under Enterprise Zone (EZ) status. A Local Development Order (LDO) is an established alternative form of administering the planning process and is considered the most appropriate means of simplifying planning procedures on all Enterprise Zone sites within the North Eastern Local Enterprise Partnership (LEP) area.

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

The alternative option is not to prepare an LDO for the Turbine Park and Vehicle Test Centre site. The consequences of this would be a failure to implement a simplified planning regime for the EZ sites and therefore a failure to provide the full package of measures geared towards stimulating growth within designated EZ areas; as set out by the DCLG.

This would put the Sunderland EZ sites at a competitive disadvantage compared to other EZ sites within the North Eastern LEP area.

**Impacts analysed:**

Equality  Y Privacy  N/A Sustainability  Y Crime and Disorder  N/A

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

Yes

**Is it included in the 28 day Notice of Decisions?**

Yes

**Scrutiny Committee**

**A19 LOW CARBON ENTERPRISE ZONE:  
LOCAL DEVELOPMENT ORDER (TURBINE PARK & VEHICLE TEST  
CENTRE SITE)**

**REPORT OF THE DEPUTY CHIEF EXECUTIVE**

**1.0 Purpose of Report**

- 1.1 The purpose of this report is to advise Cabinet of the responses received following consultation on the A19 Low Carbon Enterprise Zone: Draft Local Development Order (Turbine Park and Vehicle Test Centre site) and to seek Cabinet's approval of the revised A19 Low Carbon Enterprise Zone: Local Development Order (Turbine Park and Vehicle Test Centre site)

**2.0 Description of Decision**

- 2.1 Cabinet is recommended to
- a) Note the amendments made to the A19 Low Carbon Enterprise Zone: Draft Local Development Order (Turbine Park and Vehicle Test Centre site) in light of responses received during the public consultation and consultation with the Secretary of State;
  - b) Approve the revised A19 Low Carbon Enterprise Zone: Local Development Order (Turbine Park and Vehicle Test Centre site).

**3.0 Background**

- 3.1 As part of the coalition Government's plans to stimulate growth and the creation of new businesses and jobs, a new wave of Enterprise Zones (EZs) have been created. The stimulus for economic development with EZs is a package of measures primarily focused on financial incentives and simplified planning procedures.
- 3.2 Enterprise Zones are to be driven by Local Enterprise Partnerships (LEPs). Within the North Eastern LEP area, EZs have been designated at A19 around Nissan in Sunderland, the River Tyne North Banks including Port of Tyne and Swan Hunter in North Tyneside and Neptune Yard in Newcastle, and sites near Port of Blyth.
- 3.3 The EZ for Sunderland comprises three sites to the west of the A19 totalling 42.9 Hectares (see attached plan):
- two adjoining sites located to the south of the Nissan car plant: Turbine Park (23.5 hectares) and the Vehicle Test Centre site (6.5 hectares);

- Hillthorn Farm site situated approximately 700m to the west and adjacent to the Leamside railway line (12.9 hectares)
- 3.4 The North Eastern LEP seeks to support investment in a low carbon economy – in particular offshore wind energy and Ultra Low Carbon Vehicles (ULCV). Accordingly, within the EZ sites, businesses in the ULCV or Advanced Manufacturing sectors which seek to locate in the Sunderland EZ may benefit from Enhanced Capital Allowances or business rate discounts, and a simplified planning regime.
  - 3.5 It has been agreed by the North Eastern LEP that the most appropriate means of implementing a simplified approach to planning on the EZ sites within the region is through Local Development Orders (LDOs). Further information on an LDO can be found in part 4.0 of this report.
  - 3.6 It is intended to adopt two Local Development Orders for the Sunderland EZ sites; an LDO for Turbine Business Park (site 1 on the plan) and the Vehicle Test Centre site (site 2); and a separate LDO for Hillthorn Farm (site 3).
  - 3.7 Some preparatory work has already been undertaken on the Turbine Business Park site and the Vantec development is almost complete. It is considered that an LDO for this and the Vehicle Test Centre site can be brought forward immediately. Further masterplanning and feasibility work is required for the Hillthorn Farm site to determine options for its development, with consideration given to the presence of the Leamside Line and Nissan's future operational requirements. This work is currently ongoing and will inform the preparation of an LDO for the Hillthorn Farm site.

#### **4.0 A Local Development Order**

- 4.1 LDOs were first established within the 1990 Town & Country Planning Act with further revisions to the legislation most recently in the Town & Country Planning (Development Management Procedure) (England) Order 2010.
- 4.2 An LDO removes the requirement to obtain planning permission for certain types of development specified within the Order and consequently removes the requirement for a developer to submit an application for planning permission. This is on the provision that development proposals are in accordance with the uses and type of development specified in the LDO, and that other procedures and conditions in the LDO are adhered to. Should development proposals not accord with the Order, applicants will be required to pursue the normal route of obtaining planning permission.
- 4.3 LDOs should not be regarded as a withdrawal of planning control; instead they are a useful tool to be utilised where it is considered that

the impact of development would not be significant. An LDO would be appropriate where under normal circumstances a planning application would be required for a type of development which would feasibly have little material impact on neighbours, being limited to the confines of a discrete development site such as a business park or industrial estate. Given the location of the Sunderland Enterprise Zone sites and the largely industrial nature of development envisaged, an LDO would be an appropriate means of administering the planning process in these areas.

- 4.4 The key advantages of an LDO to prospective developers of the EZ sites will be reduced costs through the removal of planning fees, a higher degree of certainty due to the site specific nature of the LDO and time savings associated with the removal of normal planning procedures.
- 4.5 LDOs relate only to simplifying planning procedures and do not remove the need to obtain other statutory consents such as Building Regulations approval, Highways Legislation, Listed Building Consent, Health and Safety Executive consents.

## **5.0 The Local Development Order for Turbine Business Park and Vehicle Test Centre site**

- 5.1 The proposed LDO will permit a number of primary uses: (B1a) Offices; (B1b) Research & Development; (B1c) Light Industry; (B2) General Industry; (B8) Storage and Distribution; (D1c) Education. A limited quantum of supporting amenity convenience facilities and potentially a hotel use will also be allowed on the Turbine Park site in accordance with an existing outline planning consent granted in December 2010.
- 5.2 Consistent with the LEP's low carbon growth agenda, the above uses will only be permitted under the proposed terms of the LDO provided it can be demonstrated that the associated operations will be linked to the ULCV or Advanced Manufacturing sectors. Proposals for the above uses outside these sectors will need to be assessed under the normal planning procedures.
- 5.3 Proposals permitted under the LDO must conform to a set of development criteria and conditions set out within the LDO document. These matters relate to design of development (including site layout, building heights and use of materials), landscaping and planting, access and parking, contamination, noise and air quality, ecology and flood risk.
- 5.4 The LDO contains criteria which seek to avoid proposals, which would result in the 'displacement' or relocation of existing businesses from within the City of Sunderland to the EZ sites simply because of the financial incentives available, as this would result in no net economic growth or increased employment. In all cases developers will be

required to submit a statement demonstrating how proposals will avoid displacement. Consideration must be given to employment growth, additional floor space and projected growth in output.

- 5.5 Development requiring an Environmental Impact Assessment will not be permitted under the Local Development Order.
- 5.6 It is envisaged that the LDO process will be overseen by the City Council's Planning Service. The LDO defines the procedural mechanics for the assessment of proposals and clarifies the information to be submitted to the City Council in the first instance. The LDO also sets out a procedure by which a developer notifies the Council of the proposed date to start development on site.
- 5.7 The LDO is set to be in place for 5 years after which the City Council will be able to either: re-adopt the LDO under the same criteria and conditions, re-adopt the LDO but modify the criteria and conditions; or revoke the LDO and return to the established planning system.
- 5.8 Copies of the LDO are available in the Member's Library.

## **6.0 Public Consultation on the draft Local Development Order for Turbine Business Park and Vehicle Test Centre site**

- 6.1 Cabinet approved a draft Local Development Order for Turbine Park and Vehicle Test Centre site for the purposes of consultation at its June meeting. Subsequently, the document and accompanying Sustainability Appraisal was subject to a statutory six week public consultation between 20<sup>th</sup> July and 24<sup>th</sup> August.
- 6.2 During this period all information relating to the consultation, including the draft LDO was made available online.
- 6.3 Statutory and formal consultees including and a range of voluntary organisations and other groups were consulted by letter. Letters were also delivered to all households, businesses and landowners within the EZ study area and its immediate surroundings. The letters provided a summary of key EZ proposals and notified recipients of the consultation period and the online link to view the relevant documents.
- 6.4 Consultees were able to view the main proposals plan and consultation documents; and submit comment forms at an exhibition displayed in the City Council's Customer Service Centre at Fawcett Street. The consultation documents and comments forms were also available at all local libraries across the city.

## **7.0 Public Consultation Responses and Amendments to the Local Development Order**

- 7.1 In total 13 responses were received, 12 expressing support and 1 objecting to the proposed LDO.
- 7.2 11 responses were received from statutory and non-statutory consultees. Responses covered issues such as public transport, displacement and impact on the existing road network; however were supportive of the draft LDO overall. Consideration of representations submitted by the Environment Agency, Nexus, English Heritage, Highways Agency, Coal Authority, Northumbrian Water and landowners Barmston Developments have resulted in minor changes to sections of the LDO.
- 7.3 The itemised representations received, together with the City Council's response to them and details of any necessary changes can be found in the appendices of this report.

## **8.0 Consultation with the Secretary of State**

- 8.1 On 3 January 2013, in accordance with the legislation, the revised LDO and Statement of Reasons (included within the LDO document), and details of the consultation responses and amendments to the document were submitted to the National Planning Case Unit (NPCU) for consideration on behalf of the Secretary of State.
- 8.2 On 11 January 2013, it was confirmed that the Secretary of State did not wish to intervene. No further amendments to the LDO document are required. A copy of the response letter from NPCU can be viewed in the appendices.

## **9.0 Reasons for decision**

- 9.1 The implementation of a simplified planning regime at the A19 Low Carbon Enterprise Zone is required by the Department for Communities and Local Government (DCLG) as part of the package of measures set out under Enterprise Zone (EZ) status. A Local Development Order (LDO) is an established alternative form of administering the planning process and is considered the most appropriate means of simplifying planning procedures on all Enterprise Zone sites within the North Eastern Local Enterprise Partnership (LEP) area.

## **10.0 Alternative options**

- 10.1 The alternative option is not to prepare a Local Development Order (LDO) for the Turbine Park and Vehicle Test Centre sites. The consequences of this would be a failure to implement a simplified planning regime for the EZ sites and therefore a failure to provide the full package of measures geared towards stimulating growth within designated EZ areas; as set out by the DCLG.

This would put the Sunderland EZ sites at a competitive disadvantage compared to other EZ sites within the North Eastern LEP area.

## **11.0 Relevant considerations**

- 11.1 a) Financial Implications - An approved LDO will not involve any direct costs to the Council.
- b) Policy Implications - The document has been prepared to meet the requirements of relevant local and national planning policy.
- c) Sustainability Implications –A Sustainability Impact Assessment has been completed demonstrating that the LDO will deliver a net positive sustainability impact. The SIA is available in the Member’s Library
- d) Equality Implications – An Equality Analysis has been completed to reflect the amended LDO and is available in the Member’s Library.

## **12.0 List of Appendices**

- Appendix 1: Sunderland Low Carbon Enterprise Zone Site Plan
- Appendix 2: Summary of consultation responses and The City Council’s Response
- Appendix 3: Consultation response letter from DCLG
- Appendix 4: Natural England Consultation response to HRA Screening Assessment (March 2012)

## **13.0 Background papers**

- Revised A19 Low Carbon Enterprise Zone: Local Development Order (Turbine Park and Vehicle Test Centre site)
- HRA Screening Assessment for A19 Low Carbon Sites (March 2012)
- Equality Analysis
- Sustainability Impact Assessment



**CABINET MEETING – 13<sup>th</sup> March 2013**  
**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

City Centre Development Opportunity; Closure and Demolition of Crowtree Leisure Centre

**Author(s):**

Report of the Deputy Chief Executive

**Purpose of Report:**

The report seeks approval to the closure of Crowtree Leisure Centre and appointment of contractors, through an existing framework agreement, for the design of a scheme to secure the demolition of the building and to dispose of the cleared site in accordance with the Council's Strategy for Surplus Assets.

**Description of Decision:**

Cabinet is recommended to;

- (i) agree to the closure of Crowtree Leisure Centre;
- (ii) agree to the appointment of contractors through the Scape National Framework to secure the demolition of the Crowtree Leisure Centre as set out in this report ;
- (iii) authorise the Deputy Chief Executive to explore options for the development of the site and if appropriate to market the site in accordance with the Council's Strategy for Surplus Assets and to report back to Cabinet on the results of the marketing exercise;

**Is the decision consistent with the Budget/Policy Framework?      \*Yes/No**

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

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

To enable the site of the Crowtree Leisure Centre to be prepared as a development opportunity for retail and other suitable city centre uses.

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

The alternative option is to not proceed with the closure and demolition of the building. This would result in the site not being readily available for redevelopment purposes which would be to the detriment of the Council's stated aim of regenerating this part of the City Centre. A decision to not demolish will also result in the further deterioration of the fabric of the building. As a consequence significant capital investment would be required to make the building fit for purpose. This would not be in accordance with the Council's strategy for the delivery of leisure provision across the city, and would divert a finite resource for building maintenance away from other operational priorities which would be to the detriment of service provision in other areas.

This option has been considered but is not recommended.

**Impacts analysed;**

Equality  Privacy  Sustainability  Crime and Disorder

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

**Is it included in the 28 day Notice of Decisions?** Yes

**Scrutiny Committee:**

**CITY CENTRE DEVELOPMENT OPPORTUNITY; CLOSURE AND DEMOLITION OF CROWTREE LEISURE**

**Report of Deputy Chief Executive**

**1. Purpose of the Report**

- 1.1 The report seeks approval to the closure of Crowtree Leisure Centre and the appointment of contractors, through an existing framework agreement, for the design of a scheme to secure the demolition of the building and to dispose of the cleared site in accordance with the Council's Strategy for Surplus Assets.

**2. Description of Decision**

- 2.1 Cabinet is recommended to;

- (i) agree to the closure of Crowtree Leisure Centre;
- (ii) agree to the appointment of contractors through the Scape National Framework to secure the demolition of the Crowtree Leisure Centre as set out in this report;
- (iii) authorise the Deputy Chief Executive to explore options for the development of the site and if appropriate to market the site in accordance with the Council's Strategy for Surplus Assets and to report back to Cabinet on the results of the marketing exercise.

**3.0 Background**

- 3.1 Members will be aware that Aim 3 of the Economic Masterplan is to bring about a 'prosperous and well connected waterfront city centre'. The Masterplan recognises the importance of improving the economic performance of the city centre and identifies the 'Minster Quarter' as one in which mixed use development is appropriate and which would contribute towards city centre regeneration. In particular the Crowtree Leisure Centre site and adjacent Town Park are identified as locations which offer the potential for further development of The Bridges shopping centre.
- 3.2 The future prosperity and growth of the city centre is in part dependent on the availability of development sites of the right size and location that will meet the modern day requirements of investors and developers. It is important that sites are readily available and free from planning and development risk that can at times deter development interest. By identifying and bringing forward a supply of sites which are

ready for development the city centre will be well placed to benefit from any upturn in the economy and to compete for investment opportunities which are available. In light of the re-alignment of St Mary's Way and the new public square proposals it is therefore considered timely, and in accordance with the Council's aims for the city centre, that the site of the Crowtree Leisure Centre be brought forward as a development opportunity. The Crowtree site would extend the Bridges and provide an opportunity for new retail units of a size that would add to the range currently available in the city centre. Whilst predominantly retail, any new development could also include other complementary uses such as food and drink.

- 3.3 In October 2004 Cabinet adopted a range of policy principles to inform arrangements for future leisure facility investment and development. These principles were founded on the basis of the Council achieving optimum return on any investment in facilities and to promote equitable community access and use.
- 3.4 Since 2004 the Council and its partners have invested more than £60m in developing new, modern sport and leisure facilities to benefit local residents and their overall health and wellbeing.
- 3.5 Each of the city's five areas now have a public 25m swimming pool, a sports hall and Wellness Centre. We have invested in Sunderland Aquatic Centre - the region's only Olympic sized swimming pool and two new Community Pools at Hetton and Silksworth, developed 7 Wellness Centres, upgraded football pitches and local facilities and transformed play areas for children and young people across the city. The Council has additionally made financial provision to replace Washington Leisure Centre and the procurement process is underway to secure a developer. This new facility will include a new swimming pool with slide and leisure features, sports hall, squash courts, a wellness centre together with a range of activities to suit the whole family.

#### **4.0 Proposal**

- 4.1 Members may be aware that the Crowtree building itself forms part of the first floor space above some of the retail units along the Bridges Crowtree Road mall. This part of the building, which was occupied previously by the ice rink, will therefore need to be retained, not only because it is integral to the construction of this section of The Bridges, but also because it offers the potential for future retail, food and drink development opportunities associated with The Bridges. As a consequence it is proposed to close Crowtree Leisure Centre and demolish only that part of the building to the immediate north of the public footpath that currently passes through the Crowtree site from the Town Park onto Crowtree Road. This will create a development site measuring some 1.6 acres between the footpath which will be retained,

and High Street West. The site is shown on the plan attached to the report.

- 4.2 It will be necessary to re-construct the supporting wall to the former ice rink area. This in effect will become a new and improved external elevation to the remaining building, the design, appearance and construction of which will be part of the proposed works and contract specification. It is proposed to work closely with Land Securities as operators of The Bridges, so as to ensure minimum disruption during the course of demolition. The cleared site will be landscaped and will include footpaths and lighting so as to provide an attractive city centre space until such time as development proposals are brought forward.

## **5. Current Leisure Provision and Building Condition**

- 5.1 From 1 October 2011 Crowtree changed its operational business to a club and sports hall block booking facility, therefore withdrawing the opportunity for casual bookings. The facilities currently in use are a sports hall, squash courts and indoor bowls, and it is important that efforts are made to direct those remaining customers to suitable alternative provision. In particular the sports hall users will be signposted, where possible, to the Seaburn Centre and the other sports halls and community facilities across the City. In terms of squash it is proposed to direct current users of the facility to provision which is available at Washington Leisure Centre, Wearside Health and Racquets Club and Ashbrooke Sports and Social Club. Options are currently being considered with regards to the indoor bowls provision. It is clear however that a replacement indoor bowls facility provided by the Council is not a viable option. The large capital cost and ongoing revenue commitments make this option unaffordable. Discussions are therefore underway with the bowls club with a view to identifying an acceptable solution to alternative provision.
- 5.2 The condition of the Crowtree building is giving cause for concern. It is maintained on a care and maintenance basis only and is not fit for purpose. In particular the roof suffers from significant leaks in multiple locations which at times prevent the use of the sports hall and have rendered parts of the building unuseable. The design of the roof is such that it is not possible to repair without costly wholesale redesign and replacement. Similarly the mechanical and electrical plant is ageing and requires significant capital investment to replace, and the water system in particular requires constant monitoring to check waterflow levels and useage.
- 5.3 The refurbishment of the building will require significant capital investment which cannot be justified given the alternative leisure provision that is now in place across the city, and importantly given that the site is seen as one which offers the potential for an expansion to The Bridges shopping centre.

## **6.0 Programme of Works**

- 6.1 It is proposed that the procurement process for design and demolition will be facilitated through the Scape National Framework, a local authority owned company which offers an OJEU compliant construction framework. It is anticipated that a start on site will be made in early summer 2013 with completion by the end of the calendar year/early 2014.

## **7.0 Reason of Decision**

- 7.1 To enable the site of the Crowtree Leisure Centre to be prepared as a development opportunity for retail and other suitable city centre uses.

## **8.0 Alternative Options**

- 8.1 The alternative option is to not proceed with the closure and demolition of the building. This would result in the site not being readily available for redevelopment purposes which would be to the detriment of the Council's stated aim of regenerating this part of the City Centre. A decision to not demolish will also result in the further deterioration of the fabric of the building. As a consequence significant capital investment would be required to make the building fit for purpose. This would not be in accordance with the Council's strategy for the delivery of leisure provision across the city, and would divert a finite resource for building maintenance away from other operational priorities which would be to the detriment of service provision in other areas.

This option has been considered but is not recommended.

## **9.0 Impact Analysis**

### **9 (a) Equalities**

An equalities impact analysis has been carried out in respect of this proposal. Work has been ongoing since 2011 to identify alternative venues to accommodate Crowtree bookings. Consultation meetings have been held with Sunderland Indoor Bowls Club, Crowtree Squash Club and the Cardiac Support Group to discuss their needs and requirements when they are no longer able to use Crowtree. In respect of squash, meetings have taken place with the English Squash Association to discuss the relocation options for Crowtree Squash Club to an alternative city based squash venue. In respect of Bowls the Council has also met with the English Indoor Bowling Association.

An action plan has been put in place so as to identify alternative venues for user groups and to continue discussions around exit arrangements. The equalities analysis will be updated as and when alternative venues are identified.

**9 (b) Privacy Impact Assessment (PIA) – N/A**

**9 (c) Sustainability**

**Sustainability Impact Analysis**

Sunderland Strategy Objectives cross check with decisions outcomes;

- Prosperous City – the proposal will make available a new site for city centre regeneration thereby meeting the aims of the Economic mataserplan
- Healthy City/Safe City – no impact
- Learning City – no impact
- Attractive City – the proposal will result in the demolition of an unattractive building which is no longer fit for purposes and will lead to the improvement in the appearance of the site by way of short term landscaping and long term development

**9 (d) Reduction of Crime and Disorder – Community Cohesion/Social Inclusion – N/A**

**10.0 Financial Implications**

- 10.1 The Capital Programme makes provision for an allocation of £1.6m for the preparation of the development site by way of the demolition of the building and the landscaping of the cleared site. Detailed costs will only become available once a scheme has been designed and costed.

**11.0 Consultations**

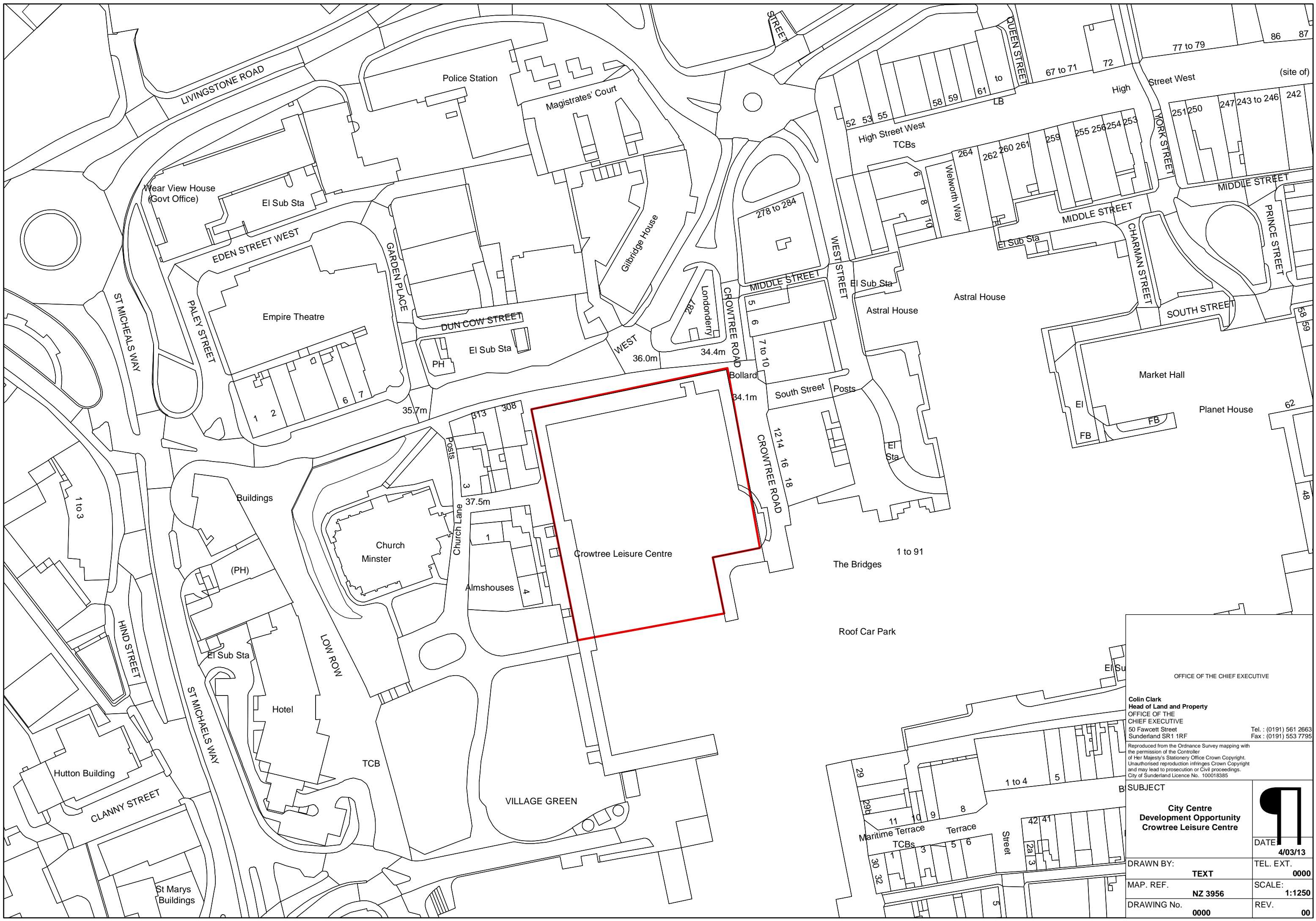
- 11.1 The Head of Financial Resources and the Head of Law and Governance have both been consulted on behalf of the Executive Director of Commercial and Corporate Services and their comments are contained in the body of the report.

**Background papers:**

There were no background papers used in the preparation of this report.







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**SUBJECT**

**City Centre  
 Development Opportunity  
 Crowtree Leisure Centre**

**DATE**  
 4/03/13

**DRAWN BY:**  
 TEXT

**MAP. REF.**  
 NZ 3956

**DRAWING No.**  
 0000

**TEL. EXT.**  
 0000

**SCALE:**  
 1:1250

**REV.**  
 00



**CABINET MEETING – 13 March 2013**  
**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**  
School Admissions Arrangements – September 2014

**Author(s):**  
Executive Director of Children’s Services

**Purpose of Report:**  
To seek approval for the proposed school admission arrangements for September 2014 and for Cabinet to note further changes to the 2013/14 Schools Admissions Code

**Description of Decision:**  
Cabinet is recommended to approve:

1. The admissions policy and procedures;
2. The published admission numbers (PANS)

**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:**

Cabinet approval of the city’s admission arrangements is required prior to submission to the Department for Education (DFE) and publication for parents making applications for primary and secondary school admission in the 2014 academic year.

**Alternative options to be considered and recommended to be rejected:**  
Given the requirements described above there are no alternative recommendations to consider.

**Impacts analysed:**

Equality     Privacy     Sustainability     Crime and Disorder

<p><b>Is this a “Key Decision” as defined in the Constitution?</b>      <b>Yes</b></p>	<p><b>Scrutiny Committee</b></p>
<p><b>Is it included in the 28 day Notice of Decisions?</b>      <b>No</b></p>	



## School Admission Arrangements – September 2014 Report

### Report of the Executive Director of Children's Services

#### 1. Purpose of the Report

- 1.1 To seek approval for the school admissions arrangements for September 2014.

#### 2. Description of the Decision

Cabinet is recommended to approve:

1. the admission policy and procedures;
2. details of the oversubscription criteria;
3. published admission numbers (PANs)

#### 3. Background

- 3.1 The School Standards and Framework Act (1998) (as amended by the Education and Inspections Act (2006), implementing Regulations and the associated statutory Schools Admissions Code) has established a framework for consultation on admission arrangements.
- 3.2 The Act requires the local authority (for Community and Voluntary Aided (VA)) to determine, before the commencement of a school year, the admission arrangements that will apply in that year.
- 3.3 The local authority is responsible for co-ordinating admissions across its area (known as the co-ordinated scheme) and is required to consult all schools (Including VA schools and Academies), CE and RC Dioceses and neighbouring local authorities by 1<sup>st</sup> March 2013 in order to establish the admission arrangements for September 2014. 'Own admission authorities' i.e. free schools, academies and voluntary aided schools, must also consult on their proposed admission arrangements through the co-ordinated scheme.

#### 4. Current Position

- 4.3 The PANs consulted upon (when appropriate) and published by the local authority and academies are set based on projected demand for primary and secondary places in the city. In line with regional and national trends, Sunderland is observing an increase in its birth rate after a sustained period of decline. While it is anticipated that the increase in demand for primary places, demonstrated in September 2012, will not be as pronounced in September 2013, projections show that a further increase in the number of primary age pupils is expected in September 2014.

- 4.4 Projections have identified 'hot spot' areas where over subscription is likely to occur in 2014. As with September 2012 increased demand for primary school places in Washington is anticipated but in addition to this the need for additional primary places is also projected in Hetton and the in the west of Sunderland. Oversubscription is also anticipated in the city's faith primary schools.
- 4.5 In order to respond to the projected increase in demand the local authority is in discussions with the following local schools to agree further PAN increases from September 2013. This will not only resolve over subscription issues this year but will moderate excess demand in September 2014:
- Biddick Primary School – Increase PAN to 45 to reflect oversubscription for 2013 and to respond to future projected increased demand in Washington
  - Easington Lane Primary School – Increase PAN to 45 to respond to previous over subscription and future projected shortfall in capacity
  - St Joseph's RC Primary School (Sunderland) – Increase PAN to 45 following discussions with the RC Diocese. This responds to current oversubscription and projected future demand.
- 4.6 The local authority will soon be meeting with headteachers in the affected wards, notably those in Washington, to continue to explore solutions to address the projected shortfall of places in 2014 and 2015. While we anticipate the increase of capacity at Biddick Primary School will reduce the long-term demand issues it will be necessary to determine a permanent increase in the capacity of at least one additional school in Washington South with a further temporary increase of capacity in Washington Central. Further proposals will be reported to cabinet in the coming months.
- 4.7 The following academies have informed the local authority of their decision to increase their PANs for the 2013/ 14 academic year. These include
- Bexhill Academy – PAN 45 to PAN 60
  - Benedict Biscop CE School – PAN 30 to PAN 35
  - Holley Park Primary – PAN 30 to PAN 35
- 4.8 It should be noted that objections to the PAN increase at Bexhill have been noted from schools in the north of Sunderland during the current consultation process for the Co-ordinated Admissions Scheme. The local authority has noted these concerns and is to present to the Area Heads forum on this issue among others in May 2013.
- 4.9 There will be an overall reduction of surplus places in Sunderland North in September 2013 as a consequence of the discontinuation of places at Bishop Harland CE VA Primary School and Hylton Red House and the establishment of a new CE VA Primary School on the

Hylton Red House Primary school site. The combined discontinued PAN was 30 with the new school PAN proposed at 75. The 15 places removed from the combined PAN have been identified as surplus.

- 4.10 In addition to this Monkwearmouth Secondary School will be operating with a PAN of 180 from September 2014. This is a reduction from 210.
- 4.11 In the secondary sector there are only a small number of schools which are oversubscribed for September 2013 with significant falling rolls and surplus places in a number of schools, The local authority is working with schools to understand the financial and organisational impact of this on individual schools and to bring forward proposals to address this issue.

## **5. The Co-ordinated Scheme 2014/15**

- 5.1 As in previous years, the local authority proposes to offer a co-ordinated scheme with VA schools, Academies and neighboring local authorities. Academies in Sunderland operate within the same admissions policy as other community schools. The consultation period for the 2014 Co-ordinated Admissions Scheme ended 1<sup>st</sup> March, 2013. To date five responses to the consultation have been received.
- 5.2 Appendix 1 sets out the admission arrangements for 2014. Appendix 2 sets the oversubscription criteria.
- 5.3 On February 2012 a new School Admissions Code came into effect. The changes in this code will apply from the start of the 2013/14 academic year. The key changes include:
- giving adopted children who were previously in care the same, highest priority for places as looked-after children;
  - introducing a 'national offer day' for primary places, mirroring that for secondary offers;
  - allowing schools to prioritise the children of staff employed there for two or more years, or those staff who will meet a skills shortage within the school;
  - allowing infant classes to exceed the statutory limit where the 31st child is a twin or from multiple births, or of armed forces personnel;
  - allowing academies to prioritise disadvantaged children who are eligible for the Pupil Premium; and
  - allowing schools to take direct applications from parents to help reduce delays in finding a school place once term starts.
- 5.4 In addition to this the 2012 School Admissions Code identifies the following:
- Own Admissions Authorities are not required to consult when they propose to either increase or keep the same PAN (consultation is required if it proposed that a PAN should be decreased). However

they must notify their local authority of their intention to increase the school's PAN and this information must be published on the Admission Authority's website or in a suitable alternative location.

- Admissions authorities may admit above their PAN in year. Any admissions above the PAN will not constitute an increase to the PAN
- Local authorities must as a minimum consult with a maintained school's Governing Body where an increase in PAN is proposed.
- There is no requirement for local authorities to co-ordinate in-year applications in the offer year 2013/14 and all subsequent years, but they must provide in the composite prospectus how in-year applications can be made and will be dealt with.
- Local authorities must, on request, provide information to a parent about the places still available in schools (and own admission authority schools must, on receipt of an in-year application notify the local authority of both the application and its outcome in order to allow the local authority to keep up to date figures on the availability of places in the area).
- Local authorities must, upon request, provide a suitable application form for parents to complete when applying for a place for their child at any school for which they are not the admission authority.

5.5 The changes identified in the 2012 School Admissions Code have been reflected in the admissions arrangements set out in Appendix 1. The co-ordinated oversubscription criteria is set out in Appendix 2.

5.6 Two local changes to the 2013 Co-ordinated Admissions scheme were consulted on for 2014 . The proposed key change to the scheme was a change to the distance to school 'tie-breaker' currently used as part of the admissions criteria. It was proposed that for 2014 the distance tie-breaker was amended from the shortest walking distance method currently used to a straight line measurement from home to school.

5.7 The local authority also consulted on the removal of an applicant's nursery place's proximity to local childcare as part of the assessment criteria for nursery places from 2014.

5.8 However, there was insufficient support for the above proposals during the consultation period. Consequently in 2014 the Co-ordinated Admissions Scheme will mirror the 2013 scheme, as submitted to Cabinet 14th March 2012.

## **6. Reason for the Decision**

6.1 Cabinet approval of the admissions arrangements across the city is required prior to submission to the DfE and publication for parents making choices on preferred primary and secondary school places for their children for the September 2014/15 school year.



## **7. Alternative Options**

- 7.1 Given the requirements described above there are no alternative recommendations to consider.

## **8. Sustainability**

- 8.1 The recommendations outlined above will ensure that there is sufficient educational provision across in areas of the city where excess demand is projected and will contribute to the sustainability of provision in areas where there are surplus places.

## **9. Legal Implications**

- 9.1 In line with the School Admissions Code 2012, Local Authorities must determine, consult on and publish its admission arrangements.

## **10. Relevant Consultation**

- 10.1 Consultation has taken place with Headteachers and Chairs of Governing Bodies of Community, Voluntary Controlled, Voluntary Aided and Trust Schools and Academies; Church of England and Roman Catholic Dioceses and neighbouring Local Authorities.



## Primary PANs for September 2014

School	Agreed PAN 2013	Proposed PAN 2014
Academy 360	60	60
Albany Village Primary	30	30
Barmston Village Primary	30	30
Barnes Junior	90	90
Barnes Infant	90	90
Barnwell Primary	30	30
Benedict Biscop CE Primary	30	35
Bernard Gilpin Primary	50	50
Bexhill Primary	45	60
Biddick Primary	45	45
*Bishop Harland CE Primary	30	30
Blackfell Primary	30	30
Broadway Junior	60	60
Burnside Primary	30	30
Castletown Primary	50	50
Dame Dorothy Primary	30	30
Diamond Hall Junior	90	90
Diamond Hall Infant	90	90
Dubmire Primary	60	60
Easington Lane Primary	30	45
East Herrington Primary	60	60
East Rainton Primary	20	20
English Martyrs RC Primary	30	30
Eppleton Primary	30	30
Farringdon Primary	60	60
Fatfield Primary	30	30
Fulwell Junior	90	90
Fulwell Infant	90	90
George Washington Primary	70	70
Gillas Lane Primary	30	30
Grange Park Primary	30	30
Grangetown Primary	45	45
Grindon Infant	60	60
Grindon Hall Christian School	40	40
Hasting Hill Primary	50	50
Hetton Primary	20	20
Hetton Lyons Primary	60	60
Highfield Primary	60	60
Hill View Junior	120	120
Hill View Infant	120	120
Holley Park Primary	30	35
Hudson Road Primary	45	45
Hylton Castle Primary	30	30
*Hylton Red House Primary	60	60
John F Kennedy Primary	60	60
Lambton Primary	30	30
Mill Hill Primary	60	60

Newbottle Primary	60	60
New Penshaw Primary	30	30
New Silksworth Junior	70	70
New Silksworth Infant	70	70
Our Lady Queen of Peace RC Primary	30	30
Oxclose Village Primary	30	30
Plains Farm Primary	30	30
Redby Primary	60	60
Richard Avenue Primary	75	75
Rickleton Primary	60	60
Ryhope Junior	60	60
Ryhope Infant	60	60
Seaburn Dene Primary	30	30
Shiney Row Primary	45	45
South Hylton Primary	60	60
Southwick Primary	45	45
Springwell Village Primary	30	30
St Anne's RC Primary	30	30
St Bede's RC Primary	30	30
St Benet's RC Primary	45	45
St Cuthbert's RC Primary	30	30
St John Bosco RC Primary	26	26
St John Boste RC Primary	25	25
St Joseph's RC Pry Sunderland	30	45
St Joseph's RC Pry Washington	30	30
St Leonard's RC Pry	30	30
St Mary's RC Primary	60	60
St Michael's RC Primary	30	30
St Patrick's RC Primary	25	25
St Paul's CE Controlled Primary	30	30
Thorney Close Primary	40	40
Town End Primary	30	30
Usworth Colliery Primary	60	60
Usworth Grange Primary	30	30
Valley Road Primary	60	60
Wessington Primary	30	30
Willow Fields Community Primary	20	20

*Proposed new CE Primary School	75	75

### Secondary PANs for September 2014

School	Agreed PAN 2013	Proposed PAN 2014
Academy 360	165	165
Biddick	210	210
Castle View Enterprise Academy	180	180
Farringdon	180	180
Hetton	180	180
Houghton Kepier	210	210
Monkwearmouth	210	180

Oxclose	210	210
Red House Academy	120	120
Sandhill View	180	180
Southmoor	210	210
St Aidan's RC	180	180
St Anthony's RC	210	210
St Robert's RC	210	210
Thornhill	210	210
Venerable Bede CE	180	180
Washington	210	210



# **Co-ordinated Admissions Scheme for infant, junior & primary schools in the area of Sunderland Local Authority**

## **Introduction**

1. This scheme is made by Sunderland City Council under the Education (Co-ordination of Admission Arrangements) (Primary) (England) Regulations 2002 and applies to all Infant, Junior & Primary Schools in Sunderland.

The proposed Co-ordinated Admission scheme for Sunderland LA is set out below and complies with the changes introduced in the new School Admissions Code, which reflects new legislation laid out in the Education and Inspections Bill 2006.

A separate scheme exists in relation to secondary schools.

## **Interpretation**

### **2. In this Scheme -**

"the LA" means Sunderland City Council acting in their capacity as local authority;

"the LA area" means the area in respect of which the LA is the local authority;

"primary education" has the same meaning as in section 2(1) of the Education Act 1996;

"infant, junior & primary school" has the same meaning as in section 5(1) of the Education Act 1996;

"secondary school" has the same meaning as in section 5(2) of the Education Act 1996;

"school" means a community or voluntary school (but not a special school), which is maintained by the LA;

"voluntary controlled schools" means such of the schools as are voluntary controlled schools, where the LA sets the admissions criteria and offers places;

"VA schools" means such of the schools as are voluntary-aided schools;

"Academy" means such of the schools as have academy status;

"admission authority" in relation to a community or voluntary controlled school means the LA and, in relation to a VA school means the governing body of that school;

"the specified year" means the school year beginning at or about the beginning of September 2014;

"admission arrangements" means the arrangements for a particular school or schools which govern the procedures and decision making for the purposes of admitting pupils to the school;

"parent/carer" means any person who holds parental responsibility as defined under the 1989 Children Act and with whom the child normally resides;

"casual admission" means any application for a place in the first year of primary education that is received after 16 May 2014, including those received during the academic year commencing in September 2014, and applications for a place in any other year group received at any time from the commencement of the Scheme; and

"eligible for a place" means that a child has been placed on a school's ranked list at such a point which falls within the school's published admission number.

### **Commencement and extent**

This scheme applies in relation to the admission arrangements for the schools for admission year 2014-2015 (the specified year).

The LA will include in its admission arrangements for the specified year the provisions set out in Schedule 1 to this scheme, or provisions having the same effect.

The governing body of each of the VA schools and Academy will include in its admission arrangements for the specified year the provisions set out in the Schedule, so far as relevant to that school, or provisions having the same effect.

### **The Scheme**

1. The Scheme shall be determined in accordance with the provisions set out in Schedule 1 and processed in accordance with the timetable set out in Schedule 2.
2. The Scheme shall apply to every infant, junior & primary school in the LA area as identified in Appendix 1 (except special schools) and shall take effect from 16 April 2013.
3. The Scheme will also include applications from parents seeking admission to Sunderland schools who live within other LAs.



## SCHEDULE 1

### PART I - THE SCHEME

1. There will be a standard form known as the Application form (AF).
2. The AF will be used for the purpose of admitting pupils into the first year of primary education and for those transferring from infant to junior or primary schools in the specified year. The AF will also be used for any applications made for a "casual admission" into any year group in the admissions round leading up to, and during, the academic year 2014/2015.
3. The AF must be used as a means of expressing up to 3 preferences for the purposes of section 86 of the School Standards and Framework Act 1998, by parents wishing to express a preference for their child to be admitted to a school within the LA area (including VA schools and Academies).

#### **4. The AF will -**

- a. allow the parent to express up to 3 preferences by completing the form, in rank order of preference,
- b. invite parents to give their reasons for each preference,
- c. specify the closing date and where the application form must be returned, in accordance with paragraph 10.

#### **5. The LA will make appropriate arrangements to ensure:**

- a. that the AF is available on request from the LA and on-line at **[www.sunderland.gov.uk](http://www.sunderland.gov.uk)** and
- b. that the AF is accompanied by a written explanation of the co-ordinated admissions scheme.

#### **6. The LA will take all reasonable steps to ensure that:**

- a. every parent resident in the LA area who has a child eligible to commence primary education and those transferring from infant to junior or primary schools receives a copy of the AF (and a written explanation); and
- b. every parent whose application falls within the category of a casual admission receives a copy of the AF (and written explanation), on request, and understands the process.

Parents will be advised that they will receive no more than one offer of a school place and that:

- (i) a place will be offered at the highest ranking nominated school for which they are eligible for a place under the admission criteria; and

- (ii) explain that, if more than one school is nominated and no order of ranking is stated, or a wish expressed that they be ranked equally, the parent will be regarded as having ranked the schools in the order appearing on the form (the first-mentioned being ranked the highest); and
- (iii) if a place cannot be offered at a nominated school, a place will be offered at an alternative school.

7. All preferences expressed on the AF are valid applications. The governing body of a VA school or the Trust Board/Governing Body of an Academy can require parents who wish to nominate, or have nominated, their school on the AF, to provide additional information on a supplementary form only where the additional information is required for the governing body to apply their oversubscription criteria to the application. Where a supplementary form is required it must be returned to the LA, along with the AF, so that the relevant forms can be passed to the VA school/s and Academy.

8. Where a school receives a supplementary form it will not be regarded as a valid application unless the parent has also completed an AF and the school is nominated on it. Where supplementary forms are received directly by VA schools and Academies the school must inform the LA immediately so it can verify whether a AF has been received from the parent and, if not, the LA will contact the parent and ask them to complete a AF. Under the requirements of the scheme, parents will not be under any obligation to complete an individual school's supplementary form where this is not strictly required for the VA governing body or Academy Trust Board to apply their oversubscription criteria.

9. Any school which operates criteria for selection by ability or aptitude must ensure that its arrangements for assessing ability or aptitude, to enable decisions to be made on nominations, conform with the timing requirements of the scheme as set out in Schedule 2. (NB no Community, Voluntary Controlled or Voluntary Aided School or Academy in Sunderland operates criteria for selection-based ability or aptitude).

### **Processing of AFs**

10. Completed AFs are to be returned to the LA by **Wednesday 15 January 2014**. It will be the responsibility of parents to ensure that AFs are returned directly or via nursery, infant or primary schools to the LA, in a paper format or on-line by the closing date.

### **Determining offers in response to the AF**

11. The LA will act as a clearing house for the allocation of places by the relevant admission authorities in response to the AFs. The LA will only make any decision with respect to the offer or refusal of a place in response to any preference expressed on the AF where-

- (a) it is acting in its separate capacity as an admission authority, or
- (b) an applicant is eligible for a place at more than one school and is allocated a place at the highest ranked school, or
- (c) an applicant is not eligible for a place at any school that the parent has nominated.

The LA will allocate places in accordance with the provisions set out in paragraph 17 of this Schedule.

12. Completed application forms are to be returned to the LA by the due date.

**13.** Completed application forms that are received after the closing date will be considered on an individual basis, but the procedure must not prevent the proper processing under the Scheme of application forms received on time.

**14.** The LA will process all application forms. Any completed application forms must be treated as a confidential communication between the parent and the LA. All applications received by the closing date will be considered before any applications received after this closing date unless exceptional circumstances apply.

**15. By 10 February 2014** the LA will notify the admission authority for each of the schools and academy of every nomination that has been made for that school, including all relevant details and any supplementary information received by this date which schools require in order to apply their oversubscription criteria.

**16. By 10 March 2014** the admission authority for each school and academy will consider all applications for their school and apply the school's oversubscription criteria (if appropriate) and provide the LA with a list of all potential applicants sorted (if appropriate) according to the school's oversubscription criteria.

**17. By 21 March 2014** the LA will match these lists against the ranked lists of the other schools nominated and:

- Where the child is eligible for a place at the parents' first nominated school, that school will be allocated to the child.
- Where the child is not eligible for a place at the parental first nominated school, they will be allocated a place at the school, which is the next highest ranked nominated school where the child is eligible for a place.
- The LA will allocate a school place to those pupils who have not submitted an AF, after all other pupils who submitted an AF have been considered. The LA will allocate a place at the nearest appropriate school with a vacancy, as measured by the shortest safest walking route from the parental home residence to the main entrance(s) of the school.

Where the child is not eligible for a place at any of the nominated schools, the child will be allocated a place at the nearest appropriate school with a vacancy, as measured by the shortest safest walking route from parental home residence to the main entrance(s) of the school.

**18. 21 March 2014** -The LA informs its infant, junior & primary schools of the pupils to be offered places at their schools.

**19. On 16 April 2014** parents will be notified that they are being offered a place at the allocated school. This letter will give the following information:

- The name of the school at which a place is offered;
- The reasons why the child is not being offered a place at any of the other higher ranked schools nominated on the AF;
- Information about their statutory right of appeal against the decisions to refuse places at the other nominated schools;
- Explain that the child will be considered for any places that might become available in schools they ranked higher than the school they are offered, in the re- allocation process after 16 May 2014.

- Contact details for the schools (in the case of nominated VA schools where they were not offered a place), so that they can lodge an appeal.

The letter will not inform parents of places still available at other schools.

**20. 2 May 2014:** the deadline for parents to accept the place offered. If they do not respond by this date it will be assumed that they have accepted the place, however the LA will continue to pursue parents for written confirmation of acceptance for oversubscribed schools.

### **Re-allocation Lists (Waiting lists) 16 May 2014**

**21.** Children will be considered under the re-allocation process for any places if they become available after **16 April 2014** at any school they have ranked higher on their AF than the school they were offered. Where a parent has been allocated a place at their second preference school, they may be placed on the re-allocation list of their first preference but not their third and so on. Where a parent has been offered a place at a school, which they did not nominate on their AF, they may be placed on the list of all the schools they did nominate on their AF.

Where a parent receives a place at their highest ranked school, they will not normally be considered for re-allocation, nor will they be offered a place at any other school simply because it has places available.

Where there are more applicants than places available, then the priorities used within the school's admission criteria will be applied to all applicants according to ranking.

**22. 16 May 2014:** The LA re-allocates any places that may have become vacant since 16 April and in accordance with the school admission criteria which will include following:

- those who have not been offered any school place, for example, late applications from parents who have just moved into the area and have not been offered a school place; and
- those who have subsequently expressed a preference for a new school not originally expressed on the AF which will be ranked lower than any other previous preferences ranked on the AF.

## **PART II - LATE APPLICATIONS**

**23.** The closing date for applications in the normal admissions round is **15 January 2014**. As far as is reasonably practicable applications for places in the normal admissions round that are received late 'for a good reason' will be accepted provided they are received **before 7 March 2014**, the date the allocation procedures begin. Examples of what will be considered as good reason include: when a lone parent has been ill for some time, or has been dealing with the death of a close relative; a family has just moved into the area or is returning from abroad (proof of ownership or tenancy of a Sunderland property will be required in these cases). Other circumstances will be considered and each case decided on its own merits.

### **LATE APPLICATIONS RECEIVED AFTER 7 MARCH 2014**

**24.** Applications received after **7 March 2014**, which are not deemed as exceptional will be considered as late and will not be processed until after **16 April 2014**. Parents will, nevertheless, receive an offer of a school place on **16 April 2014** in accordance with the terms of the scheme.

### **NO AF RECEIVED BY 16 APRIL 2014**

**25.** Where no AF is submitted the child will, on **16 April 2014**, be offered a place at the nearest appropriate school with a vacancy as measured by the shortest safest walking route from the parental home residence to the main entrance(s) of the school. The LA will be aware of which parents this applies to as a result of liaison with nursery, infant & primary schools.

### **APPLICATIONS RECEIVED AFTER 16 APRIL 2014 BUT BEFORE 16 MAY 2014**

**26.** Applications made direct to any school on the AF must be forwarded to the LA immediately. Where only the supplementary form is received the school must inform the LA immediately so it can verify whether an AF has been received from the parent and, if not, contact the parent and ask them to complete an AF. The LA will enter the details onto its central database and, after consultation with the relevant admission authority, offer a place at the school highest in the parent's order of preference that has a vacancy or if this is not possible, at the nearest appropriate school with a vacancy (as defined in paragraph 17).

### **APPLICATIONS RECEIVED AFTER 16 MAY 2014**

**27.** Applications received after 16 May 2014, and for places in year groups other than the normal year of entry to infant, junior & primary schools will be treated as casual admissions. These applications should be made on the AF and sent to the LA, which will

- determine any application for a community or controlled school for which it is the admission authority; and
- if the application is for a voluntary aided school or academy refer the application to the governing body of the school, which will make a determination and notify the LA in advance of their notification to the parent. Parents who are refused admission must be offered a right of appeal.

**28.** If any parents approach voluntary aided schools or academies directly about a casual admission, the governing body must ensure that the parent completes an AF (if they have not already done so). The AF should be sent to the maintaining LA as soon as practically possible, along with the governing body's decision on the application. The

governing body will notify the LA of its decision in advance of notifying the parent and, if the parent is refused a place, the right of appeal must be offered.

29. The LA will keep track of any pupils who apply for casual admissions, and intervene as appropriate to ensure that they are placed in a school without undue delay, particularly in respect of looked after children.

### **Waiting lists for normal year of entry**

30. Waiting lists for schools should be kept until **19 December 2014**.

## **SCHEDULE 2**

### **Timetable of co-ordinated scheme**

- |                          |   |
|--------------------------|---|
| <b>15 January 2014:</b>  | Application forms, together with any supplementary forms (as required) to be returned to the LA.                                |
| <b>10 February 2014:</b> | Details of applications to be sent to VA schools and Academies.   |
| <b>10 March 2014:</b>    | VA schools and Academies provide the LA with lists of potential applicants.   |
| <b>21 March 2014:</b>    | The LA will match the ranked lists of all the schools and allocate places in accordance with paragraph 17 of Schedule 1.        |
| <b>21 March 2014:</b>    | By this date the LA will notify schools which parents have been offered places at their schools.                                |
| <b>16 April 2014:</b>    | Notifications sent to parents.  |
| <b>2 May 2014:</b>       | Last date for offers to be accepted by parents.   |
| <b>16 May 2014:</b>      | Any places that have become available are allocated to parents in priority order in accordance with paragraph 22 of Schedule 1. |

**CO-ORDINATED ADMISSIONS SCHEME – INFANT, JUNIOR & PRIMARY SCHOOLS****Admission Authorities in the Area of Sunderland to which the Scheme applies****The Scheme applies to the Governing Body as the Admissions Authority for the following Academies:**

Academy 360	Portsmouth Road Sunderland SR4 9BA
Benedict Biscop CE Academy	Marcross Drive Sunderland SR3 2RE
Bexhill and Town End Academy	Bexhill Road Sunderland SR5 4PJ  Borodin Avenue Sunderland SR5 4NX
East Herrington Primary Academy	Balmoral Terrace Sunderland SR3 3PR
Eppleton Academy	Church Road Hetton-le-Hole DH5 9AJ
Farringdon Primary School	Archer Road Sunderland SR3 3DJ
Fulwell Infant School	Ebdon Lane Sunderland SR6 8ED
Hasting Hill Primary School	Tilbury Road Sunderland SR3 4LY
Holley Park Academy	Ayton Road South Washington NE38 0LR
Redby Primary Academy	Fulwell Road Sunderland SR6 9QP

**The Scheme applies to the Governing Body as the Admissions Authority for the following Voluntary Aided Schools:**

Bishop Harland CE Primary School	Ramillies Road Sunderland SR5 5JA
English Martyrs RC Primary School	Redcar Road Sunderland SR5 5AU
Our Lady Queen of Peace RC Primary School	Station Road, Penshaw Houghton-le-Spring DH4 7JZ

St Anne's RC Primary School	Hylton Road Sunderland SR4 9AA
St Bede's RC Primary School	Hampshire Place Washington NE37 2NP
St Benet's RC Primary School	Fulwell Road Sunderland SR6 9QU
St Cuthbert's RC Primary School	Grindon Lane Sunderland SR4 8HP
St John Bosco RC Primary School	Bradford Avenue Sunderland SR5 4JW
St John Boste RC Primary School	Castle Road Washington NE38 0HL
St Joseph's RC Primary School	Rutland Street Sunderland SR4 6HY
St Joseph's RC Primary School Washington	Village Lane Washington NE38 7HU
St Leonard's RC Primary School	Tunstall Village Road Sunderland SR3 2BB
St Mary's RC Primary School	Meadowside Sunderland SR2 7QN
St Michael's RC Primary School	Durham Road Houghton-le-Spring DH5 8NF
St Patrick's RC Primary School	Smith Street Sunderland SR2 0RQ

**Community and Voluntary Controlled Schools where the LA is the Admission Authority:**

Albany Village Primary School	Albany Village Washington NE37 1UA
Barmston Village Primary School	Barmston Centre Washington NE38 8JA
Barnes Infant School	Mount Road Sunderland SR4 7QF
Barnes Junior School	Mount Road Sunderland SR4 7QF
Barnwell Primary School	Whitefield Estate Houghton-le-Spring DH4 7RT



Bernard Gilpin Primary School	Hall Lane Houghton-le-Spring DH5 8DA
Biddick Primary School	Kirkham Washington NE38 7HQ
Blackfell Primary School	Knoulberry Washington NE37 1HA
Broadway Junior School	Springwell Road Sunderland SR4 8NW
Burnside Primary School	Burnside Estate Houghton-le-Spring DH4 5HB
Castletown Primary School	Grange Road Sunderland SR5 2QB
Dame Dorothy Primary School	Dock Street Sunderland SR6 0EA
Diamond Hall Infant School	Well Street Sunderland SR4 6JF
Diamond Hall Junior School	Well Street Sunderland SR4 6JF
Dubmire Primary School	Brittannia Terrace Houghton-le-Spring DH4 6HL
Easington Lane Primary School	South Hetton Road Houghton-le-Spring DH5 0LH
East Rainton Primary School	School Road Houghton-le-Spring DH5 9RA
Fatfield Primary School	Southcroft Washington NE38 8RB
Fulwell Junior School	Sea Road Sunderland SR6 9EE
George Washington Primary School	Wellbank Road Washington NE37 1NL
Gillas Lane Primary School	Seaton Avenue Houghton-le-Spring DH5 8EH
Grange Park Primary School	Swan Street Sunderland SR5 1EA
Grangetown Primary School	Spelterworks Road Sunderland SR2 8PX

Grindon Infant School	Gleneagles Road Sunderland SR4 9QN
Hetton Lyons Primary School	Four Lane Ends Hetton-le-Hole DH5 0AH
Hetton Primary School	Moorsley Road Hetton-le-Hole DH5 9ND
Highfield Primary School	Fordfield Road Sunderland SR4 0DA
Hill View Infant School	Helvellyn Road Sunderland SR2 9JJ
Hill View Junior School	Queen Alexandra Road Sunderland SR2 9HE
Hudson Road Primary School	Villiers Street South Sunderland SR1 2AH
Hylton Castle Primary School	Cramlington Road Sunderland SR5 3QL
Hylton Red House Primary School	Rotherham Road Sunderland SR5 5QL
John F Kennedy Primary School	Station Road Washington NE38 7AR
Lambton Primary School	Lambton Village Washington NE38 0PL
Mill Hill Primary School	Doxford Park Sunderland SR3 2LE
New Penshaw Primary School	Langdale Road Houghton-le-Spring DH4 7HY
New Silksworth Infant School	Blind Lane Sunderland SR3 1AS
New Silksworth Junior School	Blind Lane Sunderland SR3 1AS
Newbottle Primary School	Houghton Road Houghton-le-Spring DH4 4EE
Oxclose Village Primary School	Brancepeth Road Washington NE38 0LA
Plains Farm Primary School	Tudor Grove Sunderland SR3 1SU

Richard Avenue Primary School	Richard Avenue Sunderland SR4 7LQ
Rickleton Primary School	Vigo Lane Washington NE38 9EZ
Ryhope Infant School	Shaftesbury Avenue Sunderland SR2 0RT
Ryhope Junior School	Shaftesbury Avenue Sunderland SR2 0RT
Seaburn Dene Primary School	Torver Crescent Sunderland SR6 8LG
Shiney Row Primary School	Rear South View Houghton-le-Spring DH4 4QP
South Hylton Primary School	Union Street Sunderland SR4 0LS
Southwick Primary School	Shakespeare Street Sunderland SR5 2JX
Springwell Village Primary School	Westfield Crescent Gateshead NE9 7RX
St Paul's CE Controlled Primary School	Waterworks Road Sunderland SR2 0LW
Thorney Close Primary School	Torquay Road Sunderland SR3 4BB
Usworth Colliery Primary School	Manor Close Washington NE37 3BL
Usworth Grange Primary School	Marlborough Road Washington NE37 3BG
Valley Road Primary School	Corporation Road Sunderland SR2 8PL
Wessington Primary School	Lanercost Washington NE38 7PY
Willow Fields Community Primary School	Winslow Close Sunderland SR5 5RZ



## Admissions Policy 2014

The governing body determines the admissions to St. Anthony's Girls' Catholic Academy. The criteria for admission reflect the nature of the foundation of the academy by the Sisters of Mercy, who are the trustees of St. Anthony's, admitting Roman Catholic girls and where places are available girls of other faiths. The admission number is 210.

Parents wishing to express a preference for St. Anthony's, as the Academy they wish their daughter to attend, must make this clear when they complete their application form taking care to submit it to the local authority within the time fixed for returning this form.

Girls who have a statement naming St. Anthony's will be offered a place.

Each year Sunderland local authority will invite parents to express a preference for a particular school/academy. Places up to the admission number will then be allocated according to the published criteria.

The Governors of St. Anthony's will allocate places according to each criterion on an equal preference basis.

The criteria are as follows:

1. Looked after baptised Roman Catholic girls in the care of a local authority or girls that were looked after by the local authority and immediately after that became subject to an adoption, residence or special guardianship order (see definitions) wherever resident.
2. Baptised Roman Catholic girls from the Roman Catholic primary schools attached to Roman Catholic parishes within St. Bede's Deanery, Sunderland. They are as follows (in alphabetical order):
  - English Martyrs RC VA Primary School
  - St. Anne's RC VA Primary School
  - St. Benet's RC VA Primary School
  - St. Cuthbert's RC VA Primary School
  - St. John Bosco RC VA Primary School
  - St. Joseph's RC VA Primary School
  - St. Leonard's RC VA Primary School
  - St. Mary's RC VA Primary School

- St. Patrick's RC VA Primary School
  3. Baptised Roman Catholic girls resident within the parishes of St. Bede's Deanery, Sunderland, who do not attend one of the Roman Catholic primary Schools listed in 2.
  4. Baptised Roman Catholic girls resident in parishes outside the deanery.
  5. Looked after girls in the care of a local authority or children that were looked after by local authority and immediately after that became subject to an adoption, residence or special guardianship order (see definitions) who are not Roman Catholic.
  6. Girls of
    - a. other Christian denominations
    - b. other faiths
 with sisters already attending St. Anthony's Girls' School at the time of admission.
  7. Girls of
    - a. other Christian denominations
    - b. other faiths
 attending the Roman Catholic feeder primary schools (listed in criteria 2).
  8. Girls of
    - a. other Christian denominations
    - b. other faiths
 with parents and carers who would like them to benefit from the Roman Catholic ethos of St. Anthony's Girls' School.
  9. Girls with parents and carers who would like them to benefit from the Roman Catholic ethos of St. Anthony's Girls' School.

Notification of offer of a place will be sent on 3<sup>rd</sup> March 2014

## **Additional notes:**

### **1. Evidence**

Applicants seeking admission under criteria 1,2,3 and 4 must provide evidence of being baptised into or having been formally received into the Roman Catholic Church.

Applicants seeking admission under criteria 6, 7 and 8 must clearly express a desire to be educated within the Roman Catholic ethos of St. Anthony's Girls' School and provide evidence of being baptised into or having been formally received into a Christian denomination other than the Roman Catholic church (see definition of "Christian denomination") or in the case of other faiths evidence of their faith commitment with a letter from their Faith Leader.

### **2. Definition of, "Catholic"**

Children who have been baptised as Catholics or who have been formally received into the Catholic Church. All applicants seeking admission under criteria 1 will be asked to provide evidence that the child has been baptised as a Catholic or has been received into the Catholic Church. A baptismal certificate or a letter from their priest confirming their baptism or reception into the Catholic Church will suffice.

### **3. Definition of, "St. Bede's Deanery"**

The following Roman Catholic parishes belong to St. Bede's Deanery:

- **St. Benet** (The Causeway, Monkwearmouth SR6 OBH)
- **St. Hilda** (Beaumont Street, Southwick SR5 2JD )
- **Sacred Heart and St. John Bosco** (Chiswick Road, Hylton Castle SR5 3PY)
- **St. Mary** (Bridge Street, Sunderland SR1 1TQ)
- **St. Cecilia and St. Patrick** (Ryhope Road, SR2 7TG)
- **St. Joseph** (Paxton Terrace, Millfield SR4 6HP)
- **Holy Family** (Gardiner Road, Grindon SR4 9PS)
- **Holy Rosary** (Arbroath Road, Farringdon SR3 3LD)
- **Immaculate Heart** (Springwell Road SR3 4DF)
- **St. Anne** (Hylton Road, Pennywell SR4 9AA)
- **St. Leonard** (Tunstall Village Road, Silksworth SR3 2BB)
- **St. Patrick** (Smith Street, Ryhope SR2 ORG)

### **4. Definition of, "looked after girl"**

A looked after child is a child who is (a) in the care of a Local Authority or (b) being provided with accommodation by a Local Authority in the exercise of their social services functions (see the definition in section 22 (1) of the Children Act 1989):

#### **5. Definition of, "sister"**

Sisters may be full sisters, half sisters, adopted sisters, step sisters, or the child of the parent/carer's partner where the child for whom the school place is sought is living in the same family unit at the same address as that sibling.

#### **6. Definition of, "other Christian denominations"**

Defined as Christian faiths belonging to, "Churches Together in Britain and Ireland" - please see [www.churches-together.org.uk](http://www.churches-together.org.uk) for further details of membership.

#### **7. Definition of "adoption order".**

An adoption order is an order made under section 46 of the Adoption and Children Act 2002.

#### **8. Definition of "residence order".**

A "residence order" is an order outlining the arrangements as to the person with whom the child will live under section 8 of the Children Act 1989.

#### **9. Definition of "special guardianship order".**

A special guardianship order is an order appointing one or more individuals to be a child's special guardian or guardians" (Section 14A Children Act 1989).

#### **10. Tie breaker**

Where there are places for some, but not all applicants within a particular criterion, distance from the home address to the school will be the deciding factor, with preference being given to those whose address is nearest to the school when measured by the shortest pedestrian route using the Local Authority's computerised measuring system with those living nearer the school receiving the higher priority.

#### **11. Right of Appeal**

Parents who are refused a place have a statutory right of appeal. Further details of the appeals process are available by writing to the Admissions Secretary at the school address.



## ADMISSION CRITERIA FOR COMMUNITY AND CONTROLLED INFANT/JUNIOR/PRIMARY SCHOOLS – 2014/15

1. **'Looked-after' child** – a child that is looked-after' by a Local Authority in accordance with Section 22(1) of the Children's Act 1989 and a child who was looked after, but ceased to be so, because of adoption (or become subject to a residence order or special guardianship order).
2. **Attendance in Key Stage 1 (age 5 - 7) at the named feeder infant school** (This applies to Infant – Junior transfers only)
3. **A sibling link** - an older brother/sister or older child (including adoptive, foster or step-children) that shares the same parent/carer and lives at the same address, who will still be attending the preferred school at the time of admission.
4. **Exceptional medical or psychological reasons** (you must include a medical or psychological report, prepared by a professional, to confirm information that you include in this section. This report should explain why only this school can meet your child's medical or psychological needs. Common childhood medical conditions such as asthma or giving a child's or giving a child's nervousness at starting new school as a psychological reason for choosing a particular school are unlikely to be accepted as exceptional). If you intend to use this criterion when expressing a preference, please contact the School Admissions Team before completing the application form. (Eligibility under this category will be considered by a meeting of Senior LA Officers).
5. **Pupils for whom preferences are expressed on grounds other than those outlined above.**

## **NOTES**

**Within each of the above, places will be offered on the basis of distance from the centre of the home address to the main entrance of the school with priority being given to those living closest to the school. Distance is measured by the shortest safest walking distance, using a geographical information system (GIS).**

**At the first stage of allocations there will be no distinction between 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup> etc. preference applications. Therefore all applications will be considered equally against the admission criteria. If a pupil then qualifies for a place at more than one school, the parent's highest ranked preference will be offered and any lower ranking offers will be disregarded.**

**In determining allocations, priority will be given to those applications where the parental preference is received by the published deadline date.**

**Where a pupil has a statement of special education need naming a school, a place will be offered at that school (subject to confirmation by the SEN Unit).**

**It will be possible for Infant classes to exceed the statutory limit where the 31<sup>st</sup> child is a twin or from multiple births, or of armed forces personnel.**

**Parents who are awarded a place for their child may request that the date their child is admitted to school is deferred until later in the year or subsequent year, for example, until the start of the term when the child reaches compulsory school age. Parents can also request that their child takes up the place part time, if it is in the interest of the child, until the child is of compulsory school age. In this instance, parents must discuss this with the Head teacher. Compulsory school age is determined as the term after the child's fifth birthday.**

**Where it is not possible to offer at a school, the child will be placed on a waiting list. The waiting list is sorted using the admission criteria and will be held until the end of the Autumn term, after the children start school in September.**

**Parents who are refused a place have a statutory right of appeal. Further details of the appeals process will be included with the notification letter but are also available from the School Admissions Team.**

## ADMISSION CRITERIA FOR COMMUNITY SECONDARY SCHOOLS – 2014/15

1. **'Looked-after' child** – a child that is looked-after' by a Local Authority in accordance with Section 22(1) of the Children's Act 1989 and a child who was looked after, but ceased to be so, because of adoption (or become subject to a residence order or special guardianship order).
2. **Attendance in Key Stage 2 (age 7-10+) at a designated cluster junior or primary school**
3. **A sibling link** - an older brother/sister or older child (including adoptive, foster or step-children) that shares the same parent/carer and lives at the same address, who will still be attending the preferred school at the time of admission.
4. **Exceptional medical or psychological reasons** (you must include a medical or psychological report, prepared by a professional, to confirm information that you include in this section. This report should explain why only this school can meet your child's medical or psychological needs. Common childhood medical conditions such as asthma or giving a child's or giving a child's nervousness at starting new school as a psychological reason for choosing a particular school are unlikely to be accepted as exceptional). If you intend to use this criterion when expressing a preference, please contact the School Admissions Team before completing the application form. (Eligibility under this category will be considered by a meeting of Senior LA Officers).
5. **Pupils for whom preferences are expressed on grounds other than those outlined above.**

## **NOTES**

**Within each of the above, places will be offered on the basis of distance from the centre of the home address to the main entrance of the school with priority being given to those living closest to the school. Distance is measured by the shortest safest walking distance, using a geographical information system (GIS).**

**At the first stage of allocations there will be no distinction between 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup> etc. preference applications. Therefore all applications will be considered equally against the admission criteria. If a pupil then qualifies for a place at more than one school, the parent's highest ranked preference will be offered and any lower ranking offers will be disregarded.**

**In determining allocations, priority will be given to those applications where the parental preference is received by the published deadline date.**

**Where a pupil has a statement of special education need naming a school, a place will be offered at that school (subject to confirmation by the SEN Unit).**

**Where it is not possible to offer at a school, the child will be placed on a waiting list. The waiting list is sorted using the admission criteria and will be held until the end of the Autumn term, after the children start Y7 in September.**

**Parents who are refused a place have a statutory right of appeal. Further details of the appeals process will be included with the notification letter but are also available from the School Admissions Team.**

**CABINET MEETING – 13 March 2013**

**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

Commissioning of Short Breaks for Disabled Children from September 2013

**Author(s):**

Executive Director Children's Services

**Purpose of Report:**

To seek the agreement of Cabinet to procure Short Breaks for disabled children from September 2013 for a period of three years

**Description of Decision:**

That Cabinet:

- a) note and consider the process and consultation undertaken to shape and influence the commissioning of Short Breaks for disabled children
- b) agree that these services can be procured for a period of three years from September 2013; (with a break clause exercisable by the Council. This break clause needs to be inserted due to the right from September 2014 for families to request individual budgets)
- c) Agree to receive a further report in October 2013 on the outcomes of this process.

**Is the decision consistent with the Budget/Policy Framework? \*Yes/No**

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

**Suggested reason(s) for Decision:** Existing contracts had already been extended by 12 months to end of July 2013 on the understanding that there would be a full re-commissioning of contracts from July 2013. Following consultation they have now been further extended to the end of August 2013 so that there is not a change of provider during the school summer holidays. The new contracts will be based upon new specifications focusing on outcomes for children and young people. Extending existing contracts would not allow this important improvement to be made

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

Extension of current contract not possible as it has already been extended.

**Impacts analysed:**

Equality  Privacy  N/A Sustainability  N/A Crime and Disorder  N/A

**Is this a "Key Decision" as defined in the Constitution? Yes/No**

**Is it included in the 28 day Notice of Decisions? Yes/No**

**Scrutiny Committee**



**COMMISSIONING OF SHORT BREAKS FOR DISABLED CHILDREN****REPORT OF THE EXECUTIVE DIRECTOR OF CHILDREN'S SERVICES****1. Purpose of the Report**

- 1.1 To seek the agreement of Cabinet to procure Short Breaks for disabled children from September 2013 for a period of three years.

**2. Description of Decision (Recommendations)**

- 2.1 That Cabinet:
- a) note and consider the process and consultation undertaken to shape and influence the commissioning of short breaks disabled children;
  - b) agree that these services can be procured for a period of three years from September 2013;
  - c) agree to receive a further report in October 2013 on the outcomes of this process.

**3. Introduction/Background**

- 3.1 In April 2011 the *Regulations on Breaks for Carers of Disabled Children* placed a statutory duty on English local authorities to prepare a statement for parents and carers on what short break services are available and how they can be accessed. The regulations state that local authorities must provide a range of services for disabled children, both within and outside the home, in the evenings, at weekends and during school holiday periods.
- 3.2 Sunderland's Short Break Statement states; "*For disabled children who require additional support to access leisure activities, and for those whose family need more breaks from caring to support them in continuing to care for their disabled child at home, a range of short break services may be available following an assessment*".
- 3.3 Short breaks cover a range of services designed to promote inclusion and enable disabled children and young people to have a positive experience doing purposeful, fun activities, while also giving their parent/carer a break from caring. These short breaks are delivered after school, and/or at the weekend and/or in the school holidays.
- 3.4 The current contract for short breaks has been in place since 1<sup>st</sup> August 2009. This was commissioned as part of the Aiming High for Disabled Children programme. The original 3 year contract was extended from 31<sup>st</sup> July 2012 for 1 year and following consultation has been further extended until the 31<sup>st</sup> of August 2013 so that there is not a change of provider during the school summer holidays.

#### **4. Current Position**

- 4.1 There are three strands to the current short break service. These are After School Provision, Weekend Clubs and School Holiday Activities. There are currently 13 activity providers. All are Special Schools and Youth based organisations based in Sunderland, apart from Houghall College which is based in Durham. The activities are all held in Sunderland apart from trips to Houghall College.
- 4.2 The After School Provision is specialist after school provision provided for children who have a range of disabilities and/or complex health needs. Most of these children require additional support and some have personal care needs.
- 4.3 The Weekend sessions are group activities including supported sports activities, play activities and outings to various local places. Most of the children accessing these sessions require additional support and some have personal care needs.
- 4.4 School Holiday Activities are provided through specialist provision for children who have a range of disabilities and/or complex health needs. Most providers are Sunderland schools. The majority of these children require additional support and have personal care needs.

#### **5. Commissioning intentions**

- 5.1 To ensure that Sunderland has a wide range of short breaks available for families, a full commissioning and procurement exercise has commenced. This has included a full consultation with families, both those using short breaks and those not currently accessing the provision, providers, staff from the disabled children's service and carers' organisations.
- 5.2 A current needs analysis is being produced from these consultations which will provide the evidence base to inform the re-commissioning of short breaks. The needs assessment document will be used to ensure the future Short Break service is fit for purpose and develop a commissioning strategy that meets our obligations.
- 5.3 Included within the Commissioning intentions is the need to ensure that the range of short breaks commissioned reflect the needs of the child and family in terms of culture, gender, age and additional needs. The consultation has identified the need to increase access for children with disabilities from Black and Minority Ethnic backgrounds as many are not currently accessing short breaks. In terms of types of disability, the range of short breaks will need to meet the needs of an increasing proportion of children with autism or behavioural problems, and also complex health needs. All providers will be required to demonstrate commitment towards equality of opportunity for disabled children and young people.
- 5.4 The intention is to re-commission for a 3 year period with a break clause exercisable by the Council. This break clause needs to be



inserted due to the right from September 2014 for families to request individual budgets.

## **6. Next Steps**

6.1 Should Cabinet approve the recommendation to procure new services for short breaks for children from September 2013 the timeline to progress this is broadly as follows:

- March/April 2013 - Evaluation criteria developed and procurement exercise begins
- May/June 2013 - Evaluation of tenders and engagement with providers
- June 2013 - Award of contracts
- September 2013 - New services begin

## **7. Financial Implications**

7.1 The total available budget for 2013/14 is £318,225.

## **8. Legal Implications**

8.1 The procurement of new services will be undertaken in accordance with the Council's procurement procedures with the intention to begin new services from 1st September 2013.

## **9.1 Reasons for the Decision**

9.1 Existing contracts have already been extended by 12 months to end of July 2013, and are being extended for a further month until 31<sup>st</sup> August 2013, on the understanding that there would be a full re-commissioning of contracts from September 2013. In addition, the new contracts will be based upon new specifications focusing on outcomes for children and young people and extending existing contracts would not allow this important improvement to be made.

## **10. Alternative Options**

10.1 The alternative option would be to further extend current contracts. However the contracts have already been extended twice and as the contract terms do not now provide expressly for an extension this option could be subject to a successful legal challenge. Also a further extension would not provide the most effective method of delivering this service as it would not take reflect the current needs assessment or the focus upon outcomes.

## **11. Relevant Considerations/Consultations**

11.1 Consultation has been extensive and is described above at Section 5 above.

## **12. Impact Assessment**

12.1 An equality impact assessment will be completed as part of the commissioning process and factored into the timeline. The service specification requires all providers bidding to deliver service to undertaken their own equality impact assessment. Sunderland City Council will require all service providers to comply with the Council's Equality Policies.

**13. Background Papers**

None

**CABINET MEETING – 13 MARCH 2013**

**EXECUTIVE SUMMARY SHEET – PART I**

<p><b>Title of Report:</b> Proposal to review discretionary Home to School Transport from September 2013</p>	
<p><b>Author(s):</b> Executive Director Children's Services</p>	
<p><b>Purpose of Report:</b> This report provides an overview of the home to school travel arrangements, and proposes a review of the discretionary arrangements that are currently in place.</p>	
<p><b>Description of Decision:</b> Cabinet is recommended to:</p> <ul style="list-style-type: none"> <li>(i) Agree to consult on the review of current discretionary transport arrangements to schools in Sunderland;</li> <li>(ii) Note that a further report will be prepared for consideration by Cabinet at its meeting in June 2013 on the outcomes of public consultation on this matter.</li> </ul>	
<p><b>Is the decision consistent with the Budget/Policy Framework?</b> *Yes</p>	
<p><b>If not, Council approval is required to change the Budget/Policy Framework</b></p>	
<p><b>Suggested reason(s) for Decision:</b> The rationale for the review of discretionary transport is to achieve the efficiencies set out in the Medium Term Financial Strategy. Current arrangements for Oxclose Academy, Barnwell and St Michaels RC Primary have a significant cost and are not consistent with the practice for the vast majority of schools in Sunderland. The current denominational arrangements (with the exception of those children receiving free school meals or higher level working tax credits) are also discretionary and the Council is under no legal obligation to provide these.</p>	
<p><b>Alternative options to be considered and recommended to be rejected:</b> Given the rationale described above it is suggested that there are no alternative options to consider.</p>	
<p><b>Impacts analysed:</b></p> <p>Equality <input checked="" type="checkbox"/> Privacy <input type="checkbox"/> Sustainability <input type="checkbox"/> Crime and Disorder <input type="checkbox"/></p>	
<p><b>Is this a "Key Decision" as defined in the Constitution?</b> Yes</p> <p><b>Is it included in the 28 day Notice of Decisions?</b> Yes</p>	<p><b>Scrutiny Committee:</b></p>



**PROPOSAL TO REVIEW DISCRETIONARY HOME TO SCHOOL TRANSPORT FROM SEPTEMBER 2013**

**REPORT OF THE EXECUTIVE DIRECTOR OF CHILDREN'S SERVICES**

**1. PURPOSE OF THE REPORT**

- 1.1 This report provides an overview of the home to school travel arrangements, and proposes a review of the discretionary arrangements that are currently in place.

**2. DESCRIPTION OF DECISION**

- 2.1 Cabinet is recommended to:

- (iii) Agree to consult on the review of current discretionary transport arrangements to schools in Sunderland;
- (iv) Note that a further report will be prepared for consideration by Cabinet at its meeting in June 2013 on the outcomes of public consultation on this matter.

**3. INTRODUCTION AND BACKGROUND**

**3.1 The Current Policy**

- 3.1.1 Generally parents and carers are responsible, in law, for making arrangements for their children's attendance at school. Therefore when deciding on which school to apply for a place, parents/carers have to decide whether they require transport and then organise provision themselves.
- 3.1.2 Councils are required, by law, to provide assistance for those pupils who are eligible. If a pupil qualifies under the following circumstances then transport is provided free. This includes pupils who:
- are registered at their nearest school and live more than the recognised (statutory) walking distance from it, 2 miles for children of primary school age and 3 miles for secondary aged children;
  - are registered at their nearest school and are unable to walk to school due to a route which the Council has assessed as hazardous;
  - are registered at their nearest school, or the most appropriate school to meet their special educational needs and those needs prevent them from achieving independent travel or walking the statutory distance safely accompanied by an adult;
  - are from low-income families (entitled to free school meals or on maximum working-tax credit) and attend a mainstream secondary school or a faith school which is more than two miles from home.

- 3.2 Sunderland's home to school transport is arranged by adherence to the statutory provisions above and like many Councils, Sunderland has further supplemented these with discretionary arrangements over and beyond this statutory duty. (See copy of SCC Home to School Transport Policy attached at Appendix 1.)
- 3.3 Non-statutory discretionary transport is currently provided to three schools within the City of Sunderland, these are Barnwell Primary School, St Michaels RC Primary School and Oxclose Community Academy. Provision of these services originally came about due to school closures and/or historic boundary changes and these are now accepted as custom and practice. In addition discretionary transport arrangements are also in place for some children attending denominational secondary schools. For St Aidan's, St. Anthony's and St. Robert's Roman Catholic Voluntary Aided Schools, where the nearest faith school is three miles or over, travel permits are provided. Although these arrangements are discretionary, there is a statutory requirement to provide free transport for children from lower income families who travel two miles or over to their nearest faith school, with free school meals/higher working tax credits being the criteria.
- 3.4 The overall budget for home to school transport is £2.2 million in 2012/13, almost all of which is allocated for statutory provision as outlined in 3.1.2 above. The medium term financial strategy identifies an efficiency target for transport of £318,000 in 2013-2014, and therefore all aspects of home to school transport are under review. Whilst some efficiencies can be achieved through reviewing procurement methodology, route planning and more efficient use of available transport, there is also a need to review the discretionary elements. The annual cost of providing current discretionary transport is £195,000. (£105,000 to provide bus support to Barnwell, St Michaels and Oxclose and £90,000 in travel permits to denominational secondary schools).

## **4. CURRENT POSITION**

### **4.1 Discretionary transport**

Further details of discretionary transport are provided below:

#### **4.1.1 Barnwell Primary School**

Barnwell Primary School had served two catchment areas for a number of years, including one area inherited from the closure of a school in the Herrington area. A decision, dating back a considerable number of years, was made by the Local Authority to provide free transport to and from school to pupils living in the Herrington area; no end date was put in place to this arrangement. At present the Local Authority funds one mini-bus. The bus must have an escort (funded by the Local Authority) on at all times given the children are of primary school age and travel without parents or guardians. Distances travelled by children are short and all well below the national statutory 2 miles walking distance. 22 children currently use this bus none of whom appear to meet national transport criteria for free school travel. At present there is no direct service from New Herrington to Barnwell Primary school. Should parents not wish to walk to school or transport children themselves, the 37 can take children from New Herrington to Philadelphia Lane in Shiney Row. The 79 service goes to Barnwell School and within close walking distance are the services 2a and 2c. The area is also served by New Penshaw and Shiney Row Primary Schools.

The current cost of providing transport to Barnwell is £25,555 per annum.

#### **4.1.2 St Michael's RC Primary School**

Following on from boundary changes in 1974 and closure of a school it was agreed to transport children from the South Hetton, Easington Lane areas to St Michaels RC Primary School. Custom and practice has led to the expansion of service users in recent years although the original reason for providing the bus is now historic and no end dates had been put in place for this provision. At present the Local Authority fund one mini-bus. The bus must have an escort on at all times given the children are of primary school age. Pick up points are from various locations in Houghton, Hetton and Easington Lane. 33 children currently use this bus and of these only a small number live 2 miles or over away from school. .

The no 20 bus service operates next to St Michael's RC Primary. However, services x 1 and x 35 serve the Easington Lane and Hetton le Hole areas but children would be required to walk from Hetton Road.

The current cost of providing transport to St Michaels is £23,750 per annum.

#### **4.1.3 Oxclose Community Academy School Transport**

The dedicated bus transport to Oxclose School came about as a result of the closure of Usworth School in 2007.

As a consequence all children who have previously attended Springwell Village Primary or George Washington Primary and then transfer to Oxclose Community Academy School are eligible for free transport under the current arrangement. The majority of children live in the Donwell and Usworth areas of Washington. 107 students use one of 2 dedicated buses whilst a further 29 receive travel permits. Detailed analysis of students travel details illustrated that 40 of the 136 students lived 2 miles or more away from the school; of this 40 only 5 met free school meals criteria No end date was agreed for this provision.

Children from the Concord, Donwell and Usworth areas of Washington can access the bus routes W5 or W6. At present these vehicles are around half full on the times the children would travel to Oxclose School. Both services run every 30 minutes but at different intervals. It should also be noted that these journeys differ little from those taken by some pupils to other schools across the city.

The total current cost of providing bus transport is £54,630 per annum.

## **4.2 Denominational Transport to St Aidan's, St Anthony's and St Robert's RC Secondary Schools**

4.2.1 Free Travel Assistance is offered to children who are eligible via Sunderland City Council's Home to School Transport Policy. In the Academic Year 2011-12, the Council issued 566 travel permits to young people on denominational grounds. In all cases closer secondary schools are available, although not denominational schools. Analysis has shown that of the 566 young people, 95 would fit the criteria to qualify under the national statutory guidelines (i.e. lower income, free school meals Higher Working Tax Credits criteria). This means that 471 travel permits were issued by SCC and the current Home to School Policy via discretionary powers.

4.2.2 The current cost of an annual travel permit is approximately £196. If the same number of discretionary permits were issued in the academic next year 2013-14 this would cost £92,316.

4.3 Communication has been made locally with neighbouring Councils and on a wider level nationally to gain an understanding as to the position of other Local Authorities in relation to discretionary home to school transport spending. From discussion and research it appears that none had discretionary arrangements in place similar to those offered to Barnwell, St Michaels and Oxclose Schools.. The majority advised however that denominational discretionary transport had undergone review and been subsequently withdrawn or would undergo review in the near future..

## **5. OPTIONS FOR CONSIDERATION**

5.1 In line with the Department for Education's transport policy it is proposed to consult as widely as possible on this issue. Consultations should last for at least 28 working days during term time and this period should be extended to take account of any school holidays that may occur during the period of consultation. The options for consultation, together with some considerations around these, are listed below.

### **Option 1 To withdraw discretionary transport from start of next school year September 2013**

- This would maximise potential efficiencies in the shortest time available;
- Whilst implementation for September 2013 is achievable, the timescale is tight, given the full consultation that will be required, parents who have selected schools for September 2013 have done so based on current admissions information and this does not refer to the proposed change to discretionary transport.

### **Option 2 To withdraw discretionary transport from September 2014**

- Although the consultation would still be conducted during March to June 2013 the transport would be withdrawn from September 2014.
- No savings would be realised in the 2013/14 financial year because new entrants in 2013 would have access to free transport;



- The longer implementation date would allow planning time for parents and to express their preferences for admission to school in 2014 in the full knowledge of any changes to the transport position.

**In the event that other options or suggestions are put forward during the consultation, these will also be considered and reported back to Cabinet in June (in accordance with the timetable set out at 9.1).**

## **6. REASONS FOR THE DECISION**

- 6.1 The rationale for the review of discretionary transport is to achieve the efficiencies set out in the Medium Term Financial Strategy. Current arrangements for Oxclose Academy, Barnwell and St Michaels RC Primary have a significant cost and are not consistent with the practice for the vast majority of schools in Sunderland. The current denominational arrangements (with the exception of those children receiving free school meals or higher band tax credits) are also discretionary and the Council is under no legal obligation to provide these.

## **7. ALTERNATIVE OPTIONS**

- 7.1 Given the rationale described above it is suggested that there are no alternative options to consider.

## **8. IMPACT ANALYSIS**

- 8.1 An equality impact assessment has been undertaken and will be reviewed and updated following the outcomes from the consultation.

## **9. PROPOSED CONSULTATION TIMESCALES**

- 9.1 The proposed timescale for consultation is as follows:

Proposal to Cabinet	13 March 2013
Informal consultation with interested parties	To 22 March 2013
Public consultation begins	8 April 2013
Public consultation ends	24 May 2013
Further report to Cabinet on outcomes of consultation	June 2013

- 9.2 Consultation will take the form of specific meetings with the Roman Catholic Diocese of Hexham and Newcastle and in those schools where families are most affected; 'drop in' sessions across the city and with a consultation leaflet (which will be prepared on the basis of agreed options for consultation and which will be distributed through all schools).

## **10. FINANCIAL IMPLICATIONS**

- 10.1 The overall budget in 2012/13 for home to school transport is £2.2 million against which proposed efficiencies of £318,000 have been identified. Withdrawal of discretionary transport will achieve savings of £185,000 per annum, taking into account the statutory responsibility to continue to provide transport support to children from low income families within the relevant distances.

## **11. LEGAL IMPLICATIONS**

- 11.1 The statutory requirements in relation to home to school transport are contained within the Education Act 1996.

## **12 BACKGROUND PAPERS – APPENDIX 1**

Sunderland Council's Home to School Transport policy is attached.

Appendix 1

# Home to School Transport Policy

## Introduction

Section 508B of the Education Act 1996 (amended by the Education and Inspections Act 2006) deals with the duty on Local Authorities to make such travel arrangements as they consider necessary to facilitate attendance at school for eligible children.

Parents are responsible for ensuring that their children attend school regularly. However, section 444 of the 1996 Act outlines the situations in which a parent may have a defence in law against a prosecution by a Local Authority for their child's non-attendance at school. Section 444(3B) provides a parent with a defence if he or she proves that:

- The qualifying school at which the child is a registered pupil is not within statutory walking distance;
- No suitable arrangements have been made by the Local Authority for boarding accommodation at or near to the school;
- No suitable arrangements have been made by the Local Authority for enabling the child to become a registered pupil at a qualifying school nearer to his/her home; and
- The Local Authority has a duty to make travel arrangements in relation to the child under section 508B and has failed to discharge that duty.

Schedule 35B of the 1996 Act (amended by the Education and Inspections Act 2006) defines "eligible children" – those categories of children in an authority's area for whom travel arrangements will always be required. A condition of each category is that they are of compulsory school age. Under section 508B, these arrangements must be provided free of charge.

The provisions set out in this policy include places other than schools where a child is receiving education by virtue of arrangements made under section 19(1) of the Education Act 1996 by the Local Authority.

This policy only applies to children of statutory school age who are resident in the area of Sunderland City Council.

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Part 1 Home to School Transport for Pupils attending Mainstream Schools

Part 2 Home to School Transport for Pupils with a Statement of Special Educational Needs

Part 3 Home to School Transport on the grounds of religion or belief

Part 4 Removal of Free Travel arrangements

Part 5 Review of Decisions

Notes

1. All the references in this policy to schools are a reference to a qualifying school the meaning of which is provided in each section of the policy.
2. This policy will be reviewed and revised from time to time in light of any revisions in respect of guidance from the Secretary of State.

## Part 1

# Home to School Transport for Pupils attending Mainstream Schools

### 1 Statement of Intent

The purpose of this policy is to support the attendance at qualifying schools of eligible children who are of statutory school age by the provision of free transport.

### 2 Meanings

#### 2.1 Qualifying schools are;

- 2.11 community, academies or voluntary schools;
- 2.12 pupil referral units;
- 2.13 places other than a school at which a pupil might receive education under section 19(1) of the Education Act 1996.

#### 2.2 Eligibility;

- 2.21 Children who live within the statutory walking distance of their nearest qualifying school but cannot reasonably be expected to walk to school.
  - a) Where children live within the statutory walking distance of their nearest qualifying school and it is suspected that there is no available walking route to that nearest qualifying school the Local Authority will undertake a risk assessment of the route.
  - b) Where the outcome of the risk assessment is that the route is not available to the child (accompanied by the parent/carer) free travel will be provided.
  - c) In the circumstances where the risk assessment shows that the route is available, then the parent has the right to have that decision reviewed in accordance with the Council's procedure.
- 2.22 Children who live more than 2 miles (statutory walking distance) from the primary school nearest their ordinary place of residence will be provided with free home to school transport.
- 2.23 Children who live more than 3 miles (statutory walking distance) from the secondary school nearest their ordinary place of residence will be provided with free home to school transport.
- 2.24 Secondary aged Children entitled to free school meals, or whose parents are in receipt of their maximum level of Working Tax Credit;
  - a) Primary aged children will be provided with free home to school transport to their nearest qualifying school where it is more than 2 miles from their ordinary place of residence.

- b) Secondary aged children will be provided with free home to school transport if the secondary school they attend is one of the three nearest to their ordinary place of residence; and that school is more than 2 miles but below 6 miles from their ordinary place of residence;

2.25 Where a parent is offered a place at a school as a result of an independent appeal for admission to that school, the child will be eligible for free home to school transport where the conditions in paragraphs 2.22 – 2.24 are met.

2.26 For any pupil attending the school on the date of the implementation of this policy and the conditions in paragraph 2.22 – 2.24 are met they shall receive free home to school transport. This provision shall cease to have effect on 31st August 2012.

2.27 Unless a child changes their permanent place of residence then eligibility will remain for the entirety of the school year for which the assessment is made.

2.28 A new application must be made each academic year and it is parent's responsibility to ensure that an application is made. Entitlement will be re-assessed annually on receipt of the new application form.

### 2.3 Distance

2.31 Distance is measured by:

- a) nearest available route for the statutory walking distances, as accompanied; using a Geographical Information System (GIS)
- b) road route for the 2 to 6 miles range for secondary and more than 2 miles for primary aged pupils, under the provisions for children entitled to free school meals or whose parents are in receipt of their maximum level of Working Tax Credit.

### 2.4 Ordinary place of residence

The pupil's place of residence will be deemed to be the pupil's permanent home address. This does not include childminder/carer's addresses.

## 3 Travel Arrangements

3.1 Travel arrangements are those provisions made by the Local Authority for children to receive free home to school transport.

3.2 The duty to provide free home to school transport will be for the journey at the:

start of the school day; and

end of the school day.

3.3 The school day is deemed to be the session times as approved by the governing body of the qualifying school.

3.4 Nothing in the travel arrangements made for any child shall be for any travel between educational institutions during the school day. Where a child moves from one establishment to another in order to receive education, that cost will fall to the school to pay.

3.5 The arrangements will be free of charge, except the provision of photographs, where cost shall fall to the parent.

3.6 Travel arrangements will be:

3.61 normally a travel permit unless not suitable for the child's needs; or

3.62 refunded travelling expenses according to the cheapest available public transport route

## 4 Medical Requirements

Children with physical and/or medical difficulties may be provided with assistance for transport at the discretion of the Authority subject to a medical report from the child's consultant. These arrangements can be permanent or temporary.

## 5 Discretionary provisions related to the statutory walking distance for Secondary Schools.

5.1 Where a child is attending their nearest secondary school and they move address and the parent wishes the child to continue attending the school the Council will provide free home to school transport where the following criteria apply:

- a) the new ordinary place of residence is more than 3 miles, but less than 15 miles, from the school; and
- b) the pupil is in Year 10 or 11.

5.2 Where a pupil is resident in and attending a secondary school in a Local Authority with which Sunderland City Council is co-ordinating admission arrangements and the child becomes resident in Sunderland the Council will provide free home to school transport to allow the child to continue in that school if they are in Year 10 or 11.

5.3 The provision of transport set out in paragraphs 5.1a and 5.1b will continue until the statutory school leaving date.

## 6 Transitional arrangements in the event of the re-organisation of school provision

6.1 In circumstances where the Council proposes to re-organise school provision which involves the discounting of existing schools and the establishing of new schools, transitional arrangements may be made in respect of the provision of home to school transport, which may also include the provision of free transport to pupils who would not ordinarily be eligible.

6.2 Transitional arrangements shall be determined by the Council's Cabinet.

6.3 Where transitional arrangements are approved they will be stated in the appropriate statutory notices.

## 7 Travel arrangements for other children

7.1 The Local Authority may make such school travel arrangements as considered necessary for any child not already provided for in this section of the policy for the purpose of facilitating their attendance at school.

7.2 This discretionary provision shall apply to pupils in the year groups Reception to Year 9 who are not an eligible pupil for the purpose of free home to school transport.



- 7.3 Children who reside in an area not covered by public transport may be provided with assistance to and from school.
- 7.4 Travel arrangements will be:
- a) normally a travel permit unless not suitable for the child's needs; or
  - b) refunded travelling expenses according to the cheapest available public transport route.

## Part 2

# Home to School Transport for Pupils with a Statement of Special Educational Needs

### 1 Statement of Intent

The purpose of this policy is to support the attendance at qualifying schools of eligible pupils who are of statutory school age and who have a statement of special educational needs; by the provision of free transport.

### 2 Meanings

#### 2.1 Qualifying schools are:

- 2.11 community, academies or voluntary schools;
- 2.12 community special schools;
- 2.13 non-maintained and independent special schools;
- 2.14 pupil referral units;
- 2.15 places other than a school at which a pupil might receive education under section 19(1) of the Education Act 1996.

#### 2.2 Eligibility:

- 2.21 Children with a statement of special educational needs.
- 2.22 For children attending a special school maintained by the Authority and it is named in their statement of special educational needs, free home to school transport will be provided for full time pupils:
  - a) Primary aged children who live over 2 miles from the special school;
  - b) secondary aged children who live over 3 miles from the special school.
- 2.23 Where a child does not qualify for free home to school transport under paragraph 2.22 free transport may be provided subject to an assessment by the SEN Transport Panel.
- 2.24 Where a child attends a special school or other specialist provision maintained by another local authority or body, free home to school transport will be provided as set out in paragraphs 2.21 and 2.22 will similarly apply.
- 2.25 Where the mainstream school named in the child's statement of special educational need is the nearest to their home address and is below the statutory walking distance free home to school transport may be provided, subject to an assessment by the SEN Transport Panel.
- 2.26 Where a child has a mainstream school that is determined and named in their statement of special educational needs by the Authority, and where the identified school is not the nearest to their normal place of residence and is below the statutory walking distance;

free home to school transport may be provided, subject to an assessment by the SEN Transport Panel.

- 2.27 Where a child with a statement of special educational needs attends a school which is not the closest to their normal place of residence in accordance with parental preference they would not normally be provided with assistance with transport.
- 2.28 Children with a statement of special educational needs who are entitled to free school meals, or whose parents are in receipt of their maximum level of Working Tax Credit:
- a) Primary aged and live more than 2 miles from their nearest school;
  - b) Secondary aged and attend one of their three nearest qualifying schools which is above 2 miles but less than 6 miles from their ordinary place of residence.
- 2.29 The assessment of a pupil's eligibility for free home to school transport to secondary school will be at the time an application is made.
- 2.30 Unless a child changes their permanent place of residence then eligibility will remain for the entirety of the school year for which the assessment is made.

### 2.3 Ordinary place of residence

The pupil's place of residence will be deemed to be the pupil's permanent home address. This does not include childminder/carer's addresses.

### 2.4 Distance

- 2.41 Distance is measured by:
- a) nearest available route for the statutory walking distances, as accompanied; using a Geographical Information System (GIS)
  - b) road route on roads suitable for a motor vehicle for the 2 to 6 mile range for secondary and over 2 miles for primary under the provisions for children entitled to free school meals or whose parents are in receipt of their maximum level of Working Tax Credit.

## 3 Travel Arrangements

- 3.1 Travel arrangements are those provisions made by the Local Authority for children to receive free home to school transport.
- 3.2 The duty to provide free home to school transport will be:
- 3.21 for children attending a school on a daily basis will be for the journey at the:
- a) start of the school day; and
  - b) end of the school day
- 3.22 weekly residential place:
- a) one journey at the start of the school week; and
  - b) one journey at the end of the school week

- 3.23 termly residential place:
- a) one journey at the start of each half-term;
  - b) one journey at the end of each half-term; and
  - c) consideration will be given to provide free home to school transport 1 weekend each half term in exceptional circumstances and with the agreement of the school.
- 3.3 The school day is deemed to be the session times as approved by the governing body of the qualifying school.
- 3.4 Travel arrangements will be:
- 3.41 normally a travel pass unless not suitable for the child's needs; or
  - 3.42 refunded travelling expenses according to the cheapest available public transport; or
  - 3.43 mileage expenses in accordance with the Council's current rate for pupils transported in the parent's/carer's own vehicle; or
  - 3.44 a taxi; or
  - 3.45 contracted specialist vehicle.
- 3.5 Nothing in the travel arrangements made for any child shall be for any travel between educational establishments during the school day. Where a child moves from one establishment to another in order to receive education then that cost will fall to the school to pay.
- The arrangements will be free of charge, except the provision of photographs, where cost shall fall to the parent.
- 3.6 The Home to School Transport Team may provide escorts to accompany children subject to taking account of:
- 3.61 risk assessment of the child;
  - 3.62 age of the child;
  - 3.63 length of journey.
- 3.7 The provision of escorts will be subject to a continuous review undertaken by the School Transport Officer.
- 3.8 The provision of transport will not normally be written into the statement of special educational needs.
- 3.9 For any pupil attending the school on the date of implementation of this policy and the conditions in section 2.2 are met they shall receive free home to school transport. This provision shall cease to have effect on 31st August 2012. The date of eligibility shall be 1st September 2008.

## 4 Behaviour Partnership Management Board

### 4.1 Primary and Secondary Schools

4.11 Where the Behaviour Partnership Management Board determines that a pupil is provided with an alternate school place, free travel arrangements will be provided where it is considered necessary in order to ensure the attendance of that child at the alternate school.

### 4.2 Free Travel arrangements will be:

4.21 normally a travel pass unless not suitable for the child's needs; or

4.22 refunded travelling expenses according to the cheapest available public transport; or

4.23 mileage expenses in accordance with the Council's current rate for pupils transported in the parent/carer's own vehicle.

4.24 Taxi/minibus

## 5 SEN Transport Panel

### 5.1 The SEN Transport Panel will comprise of representatives from:

5.11 Special Educational Needs Unit;

5.12 Home to School Transport Team;

5.2 The Transport panel will review the individual circumstances of the child and make a decision as to whether or not the child receives free home to school transport.

5.3 Where during the course of any school year the SEN Transport Panel determines that the provision of free home to school transport need no longer be provided it will cease at the end of the term in which the Panel's decision was made.

### 5.4 Where a child receives free home to school transport it will be subject to review:

5.41 at the end of Year 6;

5.42 during Year 11 for those pupils transferring to Post 16 in a mainstream school;

5.43 following the successful completion of Independent Travel Training.

## Part 3

# Home to School Transport on the grounds of religion or belief

### 1 Statement of Intent

The purpose of this policy is to support the attendance at qualifying schools of eligible pupils where the parents have expressed a preference on the grounds of religion or belief.

### 2 Meanings

#### 2.1 Qualifying schools are:

- 2.11 community, academy or voluntary schools;
- 2.12 community or foundation special schools;
- 2.13 places other than a school at which a pupil might receive education under section 19(1) of the Education Act 1996.

### 3 Eligibility

- 3.1 Secondary aged children who are entitled to free school meals or whose parents are in receipt of their maximum level of Working Tax Credit; and are attending their nearest suitable school preferred on the grounds of religion or belief where their ordinary place of residence is more than 2 miles, but not more than 15 miles from that school;  
  
or
- 3.2 Primary aged children who are entitled to free school meals or whose parents are in receipt of their maximum level of Working Tax Credit; and are attending their nearest suitable school preferred on the grounds of religion or belief where their ordinary place of residence is more than 2 miles from that school.
- 3.3 Children not entitled to free school meals and whose parents are not on the maximum level of Working Tax Credit and are attending their nearest suitable school preferred on the grounds of religion or belief where their ordinary place of residence is:
  - More than 2 miles for primary aged pupils;
  - More than 3 miles for secondary aged pupils from that school.
- 3.4 Free home to school travel will be provided for eligible children where it can be demonstrated that attendance at a qualifying school is on the grounds of religion or belief.
- 3.5 Evidence to support the following will be provided by the parent:
  - 3.51 where the preference to attend a school is based on the parent's religion or belief;
  - 3.52 where the parent does not wish the child to attend a school which is any of three schools nearest their home and within two miles based on the parents religion or belief.

- 3.6 Unless a child changes their permanent place of residence then eligibility will remain for the entirety of the school year for which the assessment is made.
- 3.7 A new application must be made each academic year and it is parent's responsibility to ensure that an application is made. Entitlement will be re-assessed annually on receipt of the new application form.
- 3.8 Where a child ceases to be eligible during the course of the school year the provision of free home to school transport shall cease at the end of the summer term of that year.

### 4 Ordinary place of residence

The pupil's place of residence will be deemed to be the pupil's permanent home address. This does not include childminder/carer's addresses.

### 5 Distance

Distance is measured by:

- 5.11 for children set out in paragraph 3.1 on roads suitable for a motor vehicle;
- 5.12 for children set out in paragraph 3.2 and 3.3 suitable walking route.

### 6 Travel Arrangements

- 6.1 Travel arrangements are those provisions made by the Local Authority for children to receive free home to school transport.
- 6.2 The duty to provide free home to school transport will be for the journey at the;
  - 6.21 start of the school day; and
  - 6.22 end of the school day.
- 6.3 The school day is deemed to be the session times as approved by the governing body of the qualifying school.
- 6.4 Nothing in the travel arrangements made for any child shall be for any travel between education institutions during the school day. Where a child moves from one establishment to another in order to receive education, that cost will fall to the school to pay.
- 6.5 The arrangements will be free of charge, except the provision of photographs, where cost shall fall to the parent.
- 6.6 Travel arrangements will be:
  - 6.61 normally a travel pass unless not suitable for the child's needs;or,
  - 6.62 funded travelling expenses according to the cheapest available public transport route

## Part 4

# Removal of Free Travel arrangements

- 1 The Authority shall withdraw the provision of free home to school transport where it is considered that a child has demonstrated such poor behaviour whilst using that transport as to put at risk:
  - 1.1 the driver of the vehicle; or
  - 1.2 other road users; or
  - 1.3 other passengers; or
  - 1.4 used threatening or violent language; or
  - 1.5 damage to the vehicle.
- 2 The withdrawal of free home to school transport will be:
  - 2.1 temporary; or
  - 2.2 permanent.
- 3 Temporary shall be a specified number of weeks and permanent shall be for the remainder of the school year.
- 4 Where a permanent withdrawal is imposed during the Spring and Summer terms it will continue for the equivalent of three school terms.
- 5 The withdrawal of home to school transport (either temporary or permanent) on a particular child shall not imply that travel arrangements were not necessary and should not be provided. The withdrawal would be saying that travel arrangements were necessary and had been made, but that the child's behaviour was such that they cannot take advantage of it.
- 6 Nothing in this policy prevents the Head Teacher of a school using disciplinary sanctions which could include exclusion when it is considered that the behaviour of a pupil on home to school transport warrants it.
- 7 Nothing in this policy prevents the operator of a commercial service from excluding a child if they demonstrate poor behaviour as set out in paragraph 1.



## Part 5

# Review of Decision

- 1 Any parent/carer who makes an application for free home to school transport under the provisions set out in the Council's policy and that application is refused will have the right to have their case reviewed.
- 2 The review procedure is set out below:
  - 2.1 Write to the Special Educational Needs Unit (SEN Unit), Stannington Centre, Stannington Grove, Sunderland, SR2 9JT
  - 2.2 This is then taken to the SEN Transport Panel
  - 2.3 The Panel then consider the case
  - 2.4 Parents/carers are notified of the Panel's decision
  - 2.5 If at this point parent/carers are still unhappy with the decision, a letter must be sent to the Complaints Officer, Children's Services, Civic Centre, Burdon Road, Sunderland, SR2 7DN

This information can be made available in large print, Braille, audio and other languages. Please contact the Performance Improvement Team on 0191 566 1841 for help.

All information correct at time of going to press. Published April 2009.

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**CABINET MEETING – 13 MARCH 2013**

**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

The Transition from Shadow to Full Health and Wellbeing Board and the Health and Wellbeing Strategy

**Author(s):** Report of the Executive Director of Health Housing and Adults Services

**Purpose of Report:** The purpose of the report is to set out the steps necessary to transition the Sunderland Shadow Health and Wellbeing Board from Shadow status, by establishing the Board as a Council Committee and to ask Cabinet to endorse the Health and Wellbeing Strategy.

**Description of Decision:**

Cabinet is recommended to;

1. Recommend Council to

1.1 establish the Health and Wellbeing Board as a Council Committee;

1.2 approve the terms of reference of the Health and Wellbeing Board;

1.3 approve the Health and Wellbeing Board Procedure Rules and

1.4 authorise the Head of Law and Governance to amend the constitution to provide for the proposed delegations to the Director of Public Health,

1.5 Endorse the Health and Wellbeing Strategy

as set out in the report

**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:**

- I. The establishment of the Health and Wellbeing Board as a Council Committee and the agreement of a Health and Wellbeing Strategy are requirements of the Health and Social Care Act.

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

There are no alternative options to be considered as this is a statutory responsibility.

**Impacts considered and documented:**

Equality  Y Privacy  Y Sustainability  Y Crime and Disorder  Y

**Is this a “Key Decision” as defined in the Constitution?** Yes

**Is it included in the 28 day Notice of Decisions?** Yes

**Scrutiny Committee**

**REPORT OF THE EXECUTIVE DIRECTOR OF HEALTH, HOUSING AND ADULT SERVICES**

**The Transition from Shadow to Full Health and Wellbeing Board and the Health and Wellbeing Strategy**

**1.0 Purpose of the Report**

- 1.1 The purpose of the report is to set out the steps necessary to transition the Sunderland Shadow Health and Wellbeing Board from Shadow status, by establishing the Board as a Council Committee, and to ask Cabinet to endorse the Health and Wellbeing Strategy.

**2.0 Description of the Decision (Recommendations)**

- 2.1 Cabinet is recommended to;

1. Recommend Council to

- 1.1 establish the Health and Wellbeing Board as a Council Committee;
- 1.2 approve the terms of reference of the Health and Wellbeing Board;
- 1.3 approve the Health and Wellbeing Board Procedure Rules and
- 1.4 authorise the Head of Law and Governance to amend the constitution to provide for the proposed delegations to the Director of Public Health,
- 1.5. Endorse the Health and Wellbeing Strategy

as set out in the report

**3.0 Introduction/Background**

- 3.1 The Health and Social Care Act gives the local authority responsibility for 5 key areas of development –
- To establish a Health and Wellbeing Board
  - To complete a Joint Strategic Needs Assessment
  - To produce a Joint Health and Wellbeing Strategy
  - To set up a local Health Watch
  - To transition public health responsibilities.
- 3.2 The Shadow Health and Wellbeing Board has overseen the production of a Joint Strategic Needs Assessment (JSNA) and draft Health and Wellbeing Strategy, has provided a forum for discussing integrating commissioning plans with the Clinical Commissioning Group and Health and Social Care providers, and has overseen the commissioning of the local HealthWatch. This provides sound foundations for the transition into full Board to meet the requirements of the Health and Social Care Act.

3.3 It is proposed that the principles of the terms of reference for the Shadow Health and Wellbeing Board are carried forward and become the terms of reference for the Full Board, through incorporation in the Council's constitution (as detailed in Appendix 1). It is further proposed that the operation of the board should be supported by the introduction of Health and Wellbeing Board Procedure Rules. The draft Rules are at Appendix 2. The proposals reflect the arrangements adopted for the operation of the Shadow Health and Wellbeing Board and its successful operation throughout the 2012-2013 civic year.

#### **4.0 Establishing the Health and Wellbeing Board**

4.1 The Health and Social Care Act states that each local authority must establish a Health and Wellbeing Board (HWBB) for its area by April 2013. The Act states that the HWBB will be a committee of the local authority. It has a statutory minimum membership which brings together key NHS, public health and social care leaders in each local authority area to work in partnership. In relation to a Health and Wellbeing Board, the requirement for political balance on local authority committees is disapplied by regulations.

4.2 In order to establish the Health and Wellbeing Board as a Council Committee, it is necessary to set out the Board's terms of reference and it is proposed that these are supplemented by rules of procedure in the Council Constitution to reflect the approach taken to Board business by the Shadow Board. It is proposed that an additional Article should be included in the constitution. This sets out the membership of the Board, and is at Appendix 1.

4.3 The position in relation to Board Members' voting rights is established by the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013. The regulations were laid before Parliament on 8<sup>th</sup> February and come into force on 1<sup>st</sup> April. These provide that no Board Member is to be treated as a non-voting member of a Health and Wellbeing Board or sub-committee, unless the local authority which established the Board directs otherwise (ie that the particular Board member should not have voting rights). Before making such a direction the local authority must consult the Health and Wellbeing Board. It is proposed that all Board members should retain voting rights with the Chair having a casting vote.

4.4 The Health and Wellbeing Board will not have a scrutiny function. Responsibility for scrutiny of issues related to health and wellbeing will be retained by the Scrutiny Committee, supported by the work of relevant Scrutiny Panels. These will be primarily the Health Housing and Adult Services Panel, and the Health Wellness and Culture Panel, however all panels are likely to have a scrutiny input where cross-

cutting themes are under consideration, reflecting the whole systems approach to health and wellbeing.

## **5.0 The Health and Wellbeing Strategy**

- 5.1 The Health and Wellbeing Board is required to produce and adopt a joint Health and Wellbeing Strategy (HWBS) that covers NHS, social care, public health and potentially other wider health determinants such as housing by April 2013. In Sunderland the process of developing a HWBS was delegated by the Shadow Health and Wellbeing Board to a working group consisting of representatives across the Health and Social Care System and happened over a period of a year from January 2012.
- 5.2 The development of the HWBS comes in the context of large scale change to the way public services are being delivered and in an environment of reducing resources. Although a challenge, the changing environment also offers an opportunity to fundamentally review and improve the way agencies work with residents and communities in the future, and there is a growing recognition of existing but often untapped assets and potential within communities that can enhance and complement the public sector's offering. Consideration will need to be given to our relationship with communities and how services can be delivered in the future to make best use of all resources in order to achieve better outcomes.
- 5.3 In order to meet the challenges outlined above, the HWBS has been developed to take a whole systems and assets based approach to the improvement of health and wellbeing in Sunderland. The Strategic Objectives that have been set in the strategy are ambitious and challenging. To achieve them will require a considerable change in the way that services are developed, delivered and specifically how we engage with our communities to empower them to take control over the decisions affecting their health and wellbeing.
- 5.4 The HWBS (attached at Appendix 3) aims to describe the three main components of an assets based approach to health and wellbeing, namely:
- Design Principles – those ways of working which must underpin all commissioning decisions and ultimately ways of working for which the Board holds responsibility – including consideration of the Clinical Commissioning Group's commissioning plans
  - Assets – the core assets which can be built upon in Sunderland to impact on the health and wellbeing of residents
  - Strategic Objectives – the ultimate goals of the strategy which will focus the development of high level actions and commissioning plans that will follow.

5.5 To develop the broad acceptance of the strategy further into formal approval, the HWBS is being taken to the Boards and management organisations of partners throughout the whole health and social care system for review and for them to sign up to the three elements outlined above. Cabinet are recommended to endorse the Health and Wellbeing Strategy.

## **6.0 Director of Public Health**

6.1 As a consequence of the transition of public health responsibilities into the Council, it is necessary to make provision in the council delegation scheme to reflect the statutory duties of the Director of Public Health. The proposed additional delegation is at Appendix 4.

## **7.0 Reasons for the Decision**

7.1 The establishment of the Health and Wellbeing Board as a Council Committee and the agreement of a Health and Wellbeing Strategy are requirements of the Health and Social Care Act.

## **8.0 Alternative Options**

8.1 There are no alternative options to be considered as this is a statutory responsibility.

## **9.0 Impact Analysis**

**Equalities** – The establishment of a Health and Wellbeing Board and the approval of a HWBS will positively impact on the health and wellbeing of the residents in Sunderland as it moves to achieve the vision of Best Possible Health and Wellbeing for Sunderland....by which we mean a City where everyone is as healthy as they can be, people live longer, enjoy a good standard of wellbeing and we see a reduction in health inequalities. It is also anticipated that equality analysis will be carried out at action planning stage and on all commissioning and decommissioning decisions.

**Crime and Disorder** – The successful implementation of the Health and wellbeing strategy will reduce the impact of bad health behaviours including drug and alcohol use which will have a significant impact on crime and disorder.

**Privacy** – Privacy considerations that have been identified have been taken into account when planning for the transfer of information and arrangements for access to data..

**Sustainability** – the implementation of the Health and Wellbeing strategy will provide long term and sustainable improvements around health for the people of Sunderland.



## 9.0 Relevant Considerations/Consultations

9.1 The shadow Health and Wellbeing Board and the Clinical Commissioning Group have both reviewed and approved the strategy as it stands.

## 10.0 Recommendations

10.1 Cabinet is recommended to;

1. Recommend Council to

1.1 establish the Health and Wellbeing Board as a Council Committee;

1.2 approve the terms of reference of the Health and Wellbeing Board;

1.3 approve the Health and Wellbeing Board Procedure Rules and

1.4 authorise the Head of Law and Governance to amend the constitution to provide for the proposed delegations to the Director of Public Health,

1.5 endorse the Health and Wellbeing Strategy

as set out in the report

## 11.0 Background Papers

Healthy lives, healthy people : our strategy for public health in England <a href="http://www.dh.gov.uk/health/2011/07/healthy-lives-healthy-people/">http://www.dh.gov.uk/health/2011/07/healthy-lives-healthy-people/</a>	DH 2010
Health and Social Care Act 2012 <a href="http://www.dh.gov.uk/health/2012/06/act-explained/">http://www.dh.gov.uk/health/2012/06/act-explained/</a>	DH 2012
Healthy lives, healthy people : improving outcomes and supporting transparency: A public health outcomes framework for England, 2013-2016 <a href="http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_132358">http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_132358</a>	DH 2012
Fair Society, Healthy Lives <a href="http://www.instituteofhealthequity.org/Content/FileManager/pdf/fairsocietyhealthylives.pdf">http://www.instituteofhealthequity.org/Content/FileManager/pdf/fairsocietyhealthylives.pdf</a>	Professor Michael Marmot February 2010

## 12.0 List of Appendices

- **Appendix 1 – Amendments to the Council Constitution**
- **Appendix 2 – Sunderland Health and Wellbeing Board Procedure Rules**
- **Appendix 3 – Sunderland Health and Wellbeing Strategy**
- **Appendix 4 – Director of Public Health Delegations**

## Appendix 1

### Amendments to the Council Constitution

#### Article 12 – The Sunderland Health and Wellbeing Board

##### 12.01 The Health and Wellbeing Board

The Council will appoint a Health and Wellbeing Board to be known as the Sunderland Health and Wellbeing Board to discharge the functions set out in Section 194 of the Health and Social Care Act 2012.

##### 12.02 Composition

Membership of the Sunderland Health and Wellbeing Board will be:

Leader of the Council (Chair)
Cabinet Secretary (Vice Chair)
Health Housing and Adults Services Portfolio Holder
Public Health and Wellness Portfolio Holder
Childrens Services Portfolio Holder
Opposition Member
Executive Director of Health, Housing and Adults
Executive Director for Children's Services
Director of Public Health
Chief Officer – Clinical Commissioning Group
Chair Clinical Commissioning Group
Member Clinical Commissioning Group
HealthWatch representative (to be confirmed by HealthWatch on commissioning)
Chair – Sunderland Partnership
Chief Executive of the NHS CB Local Area Team (or representative)

##### 12.03 Role of the Board

The Sunderland Health and Wellbeing Board ('the Board') will have the following statutory roles and functions under Section 194 of the Health and Social Care Act 2012:

- To assess the broad health and wellbeing needs of the local population and lead the statutory joint needs assessment (JSNA)
- To develop a joint high-level health and wellbeing strategy that spans NHS, social care, public health and potentially other wider health determinants such as housing
- To promote integration and partnership across areas through promoting joined up commissioning plans across the NHS, social care, public health and other local partners
- To support lead commissioning, integrated services and pooled budgets
- To ensure a comprehensive engagement voice is developed as part of the implementation of Health Watch.

The following will be the additional responsibilities of the board:

- To lead in the significant improvement in outcomes as a result of joint planning and commissioning of services across agencies.
- To provide a leadership role in the health and social care system whilst recognising that it is the responsibility of the Board's constituent bodies to ensure priorities are taken through their own governance arrangements.
- To prioritise and monitor implementation against the Objectives identified in the Health and Wellbeing Strategy and refresh as required;
- To request regular assessment of needs in the area, identify shared priorities for action and specific outcomes on the basis of those needs and to develop and comply with appropriate information sharing arrangements;
- To recommend the commissioning of services, resource allocation to achieve the outcomes and indicators the Board requires, through the prioritisation and recommendation of proposals in the constituent partners' budget setting rounds;
- To ensure that there is active user and public involvement in decision-making and developments of services;
- To ensure that all initiatives are carried out in a framework that promotes equalities and celebrates diversity;
- To ensure that activities promote a positive image of the City and the local community;
- To support and influence service developments and change that will enhance the general well being of the City

#### **12.04 Specific functions**

In carrying out its role the Board may

- Establish sub-committees and task groups
- Commission and receive reports from its sub-committees and task groups to take up additional work on research of policies, service improvement and local needs;
- Invite appropriate representatives and bodies to give evidence.

## **Appendix 2**

### **Sunderland Health and Wellbeing Board Rules of Procedure**

#### **1. Conduct.**

Members of the Board are expected to subscribe to and comply with any Code of Conduct applicable to them in respect of the role to which they are appointed or in which they are employed by their nominating organisation.

#### **2. Meetings of the Health and Wellbeing Board.**

The Board shall meet at least quarterly. Board meetings shall be advertised and held in public and be administered as a Council Committee in accordance with the Access to Information Procedure Rules, and, subject to the provisions of these Rules, which will prevail in the event of inconsistency, with the Council Procedure Rules.

#### **3. Public Participation.**

Apart from those meetings held in private session, a period of 15 minutes at the start of each meeting shall be set aside for members of the public to address the Board on matters within the purview of the Board.

#### **4. Special Meetings**

The Chair will be required to convene a special meeting of the Board if s/he is in receipt of a written requisition to do so signed by no less than three Members of the Board. Such requisition shall specify the business to be transacted and no other business shall be transacted at such meeting. The meeting must be held within seven working days of the Chair's receipt of the requisition.

#### **5. Chair.**

The Leader of the Council will chair the board.

#### **6. Absence of Members and of the Chair.**

If a member is unable to attend a meeting, then the relevant Constituent Member shall, arrange for the attendance of a representative on their behalf. Such representative shall not be entitled to vote.

**7. Quorum.** One quarter of the membership shall form a quorum for meetings of the Board. No business requiring a decision shall be transacted at any meeting of the Board which is inquorate. If it arises during the course of a meeting that a quorum is no longer present, the Chair shall either suspend business until a quorum is re-established or declare the meeting at an end. Remaining business shall be considered at the next meeting of the Board, or at an earlier special meeting convened for that purpose.

**8. Adjournments.** By the decision of the Chair of the Board, or by the decision of a majority of those present at a meeting of the Board, meetings of the Board may be adjourned at any time to be reconvened at any other day, hour and place, as the Board shall decide.

**9. Order at Meetings.** At all meetings of the Board it shall be the duty of the Chair to preserve order and to ensure that all members are treated fairly. S/he shall decide all questions of order that may arise.

**10. Suspension/disqualification of Members.** At the discretion of the Board, any Constituent Member may be suspended from the Board or disqualified from taking part in any business of the Board if it:

a) Fails to provide a representative member to attend at least three meetings of the Board in any year, without leave of the Board or of the Chair;

b) Their representative(s) conducts her/himself in a manner prejudicial to the best interests of the Board and its objectives, and the Constituent Member refuses to appoint an alternate member to attend in her/her place.

**11. Information and Advice.**

The Board may seek any information it requires from any employee of a Constituent Member and all Constituent Members and members are required to co-operate with any reasonable request made by the Board.

The Board may obtain independent professional advice and secure the attendance of advisers with relevant experience and expertise if it considers this necessary. The costs, if any, of obtaining such third party advice shall be shared among the constituent organisations as agreed between them.

The Board shall receive written and oral evidence from senior staff, and other partners, as appropriate. The Board shall seek to ensure there is an acceptable balance between the value of the information it receives and the time and other costs it takes to acquire and process it.

**12. Review.**

The Board will annually review the operation of these Rules and the effective working of the Board. The Board may make recommendations to Council for amendments to these Rules where this is required to achieve most effective operation of the Board.

## Appendix 3

# SUNDERLAND'S JOINT HEALTH AND WELLBEING STRATEGY

## VISION

Our vision is to have the:

**Best possible health and wellbeing for Sunderland**

**....by which we mean a city where everyone is as healthy as they can be, people live longer, enjoy a good standard of wellbeing and we see a reduction in health inequalities.**

Faced with reducing public resources and increasing demand and expectations many current ways of delivering services are recognised as no longer appropriate. Large scale changes to the way public services are being delivered are well under way. Although challenging, the changing environment offers an opportunity to fundamentally review and improve the way agencies engage with residents and communities in the future. There is also growing recognition of existing but often untapped assets and potential within communities that can enhance and complement the public sector's offering.

Consideration will need to be given to relationships between agencies and the communities they serve and how services can be delivered in the future to make best use of all resources in order to achieve better health and wellbeing outcomes. Ultimately we want to enable and support individuals, families and communities in Sunderland to enjoy much better health and wellbeing, with less reliance on the public sector in the longer term. This involves recognising and being responsive not only to local needs but also to community strengths and exploring how these can be better harnessed to help address the challenges faced. By building on and utilising the resources and energy of our communities, we can support people to take greater control of their lives to bring about better health and wellbeing outcomes that matter to them, their families and communities.

The Health and Wellbeing Strategy, Community Resilience Plan and the Strengthening Families will come together to forge a new way of working for the benefit of the people of Sunderland.

## DESIGN PRINCIPLES

We have established a set of design principles that will underpin our new approach to health and wellbeing and upon which action planning and ultimately commissioning throughout the health and social care system will be built. These design principles are:

- **Strengthening community assets**

By recognising everyone has a valuable contribution to make, we will empower individuals, families and communities, increasing their capacity to be involved, including in the co-production of services. This will enable residents to mobilise and build on existing community strengths and potential to help them address their own, their family's and their community's needs. This asset-based approach does not ignore needs – instead, it distinguishes between those needs that can best be met by families and friends, those best met by communities working in partnership with public services, and those that can only be met by public sector providers.

- **Prevention**

A greater emphasis will be placed on customer insight, local intelligence and experience to effectively identify risks to health and wellbeing and to work within communities to prevent people developing problems.

- **Early intervention – actively seeking to identify and tackle issues before they get worse**

We know that early intervention with children, young people, adults and carers can reduce more complex health issues in the longer term. Identifying and tackling issues at an early stage whenever they occur throughout an individual's life can prevent them escalating into more problematic and complex needs.

- **Equity – providing access to excellent services dependent on need and preferences, that are also based on evaluated models and quality standards**

The conditions in which people are born, grow, live, work and age are responsible for the avoidable differences in their health. Equity in health means everyone being able to achieve their full health potential regardless of their personal circumstances. To achieve this there needs to be fair distribution of resources and opportunities for health as well as fairness in the support offered to people when they are ill.

Health inequalities exist both within Sunderland's communities, and between Sunderland and England. These health inequalities are often related to obesity, alcohol related diseases and smoking rates. We know that we have particular communities where these health inequalities are most evident and we need to address this.

- **Promoting independence and self care – enabling individuals to make effective choices for themselves and their families**

The increasing emphasis on personalisation of services and of individual health and care budgets means that we must focus on creating alternative

types of services that can be sustained within the community. We will continue to support our most vulnerable individuals, families and communities. Wherever possible and appropriate, our interventions will enable and re-able people to live their lives effectively without the need for recurring agency support.

- **Joint Working – shaping and managing cost effective interventions through integrated services**

Working together to make best use of our strengths and assets so that we can provide flexible and tailored services that respond to local conditions and focus on what matters to residents to achieve more for our communities.

- **Address the factors that have a wider impact on health – education, housing, employment, environment, and address these proportionately across the social gradient**

Differences in people's health result from differences in the opportunities that people are able to take advantage of during their lives. A government commissioned independent review of health inequalities identified a number of social determinants which increase inequalities in life expectancy across the life course. The review identified six key objectives to reduce health inequalities caused by these determinants. These are:

- Give every child the best start in life
- Enable all children, young people and adults to maximize their capabilities and have control over their lives
- Create fair employment and good work for all
- Ensure healthy standard of living for all
- Prevent ill health
- Create and develop healthy and sustainable places and communities.

To see a sustainable improvement in life expectancy for all of the population, including a reduction in inequalities, the wider determinants of health need to be addressed – this includes a major focus on achieving the best start in life to break the cycle of health inequalities.

- **Lifecourse – ensuring appropriate action throughout an individual's life with a focus on early years and families**

Intervention and support should be available throughout our lives, recognising that triggers for crisis can occur at different points in people's lives (particularly at key transition points). It is important that we set in place the foundations in early years and encourage families to play a strong role in developing their own resilience whilst also recognising and responding to the changing needs of individuals as they age.



## ASSETS

There are community and individual assets that we share and that need to be developed, nurtured and supported including:

- the practical skills, capacity and knowledge of local residents
- the passions and interests of local residents that give them energy for change
- the networks and connections – known as ‘social capital’ – in a community, including friendships and neighbourliness
- the effectiveness of local voluntary and community sector organisations
- the resources of all agencies to support a community, including public, private, voluntary and community sector organisations, local schools or faith groups.

There are interdependencies between these and a number of strategic assets which come together to make Sunderland unique – these should be built on where they exist and be improved and developed where they are weaker or missing. These are:

- **Strong and stable family and community relationships**

Sunderland is characterised by low movement of people – families and communities are relatively stable and as such there are opportunities to harness the involvement of the wider family, including older people, to provide support and promote healthier choices and healthy lifestyles

- **The coast and countryside and a passion for sport and activity**

Sunderland has an attractive coast and easy-to-reach countryside and urban green spaces that provide opportunities for promoting an active lifestyle. The city’s passion for sport and exercise should be nurtured and developed to ensure broader involvement with more wide reaching health impacts.

- **Employers providing access to a large proportion of the workforce and understanding of different communities**

The economy in Sunderland is characterised by a small number of large employers employing the majority of the workforce. By developing relationships with these employers we can tap into their understanding of the communities in which they operate and the people they employ to promote healthy workplaces and healthy lifestyles.

- **A vast number of contacts with residents through daily provision of a wide range of services**

Sunderland’s many businesses, organisations and support groups are in touch with residents across the whole range of service delivery. Integrating health improvement into these day-to-day contacts will reinforce and bring support to those people who need it so that every contact is a health contact.

- **At the leading edge of putting new technology to work in the public interest**

Sunderland is at the leading edge of using new technologies and making sure that the whole city can make best use of this resource. There is great

potential to use new technologies to enable people to take more control over their own health and wellbeing through technological solutions and by improving information sharing.

- **A huge variety of local businesses, organisations, partnerships and networks with a strong track record of effective delivery and providing support to vulnerable people**

We are starting from a strong position whereby there has been a long history of joint working to deliver real changes. We will build on this to ensure that the achievement of better health outcomes involves individuals, communities and providers.

The following Strategic Objectives describe how we will achieve our vision for health and wellbeing. Detailed action plans will be developed for each. Each strategic objective utilises one or more of the assets and applies all of the design principles.

## **STRATEGIC OBJECTIVES**

### **1. Promoting understanding between communities and organisations**

- 1.1. Increasing awareness of the services and support available to people in their community and assisting them to access these**
- 1.2. Services are responsive to community needs and assets, becoming co-produced where possible.**

If the health of local people is to improve then we must all pull together and play our part. Relationships between agencies and local people, including patients and service users, need to be much more dynamic and enable local people to have a much greater influence on which services are provided, as well as how and when they are provided. Equally, individuals and communities need to develop an understanding of the strengths that they have and can draw upon collectively, enabling them to take control of their own health.

If we do these things then we will all have a much better understanding of our own health needs and how best we can address these, either through our own endeavours or with the help of others if we need it. This will give us confidence in ourselves and in the services that we rely upon in times of need.

## **2. Ensuring that children and young people have the best start in life**

- 2.1. Encouraging parents and carers of children to access early years opportunities**
- 2.2. Supporting children and families throughout the whole of a child's journey, including the transition into adulthood.**

Many of us understand and acknowledge the influence (directly and indirectly) that families and schools have on the development and life chances of children and young people. These two important factors can have a huge impact upon the health, education and future employment opportunities of a child or young person.

To ensure a positive future for our children and young people there needs to be effective joint working across agencies and the wider family to encourage individuals and families to achieve their full potential by addressing their physical and emotional health issues. Schools in particular are in a position where they are able to support the physical and emotional development of their pupils and their immediate family.

## **3. Supporting and motivating everyone to take responsibility for their health and that of others**

- 3.1. Increasing emotional health and resilience of individuals, families and communities**
- 3.2. Frontline workers, volunteers and community leaders becoming aware of the main social determinants of health as well as the risks and opportunities and when and how services can be accessed**
- 3.3. Supporting people to make sustainable changes throughout their lives that will improve their health, utilising new technologies and methods of engagement with communities**
- 3.4. People (including young people) are aware of the importance of accessing long-acting health protecting interventions such as immunisation and screening and early presentation following the development of signs and symptoms of ill-health**
- 3.5. Making the healthy choice the easier choice.**

The most powerful influences upon how we behave come from our family and friends. They shape our knowledge, perspectives, experiences and preferences and as a consequence can either encourage or discourage us to lead a healthy lifestyle. It is important that we realise this affect on ourselves as well as the effect we can have on those around us.

However there are also a range of options open to agencies that can help to make a healthy lifestyle an easy option, for example this can be through health education, provision within schools, mentoring programmes, as well as providing good transport links and easy access

to the city's natural assets such as open and green spaces. Our agencies also need to consider how they can encourage and sustain people's interest in a healthy lifestyle through local and national events, cultural activities, and through Sunderland's major employers.

#### **4. Supporting everyone to contribute**

**4.1. Understanding the health barriers to employment and training, and supporting people to overcome them**

**4.2. Working together to get people fit for work**

**4.3. Working with local businesses to ensure a healthy workforce**

**4.4. Supporting those who don't work to contribute in other ways.**

Those of us that find ourselves unemployed will realise already the detrimental affect this can have on our health, indeed it is known that poorer health can be found amongst those who are unemployed for longest. The effects of poor health can be divided into the short-term (resulting from the immediate impact of unemployment) and the long-term more complex health impacts that can develop. The potential health and wellbeing impacts of unemployment are:

- Distress, anxiety and depression that may also impact upon other family members
- Worsening health behaviours in the form of increased smoking, increased alcohol consumption and a decrease in exercise.
- Financial problems that can reduce living standards, increase the likelihood of social isolation and lower self-esteem.

So it is important that agencies work together to build confidence and motivation and provide pathways into training and employment. But we must also work with employers so that they understand how the policies they implement can have a significant effect on both the health of their employees and their employee's families. Good health in this environment can be promoted through healthier working conditions and more flexible employment.

For those of us not in work there will be the opportunity to contribute to those communities that can benefit from our skills and talents. This will enable us to improve the lives of those around us and enable us to build community pride through a variety of volunteering opportunities.

#### **5. Supporting people with long-term conditions and their carers:**

**5.1. Supporting self-management of long-term conditions**

**5.2. Providing excellent integrated services to support those with long-term conditions and their carers**

**5.3. Supporting a good death for everyone.**

We realise that carers and people with long term conditions can be experts in their care because they understand better than others the problems they encounter on a daily basis. Our agencies need to reflect on how they can work together and redesign their service provision in order to incorporate the preferences of patients and service users, as well as self-management of their condition where this is possible. We will ensure that this approach incorporates a range of services that are reliable, consistent and maximise the quality of life for those people with long-term conditions as well as their families and carers.

## **6. Supporting individuals and their families to recover from ill-health and crisis:**

- 6.1. Supporting individuals and families to have emotional resilience and control over their life**
- 6.2. Providing excellent integrated services to support people to recover from ill health and crisis**
- 6.3. Winning the trust of individuals and families who require support.**

Any of us may find ourselves in need of support in a crisis situation. This may result from ill health or injury where we are suddenly unable to undertake everyday tasks, or where our main carer's own health and ability to carry on caring has suddenly broken down. Where this is the case our agencies will identify the best ways of facilitating rehabilitation by working together through a mixture of appropriate integrated services.

## **Appendix 4**

### **Part 3 – Responsibility for Functions**

#### **5. Director of Public Health**

5.1 To exercise the functions of Director of Public Health in accordance with section 73A of the National Health Service Act 2006 and section 30 of the Health and Social Care Act 2012, including responsibility for;

- Writing the annual report on the health of the local population, required to be published under section 73B (5) & (6) of the 2006 Act and Section 31 of the 2012 Act
- Undertaking duties to take steps to improve public health as required under Section 73A(1) of the 2006 Act.
- Undertaking such other public health protection or health improvement functions that the Secretary of State delegates to Local Authorities either by arrangement or under regulations
- The provision of Healthy Start Vitamins (under the Healthy Start and Welfare Food Regulations 2005 ) for maternity or child health clinics
- Consulting and making decisions on Fluoridation Schemes
- To exercise the Council's functions in planning for, and responding to, emergencies that present a risk to public health
- Discharge the Local Authority responsibilities in relation to communicable and infectious diseases, including healthcare acquired infections.
- Under section 6C of the NHS Act 2006, for ensuring arrangements are in place for;
  - Ensuring appropriate access to sexual health services
  - The National Child Measurement Programme
  - The NHS Health Check Assessment

2. To be responsible for providing the Council's public health response to licensing applications, as a responsible authority under the Licensing Act 2003

3. To contribute to and influence the work of the NHS Commissioners, ensuring a whole system approach across the public sector and ensuring NHS commissioners receive the public health advice they need

4. To provide leadership, expertise and advice to Senior Officers and Elected Members on a range of issues from outbreaks of disease and emergency preparedness through to improving local peoples health concerns around access to health services.

## CABINET MEETING – 13 MARCH 2013

### EXECUTIVE SUMMARY SHEET – PART I

**Title of Report:**

Sunderland Telecare Service Contributions Policy

**Author(s):**

Executive Director Health, Housing and Adult Services

**Purpose of Report:**

The purpose of the report is to seek Cabinet's approval to introduce a revised Contributions Policy for its Sunderland Telecare Service. The Policy proposes to:

1. Increase the number of customers that will pay for the discretionary Telecare Service, where they do not have eligible social care needs and a Personal Budget in place to meet these.
2. Give customers that have a Personal Budget in place the option of including the Sunderland Telecare Service within the services funded from this budget, with a financial assessment used to determine their overall contribution in line with the councils Contributions Policy for Social care provided through Personalisation.

**Description of Decision:**

Cabinet is requested to approve a revised Contributions Policy for the Sunderland Telecare Service as set out in the report, to be implemented from 1<sup>st</sup> April 2013

**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 introduction of a revised Contributions Policy for the Sunderland Telecare Service is required in order;

- To end the current inequity regarding who pays for the Telecare service, taking account of the vision for personalisation, the principles under which personal budgets and direct payments operate, and Councils Contributions Policy for Social care provided through Personalisation
- To ensure the Sunderland Telecare Service Contributions Policy is fair, transparent, sustainable and easy to understand
- Provide increased income to support ongoing sustainability and investment for the service, taking advantage of relevant legislative changes

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

Not changing the current Telecare Charging Policy is not a viable option as the current policy is not compatible with changes in legislation , personalisation, personal budgets and direct payments and the new ways social care is being provided.

**Impacts analysed:**

Equality

Privacy

Sustainability

Crime and Disorder

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

**Yes**

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

**Yes**

**Scrutiny Committee**



**REPORT BY THE EXECUTIVE DIRECTOR OF HEALTH, HOUSING AND ADULT SERVICES**

**SUNDERLAND TELECARE SERVICE CONTRIBUTIONS POLICY**

**1. Purpose of the report**

- 1.1 The purpose of the report is to seek Cabinet's approval to introduce a revised Contributions Policy for the Sunderland Telecare Service. The Policy proposes to:
- Increase the number of customers that will pay for the discretionary Telecare Service, where they do not have eligible social care needs and a Personal Budget in place to meet these
  - Give customers that have a Personal Budget in place the option of including the Sunderland Telecare Service within the services funded from this budget, with a financial assessment used to determine their overall contribution in line with the councils Contributions Policy for Social care provided through Personalisation

**2. Description of Decision**

- 2.1 Cabinet is requested to approve a revised Contributions Policy for the Sunderland Telecare Service, as set out in the report, to be implemented from 1<sup>st</sup> April 2013.

**3. Background**

- 3.1 In 2007 following a fundamental review of the Councils Care Alarm Service Sunderland Telecare was created. Previously the Care Alarm Service had been established in 1983 as part of the Council's Housing Service. In March 2001, following the transfer of the Council's Housing stock to Sunderland Housing Group, the Care Alarm Service transferred to Social Services, as part of a process of creating a single gateway, through which vulnerable people could access the services they needed to remain independent. The service became known as Sunderland Telecare.
- 3.2 Telecare is characterised by continuous, automatic and remote monitoring to manage the risks associated with independent living. Examples include sensors that can detect movement, falls, and bed occupancy.
- 3.3 The way that Telecare services are delivered varies significantly across the country. Some Local Authorities do not have a service at all, whilst some Telecare services do not offer a response service, opting for contacting the next of kin or ambulance service when a problem arises. Sunderland Telecare offers both equipment and response services involving trained social care workers, who can respond to alarms; thus adding value to the individual and their family. Equally the way that charges for the service are applied varies enormously. See appendix 2 for information about charges that are applied for Telecare Services in the North East of England

- 3.4 Sunderland Telecare was identified as an area of strength in the Care Quality Commission (CQC) Inspection of HHAS in 2010. However, the Inspection also questioned whether the service was sufficiently focused on supporting those individuals who most needed support in the city through specialist devices, as opposed to the existing significant “blanket” coverage across the city.

## 4. Policy Context

### National Agenda for change

- 4.1 A number of key documents demonstrate that Assistive Technology has a fundamental and innovative role to play in addressing the prevention agenda, promotion of independence and choice and control, including:
- 4.2 **Independence, Wellbeing and Choice: Our vision for the future social care for adults in England (March 2005)** demonstrates how Assistive Technology has huge potential to support individuals at home, and to complement traditional care. It can give carers more personal freedom and more time to concentrate on the human aspects of care and support and will make a contribution to meeting potential shortfalls in the workforce.
- 4.3 **White Paper: Our Health, Our Care, Our Say: a new direction for community services (Jan 2006)**. The White Paper highlighted the contribution Telecare and other assistive technologies can make in helping people retain their independence and improve their quality of life.
- 4.4 **Putting People First (2007)** highlighted: ‘Person centred planning and self-directed support are to become mainstream and define individually tailored support packages. Assistive Technology is to be viewed as integral not marginal’.
- 4.5 **Think Local, Act Personal: a sector-wide commitment to moving forward with personalisation and community-based support (January 2011)** emphasises the importance of supporting prevention and avoiding crisis admissions to hospital and other high cost services by combining health and social care Personal Budgets, crisis support, equipment, adaptations, Reablement and the better use of housing opportunities.
- 4.6 **3 million lives**. The Department of Health (DH) believes that at least three million people with long term conditions and/or social care needs could benefit from the use of Telehealth and Telecare services. Implemented effectively as part of a whole system redesign of care, Telehealth and Telecare can alleviate pressure on long term NHS costs and improve people's quality of life through better self-care in the home setting.
- 4.7 **The Local Authority Circular (DH) (2010) 6: Local Authority Circular on the Personal Care at Home Act 2010 and Charging for Reablement** states in future, hospitals will be responsible for arranging and paying for aftercare, including any Reablement, for the first 30 days following discharge from hospital. 2011/12 will be a transitional year as we move towards that goal, and local arrangements will need to be in place so that the NHS supports Reablement. Funding will therefore be targeted at supporting effective discharge from hospital. Telecare will be crucial in supporting the delivery of such packages of care.

## **5. Current Situation**

### **Sunderland Telecare Customers**

- 5.1 There are approximately 13,000 homes connected to the Sunderland Telecare service, with just over 19,000 people actually benefiting from the service. The majority of the customers supported are people over the age of 55.
- 5.2 The number of people requiring community based health and social care support and the levels and complexity of those needs is increasing and will continue to increase, as better health outcomes are achieved.
- 5.3 Compared to England the population of Sunderland has a similar proportion of older people. 20% of the population is currently above state pension age (using 60 years for women, 65 years for men – although the former is currently increasing) compared with 19% across England and 20% across the North East. Older people use health and social care services more intensively than any other population group and so the absolute number of older people in Sunderland as well as the percentage of the total population has strong implications for the planning of health and care services.
- 5.4 In Sunderland, it is forecast that the number of older people, 65 years and over, will rise from 46,000 in 2009 to 68,000 in 2030 – an increase of 48%. The number of people in Sunderland aged over 85 years - those with the greatest care needs – will more than double from 5,000 to 11,000 over the same period.
- 5.5 The number of older people that will need some help with daily living is predicted to rise by more than 25% to over 22,400 over the next 15 years, simply because there will be more older people living longer in the city.
- 5.6 This forecast increase in the number of older people means that commissioners will need to consider how the health and social care needs of this growing section of the population will be met.
- 5.7 Telecare can enable people to remain living in their own homes for longer with greater independence, confidence and safety, and in many cases reduce the need for planned care. Although originally focussed on the needs of older people it is now generally recognised as being of benefit across adult, carers and children's services, and can play a key supporting role for all people in everyday life. Telecare is widely recognised as a cost effective solution that can be used as way of helping to support people with more complex care needs, and those that care for them, to have greater choice and control over their own lives, in terms of supporting their decisions on where they wish to live and increasing their levels of independence.

### **Current Contributions Policy**

- 5.8 Sunderland Telecare has broadly operated the same Contributions Policy for the last 13 years. The current Contributions Policy is £3.20 per week unless the person:
- Lives in a Gentoo or other Registered Housing Provider property. These people are classed as being in receipt of what was until April 2011 a Supporting People service
  - Receiving an assessed home care service

5.9 Of the 13,000 connections there are currently 1,100 of those making a £3.20 weekly contribution. The other 11,900 people connected to the service are receiving the service free of charge due to either living in a Registered Provider property or in a minority of cases , being in receipt of an assessed home care service

5.10 The purpose of developing a new Contribution Policy is address the issues outlined above by:

- Making the service fairer in relation to the financial contributions customers are required to make
- Supporting the changes being made to wider social care and social care services – for example the implementation of Personal Budgets for those with eligible social care needs.
- Providing increased income to support ongoing sustainability and investment for the service, taking advantage of relevant legislative changes.

**Consultation**

5.11 To help shape the future Contributions Policy a public consultation exercise took place between Monday 3<sup>rd</sup> December 2012 and 10<sup>th</sup> February 2013. Every Telecare user received a questionnaire which was designed to help the Council understand the impact of reviewing the Contributions Policy. In the case of some of our most vulnerable customers contact was also made with them or with their named next of kin to ensure that the views of people who rely on the service the most were sought. Consultation also took place with key partners such as AgeUK, the Carer’s Centre and Registered Providers of housing

5.12 1691 customers responded to the consultation which equates to 13% of customers. This is an excellent response and makes the information that has been gathered statistically valid.

5.13 Reassuringly around 98% of Telecare customers value the service either because it provides peace of mind for them or their family, it has helped them in an emergency or it is felt to prevent the customers health from deteriorating

5.14 46.47% of Telecare customers report that they have not used the service in the last 2 years i.e. raised an alarm. Nevertheless 58% of customers that have not called the service in the last 2 years felt that a charge for the service is justified

5.15 Of all customers that responded 67.01% felt that the introduction of a charge for all Telecare customers is justified at this time

5.16 Customers were asked “What level of weekly contribution would mean that you would prefer to leave the service instead?” They were given the options of ‘Any contribution at all’, ‘£2.00’, ‘£2.50’, ‘£3.00’, ‘£3.50’, ‘More than £4.00’. The responses are outlined below:

Number of Responses	All those who answered	Percentage of those who answered the questions
Any contribution at all	19.05%	22.00%
£2.00	17.40%	20.10%

£2.50	8.97%	10.36%
£3.00	9.60%	11.09%
£3.50	10.24%	11.83%
More than £4.00	21.33%	24.63%
Did not answer	13.42%	N/A
Total	100%	100%

- 5.17 The client group who use the service the least i.e. those who have not used the service within the last 2 years are those who would be most likely to cease the service if a charge is applied. Of those who have not called the service for 2 years 30% stated they would leave the service if any level of charge is applied, 22% if a £2.00 charge is applied, 10% if a £2.50 charge is applied, 8% if a £3.00 is applied, 21% if more the charge is more than £4.00. Assumptions must be made about the client group that has answered this question. There are currently approximately 4000 properties in Sunderland where a hardwired Community Alarm comes as part of the fixtures and fittings of the property. Many of these alarms are in what could be termed general needs properties and as such may not be being used to support independent living needs
- 5.18 The response group that has not used the service in the last 2 years are more likely to disagree with the proposal to introduce a charge and also more likely to cease to receive the service if a charge is applied. 59 of the 65 consultation responses received where people did not value the service at all were from this group.
- 5.19 Of the response group that said they do not agree that there is justification for introducing a charge at this point in time, 78.16% do not use any other council services to support their independent living needs. This compares with the response group that said they do agree that there is justification for introducing a charge at this point in time, whereby 73% do not use any other council services
- 5.20 7.16% of respondents said that they are in receipt of a Personal Budget or Direct Payments. 12.48% said that they are not in receipt of a Personal Budget or Direct Payments. 80.37% did not answer the question and many people still appear unclear about Personal Budgets. Of the customers that are in receipt of a Personal Budget 70.24% agreed that there is justification for introducing a new charge at this point in time
- 5.21 Of those in receipt of a Personal Budget or Direct Payment over 80% stated that the introduction of a weekly payment for the service would not make them leave the service and 56% would be willing to pay £3 or more

## **6 The Proposed Contributions Policy**

- 6.1 Based on feedback from the consultation it is proposed to introduce a revised Sunderland Telecare Service Contributions Policy. The introduction of a new Contributions Policy is required in order to provide increased income to support ongoing sustainability for the service and to end the current inequity regarding who pays for the Telecare service. The new Policy will also ensure that the service is more focused by withdrawing the service from general needs properties where the equipment is part of the fixtures and fittings rather than as a preventative measure for the resident

- 6.2 A complete version of the Policy can be found in Appendix One of this report. The key elements are outlined below:
- 6.3 All Telecare equipment will continue to be provided free of charge to customers
- 6.4 All customers will ordinarily be expected to contribute towards the monitoring and response elements of the service by making a flat rate contribution equivalent to £12.50 + VAT per month (which equates to £150 + VAT per year or approximately £2.88 + VAT per week). The majority of customers will be exempt from paying VAT due to disability exemptions. Prices will be adjusted at the beginning of each new financial year to reflect inflation and will be linked with Consumer Price Index. The Policy and pricing schedule will be reviewed on an annual basis
- 6.5 During the development of these proposals other contribution options were considered however they did not meet the aim of trying to ensure as many people as possible remain Telecare users. The option proposed above will ensure that the level of usage remains high due to costs being kept low. Levying the contribution at this level would help to ensure that as many people as possible remain with the service and that the council can continue to address the prevention agenda. The consultation results indicated that around 46% of customers are willing to pay more than £2.50 for the service.
- 6.6 National and local benchmarking exercises about levels of Telecare contributions have been considered. These have shown that the charge levied by Councils' vary widely – from being free of charge to £40 per week (Appendix 2 shows the charges that are applied for Telecare services in the North East Region) Other Councils charge both a weekly charge and a charge related to the installing of equipment and/or for the number of pieces of Telecare equipment being used by the customer.
- 6.7 It was not felt appropriate to take this tiered approach at this point in time in Sunderland as it would result in the most vulnerable clients i.e. those with more equipment being charged more. Contributions linked to numbers of call outs made could also discourage customers from requesting help when they needed it. It is felt that a flat rate contribution will encourage continued usage and new take up. This approach will be reviewed on an annual basis.
- 6.8 There are potential exceptions to this flat rate application of the contribution. They are described below:
- Where the customer is receiving Telecare as part of a time limited Reablement package
  - Where the customers states that they cannot afford pay the contribution. A Financial Assessment will take place to confirm whether this is the case
  - Where the customer resides in a house and their partner or a dependent family member already makes a contribution for the service
- 6.9 During the consultation, 60% of customers said that they would prefer to pay their contribution on a monthly basis rather than weekly, quarterly or annually. It is therefore proposed to switch to a monthly collection process of the service
- 6.10 The majority of Sunderland Telecare Service customers do not receive traditional chargeable social care packages and even less currently have a Personal

Budget in place to meet their eligible social care needs. These customers therefore would only make their flat rate contribution

- 6.11 Customers that have been assessed with eligible social care needs and that have a Personal Budget to meet those needs already receive a Financial Assessment to determine what level of contribution they need to make to the cost of their care
- 6.12 Customers that receive a Personal Budget and also receive the Sunderland Telecare Service can choose to make the flat rate contribution themselves or instead request that the Telecare Service be included in the service / support options funded from their existing Personal Budget, providing it contributes to discharging one or more of their eligible care needs.

## **7. Reasons for the Decision**

- 7.1 The introduction of a revised Contributions Policy for the Sunderland Telecare Service is required in order to;
- To end the current inequity regarding who pays for the Telecare service, taking account of the vision for personalisation, the principles under which personal budgets operate and the councils Contributions Policy for Social care provided through Personalisation.
  - To ensure the Sunderland Telecare Service Contributions Policy is , transparent, sustainable and easy to understand
  - Provide increased income to support ongoing sustainability and investment for the service

## **8. Alternative Options**

- 8.1 During the development of the policy proposal the following options were considered:
- Option 1 – Free Telecare service and ongoing service
  - Option 2 – Flat rate charge ordinarily paid by all Telecare users for a discretionary universal service
  - Option 3 - Flat rate charge for the discretionary universal service paid by all Telecare users with those that also receive social care services via a Personal Budget having the option of including Telecare within their Personal Budget
  - Option 4 – Provide the Telecare service as an eligible social care service only rather than as a well being service and / or financially assess all contributions required
  - Option 5 – Charge for Telecare equipment and operate a range of contributions for Telecare services based on the amount of equipment that is supplied

Option 3 was deemed to be the preferred option. It strikes the right balance between increasing the provision and targeting of low level preventative services, which people can choose to pay for themselves whilst also ensuring those who

are most vulnerable are not discouraged from continuing with the service. Giving those customers that have Personal Budgets the option of including this service as part of the services funded from their Personal Budget is one way of minimising this impact as they already have their financial contribution assessed.

## **9. Relevant Considerations**

### **9.1 Financial Implications / Sunderland Way of Working**

Financial modelling has previously been undertaken by the Commercial and Corporate Services Directorate to help determine the level of contributions that were consulted on, and the potential income that would be received for each of these (Detailed in Appendix 3)

If the proposals within this report and adopted there will be a requirement to implement a system that can effectively bill customers and monitor account balances. The Transactional Finance team within the Council have been consulted on these proposals, if this policy is agreed they will be instrumental in taking this activity forwards.

### **9.2 Risk Analysis**

Risk management arrangements in relation to the implementation of the policy have been considered and will be managed through the Health, Housing and Adult Services financial reporting and risk management processes

### **9.3 Legal Implications**

Law & Governance have been consulted over the proposed revised Contributions Policy and consultation process. They have confirmed that the General Power of Competence in Part 1 of the Localism Act 2011 gives the Council the power to provide a range of discretionary services and to levy a range of contributions for these services and that there is now a question over whether the prohibition in previous guidance over the use of Direct Payments for the purchase of local authority services still remains, in view of the wide powers now available to local authorities. They have also confirmed that a contributions policy in the proposed form for Telecare is consistent with the Department of Health's Guidance, Building Telecare in England.

### **9.4 The Public**

All Sunderland Telecare Service customers have been consulted on the proposals. Processes to support the most vulnerable and their next of kin to complete the consultation exercise were put into place

## **10 Background Papers**

10.1 No background papers were relied upon in the preparation of this report.

## **11 List of Appendices**

Appendix 1 – Sunderland Telecare Service Contributions Policy  
Appendix 2 – Charges for Telecare in the North East  
Appendix 3 – Financial projections



## **Appendix 1**

### **SUNDERLAND TELECARE SERVICE CONTRIBUTIONS POLICY**

#### **1. INTRODUCTION**

- 1.1 The General Power of Competence in Part 1 of the Localism Act 2011 gives the council the power to both provide a range of discretionary services and to levy charges/contributions for those services.
- 1.2 The Sunderland Telecare Service is currently provided to a significant number of local residents under this general power. This power is separate to the council's statutory duties to assess and meet customers eligible social care needs.
- 1.3 This policy sets out the contributions policy to be implemented for those customers that choose to continue to use the Sunderland Telecare Service after 1 April 2013. . The policy is compliant with the Department of Health's 'Building Telecare In England' 2005.
- 1.4 This policy is effective from 1 April 2013, and replaces the previous council Charging Policy relating to Telecare (Including Community Care Alarms) that was last updated in 2009).

#### **2. PRINCIPLES**

- 2.1 The key principles of the policy are as follows:
  - Make the service fairer in relation to the financial contributions customers are required to make
  - Help sustain the service, given that there have been major changes and reductions to funding streams available from the Government for the service
  - Support the changes being made to wider social care and social care services – for example the implementation of Personal Budgets for those with eligible social care needs

#### **3. SERVICES COVERED BY THE POLICY**

- 3.1 This policy only covers the Sunderland Telecare Service provided by Care and Support Sunderland on behalf of the council.

#### **4 CONTRIBUTION LEVEL**

- 4.1 All Telecare equipment will continue to be provided free of charge to customers.
- 4.2 All customers will ordinarily be expected to contribute towards the monitoring and response elements of the service by making a flat rate contribution equivalent to £12.50 + VAT per month (approximately £2.88 + VAT per week, or £150 +VAT per annum). Customers who sign a 'Disability Declaration' will be exempt from paying VAT

- The same contribution applies regardless of the amount of equipment / services provided
- Prices will be adjusted at the beginning of each new financial year to reflect inflation and will be linked with Consumer Price Index.

4.3 The potential exceptions to this flat rate application are where the customer;

1. Is receiving the Sunderland Telecare Service as part of time limited reablement package. . The expectation is that this package of services will be provided free of charge for maximum period of 6 weeks,
2. States that they are unable to afford to pay the amount requested. A Financial Assessment will then be undertaken as part of an internal review process to confirm whether the customer should be able to afford this flat rate contribution.
3. Resides in a household where their partner or a dependant family member already makes a contribution towards the Sunderland Telecare Service. Only one contribution will be expected from such households

4.4 In order to ensure equity and fairness in 4.3 (2) when compared to the councils other customers, the financial assessment used will be one outlined in the councils Social Care Contributions Policy. This is derived from the Department of Health's Fairer Charging Guidance (last updated October 2012).

- In such cases the financial assessment will determine the amount that the customer is expected to contribute, if anything
- Unlike the provision of statutory social care services however , the council may exercise its discretion and choose to remove equipment from customers that refuse to make either their flat rate contribution or their financially assessed contribution

## **5. CONTRIBUTION COLLECTION**

5.1 Customers will be issued with an annual invoice detailing their required total annual contribution.

5.2 The customer's contributions will normally be collected in advance, primarily through a calendar monthly direct debit in order to strike a balance between collection costs and processing and preventing customers from otherwise having to make larger though less frequent payments.

- Other payment methods and payment frequencies may be offered depending on the needs of the customer, and at the council's discretion.
- The customer's first contribution may be required to be collected in arrears. This is most likely to be the case at the time these policy revisions come into effect (from 1 April 2013).

## **6 SUNDERLAND TELECARE CUSTOMERS THAT ALSO RECEIVE A PERSONAL BUDGET FROM THE COUNCIL**

- 6.1 The majority of Sunderland Telecare Service customers do not receive traditional social care packages or have a Personal Budget in place to meet eligible social care needs, and therefore would only make their flat rate contribution.
- 6.2 Customers that have been assessed with eligible social care needs and that have a Personal Budget to meet those needs, receive a financial assessment to determine what level of contribution they need to make towards the costs of their care.
- 6.3 Customers that receive a Personal Budget and also the Sunderland Telecare Service, can choose to make the flat rate contribution detailed in 4.2, or instead request that the Telecare Service be included in the service options funded from their existing Personal Budget.
1. If the customers Personal Budget allows for this and it is agreed that the Sunderland Telecare Service contributes to discharging one or more of the customer's eligible needs then this service should be included.
  2. The cost of the service to the customer in such cases would be the same as for those customers that only received the Sunderland Telecare Service.
  3. The customers existing financial assessment would be applied to determine whether they did have to make a higher contribution than they were already making. Such instances would be very unlikely and in any event, could not exceed the level of the flat rate contribution (detailed in 4.2).
- 6.4 Customers that have eligible social care needs and services to meet these needs but that have not yet been assessed for a Personal Budget are will be required to make the flat rate contribution rather than choose 6.3 (1), until such time as they are assessed.
- 6.5 Para 6.3 will also apply in future to new customers that have a Personal Budget and would like the Sunderland Telecare Service including in the service options funded from their existing Personal Budget.

## **7 PAYMENT OF CONTRIBUTION**

- 7.1 Payment of contributions will be requested from the date that the Sunderland Telecare Service commences, or for the existing customers that choose to continue to receive the service, under the terms of this revised contributions policy, from 1 April 2013.

## **8. REVIEW OF CONTRIBUTION LEVELS**

- 8.1 Sunderland City Council will review the flat rate contribution annually. Any changes in these levels will be notified to customers before they are implemented.

## Appendix 2

### Charges for Telecare in the North East

Council	Basic Telecare cost
<b>Darlington</b>	Basic lifeline and response £4.99 per week (this may reduced to £1.72 per week if the user is eligible for supporting people benefit. Additional sensors are £1.50 per week on top of the cost of the basic lifeline
<b>Durham</b>	<p>£1.50 per week per item up to a maximum of £4.50 for three or more items</p> <p>Under Durham County Council Commissioning policy, customers undergo a financial assessment when being assessed for telecare &amp; they may receive the service free depending on income level. However, all telecare equipment supplied &amp; installed is at 'nil' cost to the customer at the point of assessment (paid for from telecare budget).</p>
<b>Gateshead</b>	£3.97 +VAT weekly charge regardless of the number of devices. May be free to people who are in receipt of housing benefit and who are over 80
<b>Hartlepool</b>	At the current time the unit is free of charge as funding is provided by Supporting People –but under review
<b>Middlesbrough</b>	<p>Middlesbrough went live with a new approach to charging on 1/8/12 They took the decision to charge the one price for all.</p> <ul style="list-style-type: none"> <li>• £3.99 for Community Alarms only</li> <li>• £3.99 for Telecare referrals through FAC - Critical and Substantial</li> <li>• S/P funded for any person on Pension Guaranteed Credit.</li> </ul> <p>They are providing the service free for 6 weeks as part of several projects:</p> <ul style="list-style-type: none"> <li>• Discharge from Middlesbrough Intermediate Care Centre</li> <li>• Rapid Response</li> <li>• Hospital discharge project</li> </ul> <p>They also charge 58p per week (or £30 per annum) in addition to £3.99 for holding keys through the key safes that they install</p>
<b>Newcastle</b>	<p>3 Band Charging System</p> <p>Gold Plus includes up to an additional five pieces of telecare equipment £ 8.55 per week</p> <p>Gold Service includes two pieces of telecare equipment £6.72 per week</p> <p>Silver service which is £3.33 per week no response is included and</p>

	<p>this is a relay service only, and a reduced rate for over 85's for new customers which is £3.10 per week.</p> <p>For all of the above a financial assessment is applied where the person does not receive housing benefit</p>
<b>North Tyneside</b>	<p><b>Level 1</b> - £3.83 per week.</p> <p>A community alarm so clients can contact Care Call and a smoke alarm linked to the Care Call centre.</p> <p>This level of service is intended for people who mainly require peace of mind or have family close by who can help.</p> <p><b>Level 2</b> - £6 per week</p> <p>Community alarm and smoke alarm plus one other piece of standard equipment, for example bed sensor, door sensor. Clients are also visited once a month</p> <p><b>Level 3</b> - £9 per week</p> <p>Community alarm and smoke alarm plus any other equipment that clients are assessed as needing. If the client has a mobile phone a service called 'm-Care' can also be offered which means assistance can be offered wherever the client is</p>
<b>Northumberland</b>	<p>£6.12 per week for monitoring and equipment</p> <p>Looking to review this charge with a lower charge being introduced for a basic package and a higher charge for users with more complex needs</p>
<b>Redcar &amp; Cleveland</b>	<p>Service free to all customers at the moment however this will change soon.</p> <p>Service delivered by fire service</p>
<b>South Tyneside</b>	<p>3 band charging system</p> <p>Bronze (Basic Community Alarm) – Monitoring and response £4.69 (Monitoring only (£2.50))</p> <p>Silver (Basic + up to 2 Telecare items) - £7.19 (Monitoring and response only)</p> <p>Gold (Basic + 3 or more Telecare items) - £8.99 (Monitoring and Response only)</p>
<b>Stockton</b>	<p>£3.70 per week plus VAT</p> <p>50p per week for holding keys</p>



**Options for Telecare Charge**

Total Connections  
Less: Advanced Telecare Equipment

13,230  
3,000

**Notes**

No's per Telecare Service July 2011 Technical Team report  
Following assessment from a care manager / social worker (estimate) - assumes no additional income received as charge as part of clients personal budget

Chargeable Connections before any drop off's

10,230

**Table of options**

Chargeable Connections (Total)	Private Payers	Charge Connections Less Private Payers	Option 1 - charge @ £40 per quarter			Option 2 - charge @ £42 per quarter		Option 3 - charge @ £52 per quarter			Option 4 - charge @ £60 per quarter			Option 5 - charge @ £62 per quarter			Option 6 - charge @ £65 per quarter			Notes
			Charge per quarter - £40 less income received from private payers which is already budgeted	Loss of Income from 1,100 private payers charge @ £40 per qtr - (i.e. £2 p qtr)	Full Year Effect (Additional Income)	Charge per quarter - £42 less income received from private payers which is already budgeted	Full Year Effect (Additional Income)	Charge per quarter - £52 less income received from private payers which is already budgeted	Additional Income from 1,100 private payers charge @ £42 - (i.e. additional £10 per qtr)	Full Year Effect (Additional Income)	Charge per quarter - £60 less income received from private payers which is already budgeted	Additional Income from 1,100 private payers charge @ £42 - (i.e. additional £18 per qtr)	Full Year Effect (Additional Income)	Charge per quarter - £62 less income received from private payers which is already budgeted	Additional Income from 1,100 private payers charge @ £42 - (i.e. additional £20 per qtr)	Full Year Effect (Additional Income)	Charge per quarter - £65 less income received from private payers which is already budgeted	Additional Income from 1,100 private payers charge @ £45 - (i.e. additional £23 per qtr)	Full Year Effect (Additional Income)	
10,230	1,100	9,130	£365,200	-£2,200	£1,452,000	£383,460	£1,533,840	£474,760	£11,000	£1,943,040	£547,800	£19,800	£2,270,400	£566,060	£22,000	£2,352,240	£593,450	£25,300	£2,475,000	Starts with 10,230 - assumes 3,000 advanced Telecare equipment will form part of a PB
9,730	1,100	8,630	£345,200	-£2,200	£1,372,000	£362,460	£1,449,840	£448,760	£11,000	£1,839,040	£517,800	£19,800	£2,150,400	£535,060	£22,000	£2,228,240	£560,950	£25,300	£2,345,000	Assumes a drop off of 500 connections
9,230	1,100	8,130	£325,200	-£2,200	£1,292,000	£341,460	£1,365,840	£422,760	£11,000	£1,735,040	£487,800	£19,800	£2,030,400	£504,060	£22,000	£2,104,240	£528,450	£25,300	£2,215,000	Assumes a drop off of 1,000 connections
8,730	1,100	7,630	£305,200	-£2,200	£1,212,000	£320,460	£1,281,840	£396,760	£11,000	£1,631,040	£457,800	£19,800	£1,910,400	£473,060	£22,000	£1,980,240	£495,950	£25,300	£2,085,000	Assumes a drop off of 1,500 connections
8,230	1,100	7,130	£285,200	-£2,200	£1,132,000	£299,460	£1,197,840	£370,760	£11,000	£1,527,040	£427,800	£19,800	£1,790,400	£442,060	£22,000	£1,856,240	£463,450	£25,300	£1,955,000	Assumes a drop off of 2,000 connections
7,730	1,100	6,630	£265,200	-£2,200	£1,052,000	£278,460	£1,113,840	£344,760	£11,000	£1,423,040	£397,800	£19,800	£1,670,400	£411,060	£22,000	£1,732,240	£430,950	£25,300	£1,825,000	Assumes a drop off of 2,500 connections
7,230	1,100	6,130	£245,200	-£2,200	£972,000	£257,460	£1,029,840	£318,760	£11,000	£1,319,040	£367,800	£19,800	£1,550,400	£380,060	£22,000	£1,608,240	£398,450	£25,300	£1,695,000	Assumes a drop off of 3,000 connections
6,730	1,100	5,630	£225,200	-£2,200	£892,000	£236,460	£945,840	£292,760	£11,000	£1,215,040	£337,800	£19,800	£1,430,400	£349,060	£22,000	£1,484,240	£365,950	£25,300	£1,565,000	Assumes a drop off of 3,500 connections
6,230	1,100	5,130	£205,200	-£2,200	£812,000	£215,460	£861,840	£266,760	£11,000	£1,111,040	£307,800	£19,800	£1,310,400	£318,060	£22,000	£1,360,240	£333,450	£25,300	£1,435,000	Assumes a drop off of 4,000 connections
5,730	1,100	4,630	£185,200	-£2,200	£732,000	£194,460	£777,840	£240,760	£11,000	£1,007,040	£277,800	£19,800	£1,190,400	£287,060	£22,000	£1,236,240	£300,950	£25,300	£1,305,000	Assumes a drop off of 4,500 connections
5,230	1,100	4,130	£165,200	-£2,200	£652,000	£173,460	£693,840	£214,760	£11,000	£903,040	£247,800	£19,800	£1,070,400	£256,060	£22,000	£1,112,240	£268,450	£25,300	£1,175,000	Assumes a drop off of 5,000 connections
4,730	1,100	3,630	£145,200	-£2,200	£572,000	£152,460	£609,840	£188,760	£11,000	£799,040	£217,800	£19,800	£950,400	£225,060	£22,000	£988,240	£235,950	£25,300	£1,045,000	Assumes a drop off of 5,500 connections

**Notes:**

Assumes all 1,100 private payers stop with the service





## CABINET MEETING – 13 MARCH 2013

### EXECUTIVE SUMMARY SHEET – PART I

**Title of Report:**

Sunderland Community Equipment Service (CES) – Procurement of a contractor to carry out alterations to Leechmere Training Centre

**Author(s):**

Executive Director of Health, Housing and Adult Services

**Purpose of Report:**

The purpose of the report is to:

- 1) To seek Cabinet's approval to procure a contractor to undertake alterations works to Leechmere Training Centre

**Description of Decision:**

Cabinet is asked to approve:

- 1) The procurement of a contractor to undertake alterations works to Leechmere Training Centre to adapt the building for use by Sunderland Community Equipment Service

In accordance with the Constitution, Cabinet approval is required in relation to procurements exceeding £250,000 in value.

**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:**

Sunderland Community Equipment Service currently operates from a privately leased warehouse on Carrmere Road, Leechmere Industrial Estate.

The relocation of the Community Equipment Store onto the Council owned Leechmere site will place the store in closer proximity to the equipment refurbishment centre and enable a leaner flow of activity through the lifetime of the equipment cycle i.e. from purchase through to loan, collection, refurbishment and re-use. The alteration work to Leechmere Training Centre will also create efficiencies as the current lease arrangement will be terminated.

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

The alternative option is to remain on the current site but this would not improve the service, address the current health and safety issues or take advantage of the funding available from the PCT.

**Impacts analysed:**

Equality  Yes Privacy  N/A Sustainability  Yes Crime and Disorder  N/A

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

**Is it included in the 28 day Notice of Decisions?      Yes**

**Scrutiny Committee:**

**REPORT OF EXECUTIVE DIRECTOR OF HEALTH, HOUSING AND ADULT SERVICES****Sunderland Community Equipment Service (CES) – Procurement of a contractor to carry out alterations to Leechmere Training Centre****1.0 Purpose of the Report**

- 1.1 The purpose of the report is to seek Cabinet's approval to procure a contractor to undertake alterations works to Leechmere Training Centre

**2.0 Description of the Decision**

- 2.1 Cabinet is asked to approve the procurement of a contractor to undertake alterations works to Leechmere training Centre to adapt the building for use by Sunderland Community Equipment Service.

**3.0 Introduction/Background**

- 3.1 CES is a jointly funded partnership between Sunderland City Council and Sunderland Teaching Primary Care Trust (STPCT). CES is delivered by Sunderland City Council and provides community equipment and simple aids for daily living to meet the clinical and social needs of the residents of Sunderland, following assessment by a health or social care professional. The equipment loaned is designed to promote personal independence, safety and mobility and is also supplied to social and health care practitioners to help in their course of work in the community. Sunderland CES provides a procurement, storage, delivery, installation, demonstration, collection, cleaning, refurbishment and recycling service.

**4.0 Current Position**

- 4.1 The current CES building is not fit for purpose. It is not big enough to store the full range of community equipment that is supplied resulting in storage containers being sited in various locations on Leechmere Industrial Estate. Health and Safety issues with the current site have been raised.
- 4.2 Funding has been made available from STPCT to facilitate the relocation costs of the Community Equipment Service.

**5.0 Reasons for the Decision**

- 5.1 The relocation of the Community Equipment Store onto the Council owned Leechmere site will place the store in closer proximity to the equipment refurbishment centre and enable a leaner flow of activity through the lifetime of the equipment cycle i.e. from purchase through to loan, collection, refurbishment and re-use. The alteration work to Leechmere Training Centre will also create efficiencies as the current lease arrangement will be terminated.

**6.0 Alternative Options**

- 6.1 The alternative option is to remain on the current site but this would not improve the service, address the current health and safety issues or take advantage of the funding available from the PCT..

## **7.0 Relevant Considerations/Consultations**

- 7.1 The views of the Executive Director of Commercial and Corporate Services have been incorporated in this report.

**Financial** – Funding has already been made available from the PCT and Council's Capital Programme

**Equality** – The impact on equality was analysed using an equality risk matrix and this has determined that this is a low risk area.

**Procurement** - The Head of Corporate Procurement has been consulted in respect of the procurement procedure. The contract will be procured in accordance with the Council's Procurement Procedure Rules.

## **8.0 Background Papers**

- 8.1 No background papers were relied upon in the preparation of this report.